

# Climate, Food, Trade

Analysis of Institutional Interplay and  
Information Exchange

Kenya





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# Acronyms

AAK:	Aquaculture Association of Kenya
ADS:	Anglican Development Services
ASDSP:	Agricultural Sector Development Support Programme
CCV:	Climate Change Variations
CSOs:	Civil Society Organisations
CUTS ARC:	Consumer Unity & Trust Society Africa Resource Centre
DRM:	Disaster Risk Management
ECLOF:	Ecumenical Loan Fund
ESASSFF:	Eastern and Southern Africa Small Scale Farmers Forum
JLB:	Joint Loans Board
KAM:	Kenya Manufacturers Association
KBA:	Kenya Bankers Association
KCCWG:	Kenya Climate Change Working Group
KEPSA:	Kenya Private Sector Alliance
KESSFF:	Kenya Small Scale Farmers Forum
KMS:	Kenya Meteorological Services
MoU:	Memorandum of Understanding
NEMA:	National Environment Management Authority
NGOs:	Non-Governmental Organisations
PACT EAC:	Promoting Agriculture, Climate and Trade Linkages in the East African Community
PETS:	Public Expenditure Tracking Survey
SACCOS:	Savings and Credit Cooperative Societies
TI:	Transparency International
UNDP:	United Nations Development Programme



# Executive Summary

Under the project “Promoting Agriculture, Climate, Trade Linkages in the East African Community (PACT EAC),” national studies were conducted in Burundi, Kenya, Rwanda, Uganda and Tanzania. The five countries studies focused on how climate change, food security, and trade issues interact and aimed at contributing to a more coherent and holistic response in the context of relevant international regimes, particularly those related to trade, agriculture and climate change. Relevant policy recommendations were identified in response to policy gaps and lack of a holistic approach under each country study. Among these was the need for a common approach to ensure inter-institutional coordination and policy coherence on the three critical issues. Against this background, a follow up study was conducted under the theme “Food-Climate-Trade Linkages: Understanding and Improving Institutional Interplay” in Murang’a and Makueni counties in Kenya.

The study analysed two types of linkages, namely, vertical and horizontal linkages. Vertical linkages refer to collaboration and interaction between county governments and the national government, in terms of policy and administrative frameworks as well as institutional mechanisms in place. In horizontal linkages, the study analysed how county institutions responsible for agriculture, environment and trade collaborate with each other in order to execute their respective mandates, as well as how stakeholders collaborate with the respective ministries and among each other within the respective counties. For the purpose of this study, stakeholders considered include the private sector, farmers and farmer groups, and the civil society.

The study finds that Murang’a and Makueni have few civil society organisations based within the counties and their direct engagement with respective county governments has been found to be weak. However, a number of civil society organisations based in Nairobi have direct engagement with the counties, perhaps due to a continuation of engagement with previous district offices, now county governments. Stakeholders reported a number of challenges with regard to these horizontal linkages ranging from financial limitations and the bureaucratic nature of government institutions to a lack of coherent approaches within the ministries to tackle the three issues of agriculture, climate and trade with key stakeholders, among others.

The research finds that both formal and informal processes involving different actors, such as politicians and civil servants from the county and national governments, private sector players, and the general public, facilitate vertical linkages.

The main finding of the study is that coordination of public institutions is stronger within the counties and weaker between the counties and the national government, showing relatively stronger horizontal linkages and weaker vertical linkages. More, therefore, needs to be done to promote vertical linkages, as they are instrumental in supporting horizontal linkages - in terms of finances and technical assistance - in order to holistically address the three issues of climate change, food security and trade. Finally, this report makes key recommendations to be taken up at both county and national levels in order to promote an effective interaction framework for better policy and institutional coherence.



## Chapter 1

# Introduction

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### 1.1 Background

Under the project “Promoting Agriculture, Climate, Trade Linkages in the East African Community (PACT EAC)”, national studies were conducted in Kenya, Uganda, Burundi, Rwanda and Tanzania to understand how climate change, food security, and trade interact, as well as build capacity of stakeholders to develop and implement holistic policy responses in the context of relevant international regimes, particularly those related to trade, agriculture and climate change. A common need for ensuring inter-institutional coordination and policy coherence on the three critical issues came out clearly from all the studies. Of particular interest is that of the Kenyan study that called for the setting up a joint secretariat of the relevant ministries to continually address, disseminate, and implement issues related to climate change, agriculture and trade.

Building on the above recommendations, a follow up study was initiated under the theme “Food-Climate-Trade Linkages: Understanding and Improving Institutional Interplay”. Murang’a and Makueni counties were selected as case studies to analyse vertical and horizontal inter-institutional coordination on issues of climate change, food security and trade. This was based on the criterion that the counties have the potential for agricultural export produce, but are vulnerable to the effects of climate change.

### 1.2 Objectives of the Study

The study seeks to understand and suggest ways of improving the institutional interplay from the local to the national level for tackling climate

change, food security and trade issues in a holistic manner. More specifically, the study seeks:

1. To identify and examine the different institutions, including public, private and community-based, involved in agriculture, climate change, and trade in the selected counties, with a view to outlining the current status of institutional interplay related to the three issues at the county level;
2. To examine the formal and informal linkages between the selected counties and national policy making and the implementation related to trade, climate change, and food security with a view of outlining the current status of the flow of information/inputs from the county level to the national level, and of the flow of policy directions/explanations from the national to district level;
3. To identify existing gaps and shortcomings both at the horizontal (i.e. in the institutional interplay at the county level) and the vertical (i.e. between the county and national level) dimension, and make recommendations to address these for better policy and institutional coherence.

### 1.3 Research Methodology

This research was undertaken in two phases. In the first phase, a desktop study was conducted to obtain background information on the two counties. This looked at the development

strategies, policy documents drawn at both national and county governments, as well as reports from previous research work undertaken in the two counties. The second phase involved field visits in the two counties by the research team in which questionnaires were used to conduct interviews with officials from the respective ministries, private sector players, civil society organisation, and a focus group discussion was organised with farmers. The research thereafter used the two information sources to apply qualitative analysis of the findings, draw conclusions, and make recommendations.

## 1.4 Organisation of the Report

This research report is divided into five chapters. Chapter one presents an introduction and background of the study, including the objectives, while chapter two presents a situational analysis to examine the county system of governance and key issues regarding agriculture, trade, and climate change in each of the two counties. Chapter three analyses institutions and their interplay at county level, i.e. Murang'a and Makueni concurrently. Chapter four analyses from two counties' perspectives and linkages between county and national governments. Finally, chapter five presents conclusions and recommendations.

## Chapter 2

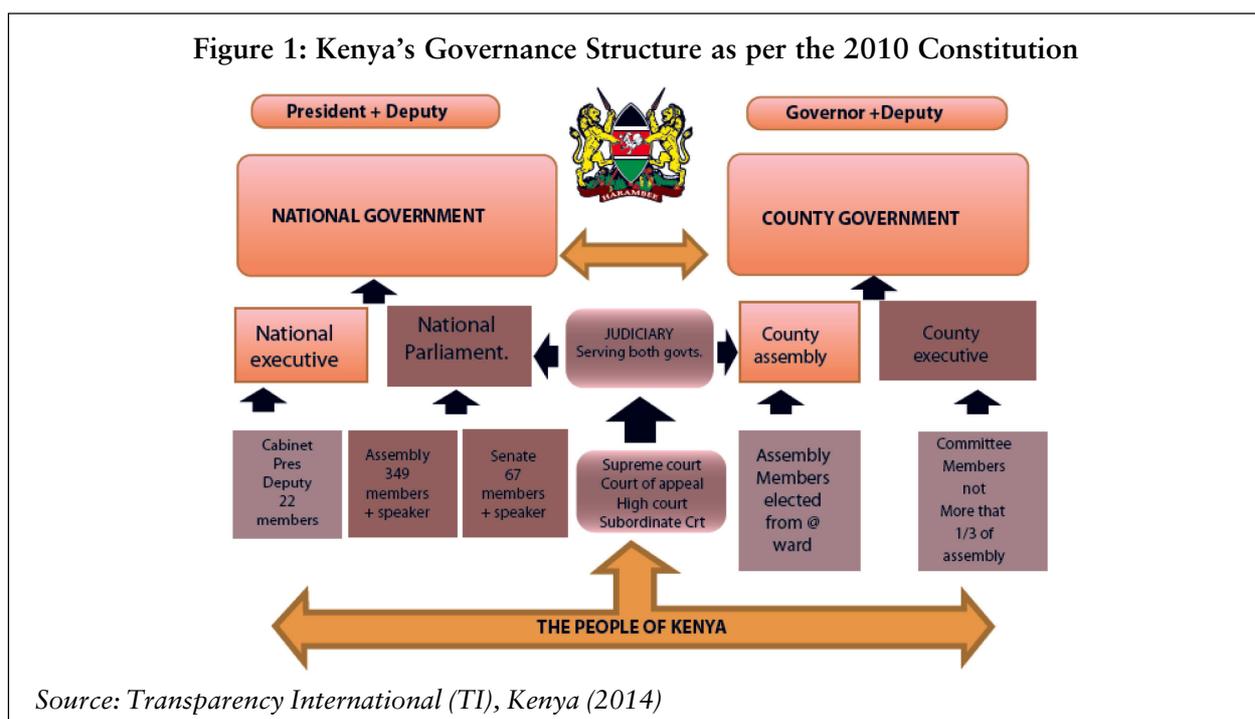
# Situational Analysis

The 2010 Kenyan Constitution created a devolved governance system comprising of 47 counties. These counties are governed by the County Governor, who is supported by cabinet and technical officers. Article 174 of the 2010 Constitution states that the objectives of devolution are to give powers of self-governance to the people; enhance the participation of the people in the exercise of the powers of the State and in making decisions affecting them; and recognise the right of communities to manage their own affairs and to further their development.

In other words, devolution has been created with the intention of bringing services closer to the people, as well as creating a system for leaders, both at the political and technical levels, to put

in place policies and structures that respond to local needs.

As illustrated in Figure 1, the national government, under the leadership of an elected President and Deputy President, is in charge of the National Executive and National Parliament. The President appoints the Cabinet Secretaries while the Senate and National Assembly are elected by the citizens and constitute the National Parliament. The county governments, on the other hand, are headed by the Governor and Deputy Governor, who are in charge of the County Assembly and County Executives. Citizens elect the County Assembly Members, while the County Committee Members are appointed by the County Executive. Under the separation of powers principal, the judiciary



remains independent and serves both governments.

At the national level, several ministries can be identified that have direct links to climate change, trade, and food security issues, as well as those that play crucial roles in strengthening institutional inter-linkages between county and national governments. These include the Ministry of Agriculture, Livestock and Fisheries; the Ministry of East Africa Affairs, Commerce and Tourism (in charge of trade); the Ministry of Industrialisation and Enterprise Development (in charge of co-operatives development); the Ministry of Environment, Water and Natural Resources; the Ministry of Transport and Infrastructure; the Ministry of Interior and Coordination of National Government; and the Ministry of Devolution and Planning.

In the analysis of institutional interplay, one important issue to take into consideration is information sharing amongst institutions. Information sharing is an important component for effectively addressing environmental/climate change challenges, especially in regard to agriculture and rural development in light of the current challenges brought about by climate change. According to Ali and Kumar (2011), farming communities require a wide range of scientific and technical information for effective decision-making. The decisions they make are, in this case, in response to their vulnerability to climate change risks as well as the dynamics of agricultural trade, where their livelihoods are derived from. This calls for collaboration with the scientific community, as well as the respective government ministries and other players in the sector, notably the private sector, civil society organisations and farmer groups. It is also important for development partners to be involved in information sharing and utilisation because they support a number of agricultural development projects, especially in rural areas.

Hashemi and Hedjazi (2011) observe that the ability of development partners and other stakeholders to access and use information on available technologies and innovations is a critical

factor in improving the performance of farmers, as well as their capacity to achieve their set objectives on time. Finally, farmers themselves have to be involved in information sharing on climate change related risks and mitigation measures since they have a better understanding based on local experiences. Therefore, examining institutional interplay on agriculture, climate, and trade requires a multi-actor approach that brings together all the players in the three identified issues, namely government, farmers, civil society, and the private sector.

## 2.1 Makueni County

Makueni County is comprised of nine districts, covering 7,968.8 km<sup>2</sup>. The county has a population of 883,671 people and a birth rate of 1.5 percent according to the 2009 Population and Housing Census. The county, like most other counties in Kenya, relies on agriculture as the main economic activity supporting the livelihoods of the people. This includes both crop cultivation and livestock farming. The major crops grown include maize, beans, green grams and peas while the livestock sector is comprised of cattle, goats, and sheep.

The county experiences two rainy seasons, the first season falls between March and April while the second, relatively short, season falls between November and December. On average, rainfall ranges from 600-1200 mm in highlands to 300-450 mm in lowlands.<sup>1</sup> Areas of Mbooni and Kilungu, which are hilly, receive an annual 800-1200mm of rainfall. The low-lying areas of the county experience high average temperatures of 35.8 degrees. This causes high evaporation rates, aggravating the situation.<sup>2</sup>

According to the Makueni County Integrated Development Plan (2013), the county has experienced climate change and variability, including insufficient rain and prolonged dry spells, among others. Indeed, a survey done in Makueni by Kirina et al. (2012), documenting 150 farmers' perceptions, experiences and adaptation strategies to Climate Change Variability (CCV), found that about 86 percent

of farmers perceived CCV as a major challenge, with 53 percent indicating that significant changes in climate would manifest in 10-20 years.

### *Key Ministries in Makueni County*

Erratic rainfall patterns undermine agricultural productivity, which call for a strategy to manage the associated risks. According to the Africa-Asia Drought Risk Management Peer Assistance Project, a UNDP supported project in Makueni County (Kirina T. et al, 2012), the county government is implementing a series of activities on Disaster Risk Management (DRM). These include:

- a) Drought early warning system: under this system, weather information, i.e. rainfall, temperature and associated data, is collected from 13 sites on a monthly basis, analysed, and used to produce a monthly bulletin that is shared with the respective communities and other users. This is being done by the Kenya Meteorological Services.
- b) Seasonal food security assessments: these assessments are conducted internally, with validation being done by the Kenya Food Security Committee. The initiative brings together different development partners, key sectors vulnerable to climate change and its associated disasters in Kenya - for instance, water, agriculture, and livestock.
- c) Drought contingency planning and rapid response: under this initiative, a participatory approach is employed to bring on board all stakeholders in their respective sectors in planning for a disaster and responding to it based on the drought situation.

The key ministries related to climate change, food security and trade in Makueni county are the Ministry of Agriculture, Livestock and Fisheries; Ministry of Trade, Industry, Tourism & Cooperatives; and the Ministry of Water, Irrigation and Environment Services.

### *Livelihoods in Makueni County*

#### *Agricultural Production*

Agricultural production in the county is dominated by small farms, which, on average, are 3.44 Ha, while the few large-scale farms have an average size of 30.4 Ha. Agriculture on the hill-tops, burning of charcoal, as well as sand mining, are believed to have contributed to climate change variability resulting in crop failure and food insecurity, ultimately undermining economic as well as social development of the county. The dominant nature of small-scale farming in the county reinforces the need for an intervention to target and prioritise small-scale farmers for sustainable livelihoods.

#### *Food and Cash Crops Sub-sector*

Food production in Makueni is dominated by certain crops including maize, cow peas, green grams, millet, cassava, and sweet potatoes, among others. Of recent, there has been a surge in mango production, both as food and cash crop due to the increased demand and availability of improved seedlings.

With erratic rain, the food security situation in Makueni remains a challenge. Kamau, J., Mativo, A., et al (2013) documented the factors that affect food security in Makueni County including leaching and water logging, which mostly occurs in the mixed farming zones due to enhanced rainfall and poor distribution of rains, both in time and space, which mostly affects maize, cow peas and green grams production. This was notably the case in 2013 where the failing of the 2013 long rains led to a 42 percent decrease in maize production as per the average production estimates over the last few years while cowpeas experienced a 74 percent decrease relative to the recent production trends. Green grams productivity also experienced a 79 percent decrease. In addition, the marginal mixed livelihood zone in the county experienced a 70-90 percent crop failure of main staple crops, while milk production at the household level also remained low.

During the month of August 2014, Makueni County's food security situation was reported to be grim since both the water and forage situation were deteriorating. According to the National Disaster Management Authority (NDMA), households spent more time searching for water instead of investing their time in other productive activities (NDMA, 2014).

#### *Livestock Sub-sector*

Makueni has a large expanse of dry areas, which has led to many farmers to engage in the livestock sub-sector. The county produces livestock ranging from cattle, goats, donkeys, poultry and pigs, to beekeeping and fish farming. On average, the livestock sector contribution to food security and income is about 50 percent (Kamau, J., Mativo, A., et al, 2013). According to the Ministry of Agriculture, Livestock and Fisheries,<sup>3</sup> livestock productivity has become the main economic mainstay, but this trend is changing fast as a result of increasing human population and uncontrolled human activity. The lack of proper land use management practices, ranging from overstocking to opening rangelands for unsustainable agricultural production, have been identified as major challenges facing the livestock sub-sector.

#### *Aquaculture Sub-sector*

Fish farming has been taken up by a number of small-scale farmers in Makueni. The common species of fish include tilapia, African catfish, and common carp. The county government has also been supporting the fishing sector through construction of dams, extension services to farmers, and attempts to collaborate with development partners to upscale production. The latest figures secured from the county government indicates that 32 million Kenyan Shillings have already been spent to construct fish ponds, stock fingerlings, and provide fish food to the local farmers willing to embrace fish farming as an income-generating activity.<sup>4</sup> To promote the sub-sector, the Aquaculture Association of Kenya (AAK)<sup>5</sup> held an Aquaculture Leadership Forum in Makueni to sensitise fish farmers and select representatives

from the county to the national body, which will seek to ensure that fish farmers are well organised in the country.<sup>6</sup>

## **2.2 Murang'a County**

Murang'a County constitutes part of Kenya's former Central Province, with Murang'a town as the capital. The northern part of the county borders Nyeri, while Kiambu borders the southern part. On the western side, the county borders Nyandarua and is bordered on the East by Kirinyaga, Embu, and Machakos counties. The county occupies a total area of 2,558.8 km<sup>2</sup>, and is divided into seven constituencies, namely Kiharu, Kangema, Mathioya, Gatanga, Kigumo, Kandara and Maragwa.<sup>7</sup> These constituencies are further sub-divided into thirty-five wards in ninety-one different locations, with a total population of 942,581 according to the 2009 Population and Housing Census results.

Climate change is a reality in Murang'a County, as acknowledged in the county's official website, which states that massive losses have been incurred across sectors. Some of the adverse effects of climate change experienced in the county include variation in weather patterns with low rainfall and failed seasons; food insecurity, especially in the arid and semi-arid parts of the county like Kambiti, Maragwa Ridge; and loss of biodiversity, especially fragile populations like the African elephant found at Aberdares that is threatened due to the destruction of its habitat and breeding grounds in the forest. Other effects of climate change on the county are human-wildlife conflicts where wildlife stray from protected areas to farms in search of water and forage, particularly at Kaseve hills in Murang'a South.<sup>8</sup>

#### ***Key Ministries in Murang'a County***

The key Murang'a County government ministries responsible for agriculture, climate change, and trade are the Ministry of Agriculture, Livestock and Fisheries; the Ministry of Trade, Commerce, Industry, and Investment; and the Ministry of Environment and Natural Resources.

## *Livelihoods in Murang'a County*

### *Agricultural Production*

Agricultural production in Murang'a is classified into three groups: livestock production, crop cultivation, and aquaculture. Due to the nature of land tenure system in the county, small-scale farmers, who effectively utilise the limited land they have, carry out most of these agricultural activities. However, a few large-scale farms have also been set up in the county, and these are managed by big companies like Del Monte, which processes fruits and sells the products in both national and regional markets.

### *Food and Cash-crops Sub-sector*

With regard to crops cultivation, the major crops grown are coffee and tea (cash crops) while maize, beans and vegetables are grown largely for domestic consumption. According to the District Environmental Action Plan (2006-2011) of Murang'a, the yields of subsistence crops have been on a downward trend, attributed to the high prices of agricultural inputs. However, production of horticultural crops has seen an increase due to the high value attached to the crops, as well as the support structures and initiatives, such as extension services, markets and farm implements. These horticultural crops are mostly produced in green houses.

### *Livestock Sub-sector*

Murang'a County is among the top producers of milk in Kenya, leading to the formation of 16 dairy cooperatives across all the sub-counties.<sup>9</sup> Farmers rear mostly exotic breeds like Friesians, Ayrshires, Guernsey's, Jerseys and their crosses. The most common breed, however, is the Friesian, which is popular amongst farmers because of its high milk yield in comparison to other breeds. Local breeds dominate the lower area of the county, namely *Zebu*, reared mainly

for subsistence purposes. The climatic condition of these areas makes the breed easier to rear as it has a stronger immunity to survive in such areas. Livestock farming has, of recent, seen farmers venture into goat rearing for diary purposes, increasing the milk production capacity in the county. According to Nyoro (2002), the producer organisations such as the cooperative societies have been instrumental in providing extension to their members. The current cooperatives support farmers in terms of providing extension services, providing markets for the products and even access to financing. As reported by the Ministry of Trade, the county has identified cooler sites in all sub-counties and plans to undertake the following initiatives to promote productivity:

- Construct milk processing plants to address the challenge of waste;
- Facilitate market access for the processed milk;
- Revive the economy of Murang'a;
- Increase the volume of output of the farmers' societies;
- Improve the living standards of the farmers; and
- Mobilise more resources to benefit farmers in milk production.

### *Aquaculture Sub-sector*

Murang'a County has traditionally not been known for fish production and consumption. However, recent trends have shown an increase in aquaculture production due to the high demand for fish in Nairobi, which provides a big chunk of markets for the county's agricultural produce. Many fishponds have been, and still continue to be, built within the county, leading to an increase in production and also acting as an alternative source of income derived from the agricultural sector.

## Chapter 3

# Institutions and Their Interplay at the County Level

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This chapter examines horizontal linkages within the respective counties by looking at inter-ministerial linkages, stakeholder interactions with the relevant ministries, as well as interactions amongst stakeholders from the private sector, civil society, and farmer groups. The chapter further presents collaboration challenges and possible mechanisms of strengthening linkages, not only within relevant ministries but also among key stakeholder groups.

### 3.1 Inter-Ministerial Interactions at the County Level

The Ministry of Finance and Planning in Murang'a and the Ministry of Finance and Socio-Economic Planning in Makueni are responsible for allocating funds to all respective ministries. The Agriculture Sector Development Support Programme (ASDSP), based in the Ministry of Agriculture, through this fund supports training of extension officers to build capacity, training on value addition, and promotes the use of value chain development approach.

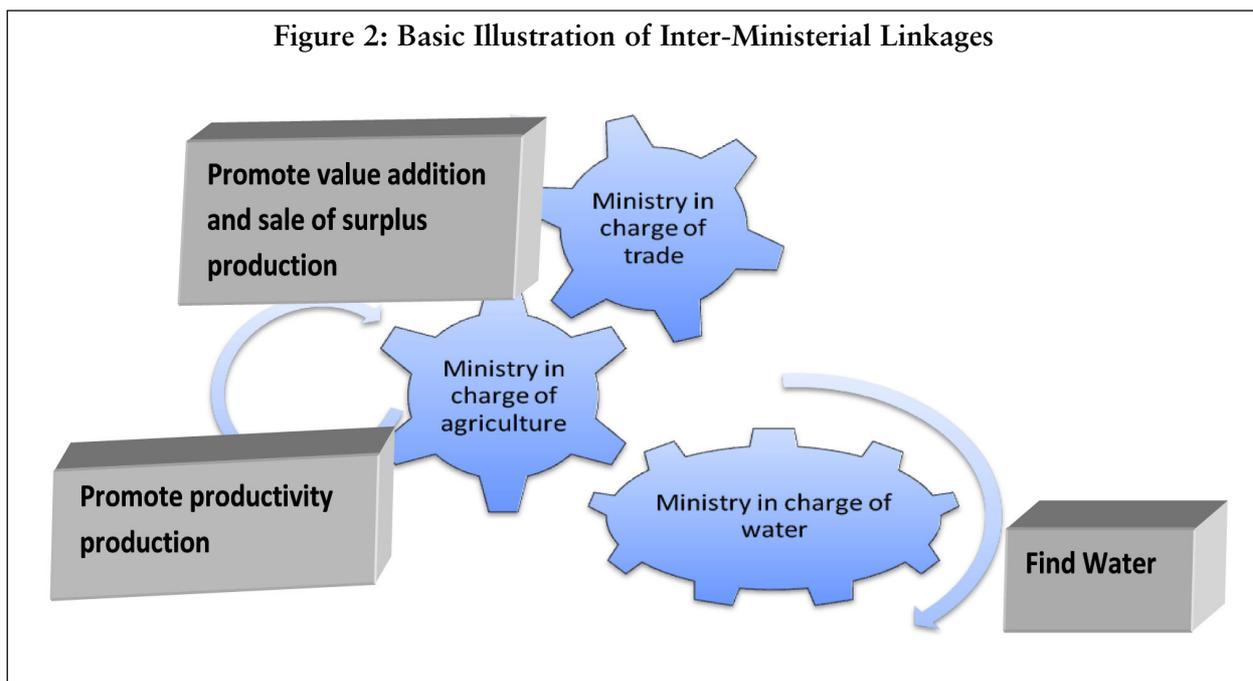
Another important institution in relation to agriculture and climate change is the Kenya Meteorological Services (KMS), which has decentralised its service down to the county level. Under the Ministry of Environment, Water and Natural Resources, the County Directors of KMS have the responsibility to downscale weather information and the dissemination and

interpretation of weather information. Furthermore, in collaboration with the national government, the ministry coordinates programmes on environment and enforces environmental laws in the county to regulate agriculture, trade, and investment. Currently, the ministry is drafting policies and guidelines for the sustainable management of the environment and natural resources.

In relation to trade, each county Ministry of Trade is mandated to facilitate good business environments for private sector development within the counties. This is done through the construction of market centres, financing of small traders, and training business people. In the construction of market centres, specific areas have been identified based on the opportunities they provide for consumers as well as the link and/or proximity to agricultural production areas. The ministry also collaborates with financial institutions to support financing of small-scale traders, mostly through the provision of a forum to link the two stakeholders, and also train farmers on projects that can improve productivity. The ministry also provides training opportunities for businesspersons on best practices, as well as models that they can use to increase their business performance.

Several ministries charged with agriculture, environment and trade collaborate with each other in order to undertake their respective mandates. As depicted in the following basic illustrative diagram, a pattern of collaboration

Figure 2: Basic Illustration of Inter-Ministerial Linkages



can be easily explained in that the Ministry of Water and Irrigation is charged with finding the water for irrigation purposes. This is utilised by the agricultural ministries to promote food production of which the surplus is traded, and the Ministry of Trade is charged with the promotion of processing and selling/trading of proceeds from agriculture.

Under the Agricultural Ministry, the ASDSP works with the Ministry of Environment and, more specifically, the Department of Meteorology and the National Environment Management Authority (NEMA) to execute its mandate. Thematic groups that bring together various actors have been created to coordinate the programmes interactions with other ministries. In addition, the programme develops proposals and fundraises collectively with other ministries of which successful ones are jointly implemented to promote coherence.

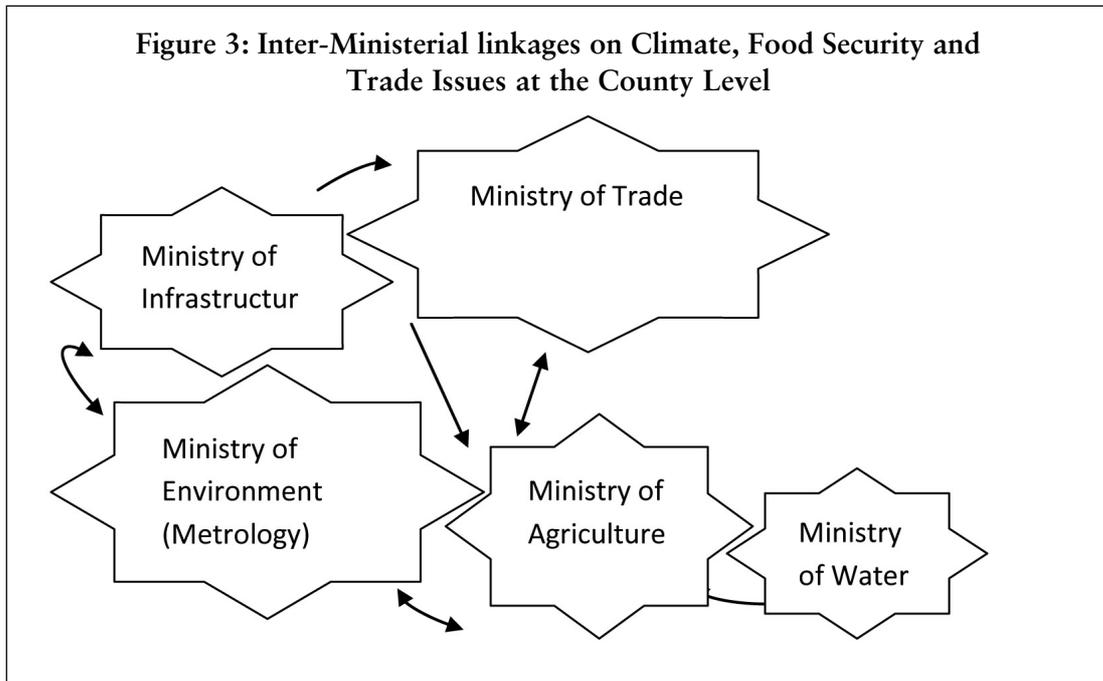
With regard to agro-meteorology, the Kenya Meteorological Services liaises with the Ministry of Agriculture in advising farmers on the appropriate seeds for cultivation based on the predicted amount of rainfall the region will receive. This collaboration has seen the KMS Director at the county level take a key role in

extension services alongside the Ministry of Agriculture.

The Ministry of Agriculture also works with the Ministry of Trade in helping farmers access markets for their produce. This is done through information sharing and collaborative actions with private sector players as well as agents for big companies that source supplies from within the counties.

The Ministry of Environment collaborates with the Ministry of Infrastructure during road construction and maintenance projects, whereby key information is sourced from the Ministry of Environment to guide engineers on the design of bridges and drainage facilities as well as the raw materials to be used in road construction. This contributes towards the efforts of the Ministry of Infrastructure in supporting economic development in the area, notably the agricultural sector, through the provision of means of distribution and access to inputs. Furthermore, in Makueni, NEMA, the Ministry of Agriculture, and other key stakeholders are collaborating to increase forest cover within the county with the aim of acquiring the 10 percent of forest cover threshold outlined in the country's Vision 2030 objective.

**Figure 3: Inter-Ministerial linkages on Climate, Food Security and Trade Issues at the County Level**



The Ministry of Trade, on the other hand, works with the Ministry of Agriculture in supporting value addition in the agricultural sector. To harness markets for agricultural products as well as ensure that more benefits accrue to producers, it is important to add value to the products, as this would address post-harvest handling while at the same time fetch more in terms of value. The Ministry of Trade, therefore, engages the Ministry of Agriculture, not only in identifying key areas for value addition, but also in providing technical support to enhance value addition. So far, a number of initiatives have been put in place to promote agriculture, horticulture, and dairy production. In Murang'a, the Export Promotion Council for Product Development and Planning organises exhibitions to showcase products available in the county as well as to promote its investment potential in order to attract more investors in the agricultural sector.

### 3.2 Ministerial Interactions with Stakeholders

Different categories of stakeholders collaborate with relevant ministries in the two counties on issues of trade, agriculture, and climate change. For the purpose of this study, the non-governmental stakeholders are categorised into

civil society organisations, private sector, and farmer groups.

#### 3.2.1 Civil Society Organisations

There are a few civil society organisations (CSOs) based in the two counties, which mostly undertake local community development projects with limited collaboration with the government ministries in charge of trade, agriculture, or the environment. However, CSOs like the Anglican Development Services (ADS), one of the few non-governmental organisations (NGOs) that work on climate change, were found to engage with the relevant ministries in both counties. ADS – formed from a religious background – has a mission of building partnerships with communities and enabling them to exercise their God-given potentials in addressing their needs. ADS has been instrumental in mobilising communities to improve agricultural productivity and address the impacts of climate change.

These collaborations are specifically meant to build the capacity of farmers to increase agricultural productivity, taking into account weather vagaries and the marketability of crops produced. To this effect, farmers are mobilised by the organisation to attend forums through

which responsible ministries channel technical advisory services required to promote development. Indeed, some ADS interviewees in Murang'a County indicated that they work with the Ministry of Agriculture and the Ministry of Water and collaborate on capacity building and mobilisation of farmers to discuss the three key issues, i.e. trade, climate change, and agriculture. World Vision Kenya is another NGO that is actively engaged in climate change responses in the two counties. Under its *Vision Fund*, the organisation provides loans to farmers to build resilience against climate change adversities.

ADS and World Vision interact with the county Ministry of Agriculture and the Ministry of Environment to support farmers on environmentally sound agriculture practices, building resilience on issues of climate change through workshops, public meetings (baraza), and house-to-house visits. The organisations also provide advisory services on seeds, farming methods, and post-harvest losses.

It is, however, important to note that due to the limited presence of county-based CSOs, a number of CSOs based in Nairobi have taken up engagement with the county governments. This could be because before the devolved governance system, engagement was undertaken with the responsible district offices and such engagement has continued with county governments, which have better political as well as administrative structures to coordinate responses and activities on climate change, trade, and agriculture.

The Kenya Climate Change Working Group (KCCWG), a coalition of CSOs and donors have been engaging stakeholders and county ministry officials in charge of environment to build capacity as well as raise awareness among stakeholders on the Climate Change Bill and policy process at the national level, which has direct implications on agriculture and trade in the county. Similarly CUTS ARC has been undertaking advocacy campaigns on enhancing early warning system with the Ministries of Environment and Agriculture in the two

counties, through meetings with county officials in the three ministries related to agriculture, environment, and trade.

Under the Ministry of Agriculture, the ASDSP works with a CSO only after due diligence is undertaken by the CSO to determine the mission and objectives of the latter. Once a CSO has met the criteria set by the Ministry, a Memorandum of Understanding (MoU) is then signed clearly spelling out the roles and responsibilities of each party. Most of the engagements with CSOs are directed to promoting the development of the agricultural sector through training farmers on good agronomic practices.

The Ministry of Environment is mostly active in engaging with CSOs through the KMS. CUTS and ADS have been the most active CSOs in terms of this collaboration, particularly in Murang'a County. Through such collaborations, meetings are held with farmers and KMS participates by disseminating and interpreting weather information to farmers. Such forums also involve the Ministry of Agriculture, who provides the expert advice to farmers on promoting the agricultural sector.

The Ministry of Trade mostly works with development partners like the United Nations Development Programme (UNDP) in training youth and women for bulk production and marketing. The trainings are meant to enhance the marketability of agricultural produce so that farmers can earn more, subsequently developing the agricultural sector.

### 3.2.2 Private Sector

Murang'a County is one of the few counties in the country that has advanced private sector involvement in agriculture and trade. This emanates from the entrepreneurial culture amongst the community members which has seen the development of many agribusiness initiatives as well as the services sector to support agriculture, notably the numerous banks and micro-finance institutions that provide financial services to farmers and businesses linked to the agricultural sector.

Ecumenical Loan Fund (ECLOF)-Kenya, a medium microfinance institution providing financial and non-financial services to micro, small and medium entrepreneurs in Kenya, is one of the key players in the two counties. The mission of ECLOF is “to enable clients to realise their dreams and experience abundance of life through the provision of financial and to related non-financial services.” ECLOF provides agri-business loans to farmers to support the adaptation of new techniques for better quality and quantity produce. Other private sector players are commercial banks like Equity Bank that finance and trains farmers on better financial management practices to enhance their production.

The private sector appears to have built strong collaborative networks with key ministries in the county, notably the Ministry of Trade and the Ministry of Agriculture, to promote their business development. Due to the support of the ministries, forums are provided to the private sector to showcase their business as reported by a representative from ECLOF Kenya, who observed that sometimes the Ministry of Agriculture convenes farmers’ meetings and such opportunities are used to inform farmers about available financial services which they can take advantage of in order to improve productivity. The Ministry of Agriculture also helps private sector players to identify farmers’ groups to be financed by ECLOF.

Equity Bank, one of the leading indigenous banks in Kenya, also has a presence in Murang’a and Makueni counties, and is actively engaged with the ministries in charge of trade and agriculture. The bank managers in the counties are sometimes invited by the two ministries to talk to farmers on available financial services. This has provided opportunity for the inclusion of the private sector in development strategies, as well as processes in the county through direct engagement with the responsible ministries.

At the government level, the ASDSP has developed guidelines of public-private partnership on the recognition of the role played by the private sector in agricultural production

and marketing issues along the value chain. The Ministry of Agriculture involves the private sector in its consultative forums and often uses the private sector to deliver extension services as well as avail agro inputs to farmers, especially seeds and other farm inputs.

Kenya Meteorological Services (KMS) is another active government agency in terms of engagement with the private sector. Dissemination of weather information is often done through private community radio stations. Private community radios therefore provide an important forum for the counties to pass weather forecasts, interpretations as well as downscaling of such information to promote accuracy in languages that are understood by the locals. In addition, KMS supports the Ministry of Agriculture’s efforts, utilising the opportunities for extension services provided by the private sector. This is done through capacity building on agro-meteorology which enables private players dealing in seeds to explain to farmers when to plant as well as take other appropriate measures to respond to weather predictions.

The Ministry of Trade in the two counties also actively engages with the private sector, particularly in the provision of advisory services, not only to the private sector players themselves, but also to farmers. In Murang’a, for instance, the private sector is directly engaged through the organisation of exhibitions where the county’s potential is marketed to potential investors as well as consumers who are made aware of the agro-based products that are produced in the county. Makueni County, on the other hand, has been engaging the private sector on value addition in mangoes and linking them to local and international markets, which has seen an increase in the productivity as well as earnings amongst traders.

### 3.2.3 Farmers and Farmer Groups

Farmers’ collaboration with relevant ministries in the counties is mostly supported by the private sector and civil society organisations. As such, direct engagement of farmer groups and the relevant ministries is largely linked to other agencies. This could be attributed to a lack of

awareness as well as organisational challenges amongst farmer groups to build strong associations, which can directly engage with the relevant ministries. This remains the challenge, even at the national level, where collaboration between farmer groups and government ministries are only supported by civil society and, in some cases, private sector players. ASDSP has, however, been at the forefront in bringing together farmer groups with the respective ministries to promote the development of the agricultural sector in the county.

The Ministry of Agriculture is the point of contact between farmers and all relevant ministries within the county government. As the government implements Vision 2030 nationwide, alongside county development guidelines for the agricultural sector, the primary focus lies with engaging farmers, which is undertaken through the creation of producer groups, followed by marketing groups, and finally into business groups which ensures that farmers are part of the private sector. The agricultural ministry also provides extension services to farmers through community gatherings and door to door visits in terms of better agronomic practices for better yield, in light of weather vagaries brought about by climate change.

The Kenya Meteorological Services on the other hand, which falls under the Ministry of Environment, engages farmers through the Ministry of Agriculture. This is basically to support extension services through the provision as well as interpretation of agro-meteorological information, an important aspect in the choice of seeds and planting season. KMS conducts these activities through community meetings, local media houses, and the dissemination of information provided by both government and development partners.

The Ministry of Trade engages with farmers through their co-operatives to promote bulk production for ease in produce marketing. In Murang'a, for instance, the ministry, in collaboration with other stakeholders, has supported farmer co-operatives to establish coolers where farmers' milk is stored before it

is transported to the processing plants. This has helped in promoting stability in prices and in addressing the challenges of wastage in the dairy industry, generally boosting the livelihoods of farmers.

### 3.3 Interactions with the Private Sector

Different stakeholders ranging from the government, civil society, and farmers engage with the private sector at the county level. This engagement is guided by the regulatory mandate of government institutions, production enhancing efforts, and marketing of agro-based communities, among others.

Much of the engagement of the private sector has been around financing mainly done by micro-finance institutions as well as commercial banks in the counties. Agro-based dealers often secure loans from these agencies in order to set up or expand their businesses, and this has proved to be successful in linking more farmers to market opportunities while at the same time promoting private sector development. Partly related to financing private sector operations, an agricultural insurance mechanism is being piloted in Murang'a County where ECLOF is working with insurance companies to compensate farmers on their behalf when their crops have failed as a result of climate change.

The financing agencies with the private sector are also instrumental in training fellow players in the sector on entrepreneurial skills as a strategy to boost their business development. Much as this may be directed to minimising loan default among private borrowing, it is an important initiative in the two counties since it helps small businesses apply business management skills, which minimises losses and also formalises the highly informal business setting in the counties.

Due to the liberalised nature of the Kenyan economy, a number of private sector players are involved in the agricultural sector. Farmers acquire inputs like fertilisers, seeds and machinery from the private sector, and at times even employ extension services, especially on

agro-meteorology. In addition, the private sector provides markets for farmers' produce, representing a key sector that facilitates trade in agricultural products in Kenya especially on milk, maize, horticulture, coffee and tea, key crops for the two counties.

### 3.4 Interactions with Farmers and Farmer Groups

With the centrality of agriculture in the two counties' economies and the key roles played by farmers, especially small-scale farmers, all stakeholders in the agricultural sector have some form of engagement with farmers, be it regulatory, capacity building, or business.

Farmers also engage amongst each other through the interaction with other farmers' groups. This has been instrumental in helping farmers initiate agricultural development projects, and share with each other the available information and ideas. As one farmer from Makueni observes in the quote below:

*"We have formed small self-help groups and started some projects and formed networks with other groups that we are not members whereby we visit each other to exchange information and share ideas."*

### 3.5 Interactions with Civil Society Organisations

The key stakeholders who engage with CSOs are farmers who are in most cases the beneficiaries of CSO interventions. The respective ministries also engage with CSOs while the private sector is usually not engaged with the CSOs.

In Murang'a county, CSOs like the ADS organise agricultural trade fairs with farmers. Such fairs are usually undertaken in partnership with the county government and the private sector. ADS also builds the capacity of farmers to increase agricultural productivity, but this is not upscaled due to a lack of financial resources.

There are also collaborations amongst CSOs through implementation of joint projects where, for instance, ADS involves grassroots CSOs that influence local communities, such as Maudunandu, and county youth associations to identify and participate in the training for farmers.

Often, CSOs have direct engagement with farmers and farmer groups because most of them are involved in agricultural development projects with the latter at the grassroots. The most common non-governmental organisations which were identified by interviewed farmers include ADS, Africa Harvest and World Vision, which help farmers with training and capacity building on food production. Africa Harvest, in particular, works with farmers to improve banana farming in Murang'a, since the county is the top banana producing region in Kenya. The most engaging CSO, however, has been Eastern and Southern Africa Small Scale Farmers Forum (ESAFF), which has been working in the counties with Kenya Small Scale Farmers Forum (KESSFF), particularly on the Public Expenditure and Tracking Survey (PETS). Under this, ESSAFF uses farmers and their representatives to monitor the budget process as well as promote accountability in the disbursed funds to the agricultural sector.

### 3.6 Challenges of Collaboration

#### 3.6.1 Inter-Ministerial

Stakeholders experience a number of challenges in collaborating with the key ministries in the counties, ranging from financial limitations and the bureaucratic nature of government institutions to the lack of coherent approaches within the ministries to tackle the three issues of agriculture, climate, and trade with key stakeholders, among others.

Financial limitations have been identified as one of the main challenges undermining effective collaboration both within the government ministries as well as with stakeholders. In the mobilisation of resources for agricultural development activities, a government programme

like ASDSP is in most cases unable to adequately fund all the activities that are critical for the sector. The programme would require support from key ministries for additional resources to enhance collaboration and realise its potential in promoting the development of the sector.

Bureaucracies in public institutions in some ways undermine efforts by stakeholders to effectively collaborate with the key ministries. Often, junior officers find it difficult to link other stakeholders, for instance, farmers and community based organisations, to top officials in supporting agricultural sector and agribusiness. In addition, key decisions of funding of development initiatives and public awareness activities by or with stakeholders in most cases face delays as the structures put in managing resources all need to be followed before money is allocated.

Political interference in the work of county officials has also been identified as a challenge. Since the counties have just been formed with new political systems in place at the local level, according to respondents, the politicians are eager to “show results” amongst the electorate. As such there are tendencies of key decisions regarding the development of the agricultural sector, trade, and addressing climate change to be made on a political rather than technical basis. Interviewees indicated that the challenges from political interference far outweigh the positive aspect of political will, in terms of obstacles in assuming coherent and holistic approaches to the issues.

Lack of a coherent approach within the ministries for effectively tackling the interlinked issues of agriculture, climate, and trade also presents a challenge to stakeholders in collaborating with the key ministries. Each ministry runs its own programme and there is no fully functional coordination mechanism that can bring together the three ministries to engage with stakeholders. The civil society, private sector, and farmers, therefore, have to identify key public officials in each of the ministries for engagement, and this process hinders a coherent response to the issues.

Bringing in relevant ministries in addressing climate change, food security and trade-related issues in a holistic manner is still a challenge. For instance, in Murang’a, lack of a functional framework to bring together the Ministry of Tourism and Wildlife in the agricultural development and climate change response initiatives presents another challenge for stakeholder collaboration, since the county borders Aberdare National Park and Forest to the east. Due to the human-wildlife conflict, any initiative meant to promote agricultural sector development or address climate change is likely to fail if the Ministry of Tourism and Wildlife is not involved in the process.

The livestock sector has for long been ignored in agricultural sector development initiatives in Kenya, and this has hindered collaboration among stakeholders, especially farmers with the key ministries. The ministry responsible for agriculture has been reported to be keen on crop cultivation and high value animals like Friesian cows, while a large number of local communities in the county rear what is considered to be less valuable local breeds of goats, sheep and cattle. Therefore, this section of the population of Murang’a feels ignored, making it difficult for them to effectively collaborate with the Ministry of Agriculture to develop their potentials.

Another challenge reported during the study fieldwork is how farmers find it difficult to get extension services since the Ministry of Agriculture is not well facilitated to reach out to farmers. Due to inadequate funding, some extension officers require to be paid by farmers requiring services, which works against smallholder farmers that lack the required amount of money and hence miss out on the important technical information needed to promote agricultural productivity.

### 3.6.2 Private Sector

In stakeholders’ interaction with the private sector, a number of challenges exist, ranging from issues pertaining to transparency, the inability to repay loans (default), and quality issues in the agro inputs supplied.

Transparency within the private sector is not at the level of public institutions. A number of private sector actors are afraid of sharing information with others, especially on issues dealing with finances which they consider to be a business secret. The major challenge that comes out of this is the inability of respective ministries to fully understand the business dynamics in regard to agricultural and trade performance in the counties.

Collaboration with the private sector without direct financial resource benefits is always difficult. Due to the nature of the operations, private companies tend to see continuous engagements as affecting the efforts they would put into profit-oriented activities within their companies, consequently hindering a sustained dialogue framework which would enable all actors to chart a way forward for an effective strategy to address the challenges encountered in trade and agricultural sector due to climate change.

Within the private sector itself, there are challenges which undermine collaboration. The most notable of this is loan default by traders in the two counties. The many local commercial banks as well as micro-finance institutions report several instances of loan defaults. To minimise this concern, institutions have put in place procedures for loan approval which, in the end, discourages the most needy traders from securing loans for developing their businesses.

Mistrust, due to unscrupulous business deals on the part of the private sector, has also been cited to undermine effective collaboration. The private sector has been accused of supplying low and poor quality inputs, such as sale of fertilisers mixed with soil, in order to increase their stocks, while some agro-inputs are of poor quality compared to the prices they attract.

### 3.6.3 Farmers and Farmer Groups

Farmers' adherence to good agricultural practices for addressing climate change has been inconsistent. This is a major challenge which KMS sees as detrimental to governmental, as well as other stakeholders', efforts to increase

agricultural productivity in light of the challenges posed by climate change. The traditional methods of weather forecast and planting seasons are still dominant practices amongst farmers. This has made it difficult for farmers to consistently adopt and update the expert advice from meteorologists, which has also been exacerbated by the fact that weather information is not readily consumable. Due to the unavailability of downscaled weather information, as well as difficulties in weather information interpretation, farmers end up mistrusting weather information from KMS.

Smallholder farmers want immediate or short term benefits when engaging with stakeholders. The long term benefits associated with government programmes make it difficult to sustain interaction with farmers, especially during planning and strategising. As the county governments are still in infancy, more progress is necessary for effective engagement with stakeholders including farmers.

Financial shortages were identified by various stakeholders as a main challenge in engaging with farmers. Public institutions are strained financially, and therefore fail to reach all farmers with agricultural development strategies and programmes. CSOs at the grassroots are also constrained financially; for instance, ADS interviewees indicated that a lack of financial capacity has made it difficult to upscale their training of farmers in Murang'a county. Similarly, the private sector, especially those in the financial sector, often fail to meet the high demand for loans from farmers, failing to fully support farmers in terms of financing the agricultural sector development. Moreover, private players dealing in agro inputs reported that increasing prices for farm inputs continues to hamper high quality and quantity production.

### 3.6.4 Civil Society Organisations

Farmers in Murang'a identified that the main challenge of working with CSOs is inconsistency in their advisory services which confuses farmers and at times leads to farm losses. For instance, interviewed respondents claimed that farmers in Murang'a were encouraged to invest in quails

by a number of NGOs since the market was lucrative. The farmers were promised high returns but the market prices for quail eggs dramatically fell from Kenya Shillings 120 to Kenya Shillings 10 each, causing huge losses among farmers who had heavily invested in the rearing of quail.

Apart from misadvising farmers, some CSOs are also accused of being engaged in the politics of the counties instead of executing their mandate, which should be improving livelihoods in the counties.

### 3.7 Strengthening Horizontal Linkages

#### 3.7.1 Inter-Ministerial Collaboration

To improve inter-ministerial collaboration and promote coherence in promoting food security, trade, and addressing climate change, it is important to have in place or strengthen existing mechanisms to promote a holistic approach within and across the key ministries, as presented below.

##### *Promoting Agriculture/Food Security*

To promote agricultural sector development and food security, government programmes like the ASDSP should be strengthened to work with county governments. This is because the programme is in a unique position to work with other ministries to address agriculture/food security due to its design. The programme undertakes an inclusive approach of working with all stakeholders in the agricultural sector, both at county and national government levels, and this can be utilised to coordinate the respective ministry to promote food security in the counties. This would also make it easy for the ministries to organise common forums to discuss food security issues, assess the impacts of current ministerial responses, and come up with recommendations which can be adopted to address the gaps.

The three key ministries need to institute a joint resource and business mapping exercise which would enable them to better utilise available

resources in both Murang'a and Makueni counties in order to promote the agricultural sector development. It is important to note that, although each ministry has a role and strategy in place based on their different mandates, the strategies are all ultimately linked to the development of the agricultural sector. Coming together for such a joint exercise would provide comprehensive information which could then be jointly used to promote investment in the agricultural sector.

Frequent consultative meetings should be organised among the key ministries for improved planning and coordination purposes. These meetings need to target farmers and how they can be supported to increase agricultural production as well as support structures to promote the distribution of food, which in this case should clearly involve, among others, the ministries responsible for trade and that of infrastructure.

Capacity development officers in the respective ministries should also be facilitated in order to enable them to collaborate and address the food security challenges that exist in the two counties. This should involve trainings on partnerships and collaborations as well as business and community development initiatives. Such an initiative would enable the officers to collaborate with each other both at the internal (ministry) and external (inter-ministerial) levels in order to promote the development of the agricultural sector.

##### *Promoting Trade*

Inter-ministerial collaboration to promote trade requires building internal capacity on trade and development linkages within other relevant ministries, so that trade is integrated in the response to agricultural production as well as environmental issues. Enabling the different government officials to understand and appreciate the linkages between trade, food security, and climate change at the local level would go a long way in promoting collaboration amongst these ministries. This can be strengthened by promoting the participation of these officials in regular forums organised by both

the respective ministries and other stakeholders like CSOs.

There is a need to design a strategy that promotes coherence in approaches, ultimately creating a systematic and synergised mechanism of dealing with the three issues. Value addition could be one critical entry point whereby the key ministries could identify important initiatives that each can play a critical role to enhance value addition. For instance, the Ministry of Agriculture alongside the Ministry of Environment can support production enhancing techniques, which respond to the challenges of climate change, while the Ministry of Trade focuses on supporting the marketing of agro-based products in the county.

The interdependence of ministries at the counties in carrying out their mandates needs to be recognised and strengthened, as the achievement of the Ministry of Trade can directly be linked to the achievement of the Ministry of Agriculture. Such recognition of interlinkages would result in a common and coordinated approach in carrying out respective mandates.

#### *Addressing Climate Change*

In addressing climate change, the relevant ministries at the county level need to focus on capacity building on environment and climate change issues while linking this to their respective mandate. With regard to agriculture, climate change has a direct link to reduction in production capacities, subsequently leading to food insecurity while affecting surplus which would have been traded, and ultimately disrupting the production capability of regions commonly considered as food baskets. Similarly, bad weather, characterised by flooding, often cuts off production areas from markets as bridges and roads either overflow or collapse. The ministry in charge of infrastructure therefore needs to coordinate with that of environment to address such challenges in order to boost agricultural productivity.

Collaboration in resource mobilisation for climate change mitigation and adaptation should be enhanced within and across the ministries at

the county level. Counties mobilise resources for development projects through internal taxes, direct transfer from the national government, as well as from donor agencies. In all of these possible methods of fundraising, the responsible ministries need to collaborate, share information, and apply for jointly run projects which are important in promoting a coherent approach for dealing with the challenges posed by climate change.

Greater awareness raising needs to be undertaken amongst policy makers at the county level on the interlinkages of the three issues. Though climate change has been understood amongst policy makers to mean direct threats to agriculture, trade, and livelihoods, the interlinkages of these three issues and the need for a collaborative interministerial approach to address them still remain largely wanting. It is therefore important for the Ministry of Environment, in particular, through the climate change units and the Kenya Meteorological Services, to take the lead in creating more awareness at the ministerial level.

Sustained discussions on climate change in forums can also provide an opportunity for increased collaboration by the responsible ministries to address the challenges posed by climate change, which could promote adoption of a common approach. The discussions would enable experts in each ministry to share ideas with those from other ministries in order to chart a way forward for climate change responsive approaches that each ministry undertakes.

Climate change adaptation should be put at the centre of efforts by the Ministries of Agriculture, Trade and Environment. Adaptation presents better opportunities for communities to cope with the risks associated with climate change, calling for common policies and practices that target climate change adaptation.

### **3.7.2 Collaboration among Stakeholders**

The undersanding of agriculture, climate and trade linkages is well articulated in CUTS' study on the linkages on the three issues (Otieno, G.,

et al, 2013), which calls for increased stakeholder and ministerial coordination to address the three issues. At the county level, the respective ministries, CSOs and the private sector should establish a coordinating agency or forum to bring together all players in the agriculture, trade and environment fields to promote a coherent approach. Such approaches would enable farmers, traders, and other agencies within the government, as well as actors like the private sector and the CSOs, to undertake coordinated approaches to tackle the three issues through capacity building, research, business and/or service delivery.

The institutionalisation of public-private partnerships presents an important aspect in promoting collaboration amongst stakeholders, especially government institutions and the private sector. The county governments should therefore take the lead in incentivising the private sector in joining joint projects which can spur agricultural productivity.

CSO engagement should be promoted in the counties, especially in Murang'a, where there are relatively few organisations present in comparison to Makueni County. This will have a lot to do with changing the perception amongst farmers in the county about civil society, which is largely considered to be more oriented towards issues of politics that most farmers are not keen to discuss. Farmers are more interested in improving their production and earning more from their fields, so CSOs need to be more innovative and involve the county governments in order to reach out to the farmers. Farmers need to be encouraged by the county leadership to attend trainings as well as other capacity building activities organised by the CSOs to empower them. In addition, CSOs usually organise open forums with farmers in the two counties to

promote agricultural sector development and climate change responses. Such forums should be strengthened and widened so the benefits can be realised by more farmers.

The fact that the two counties have strong religious inclinations presents an untapped opportunity. Spiritual leaders should take a key role in promoting agriculture and trade at the county level, since they have a strong following amongst the communities. During religious sermons, it would be helpful for religious leaders to encourage farmers and traders to collaborate with stakeholders. However, to fully realise this, other stakeholders in the sector should also involve religious leaders in their activities in order to build their capacity to better understand the inter-linkages between agriculture, climate, and trade and promote collaboration.

Joint initiatives of the private sector and farmers and farmer groups would ensure that the latter are involved in marketing, thereby improving their roles in the value chain, which could translate in better earnings from bulk sale. Private buyers, therefore, need to initiate discussions with farmers' co-operatives who are many in the two counties and are currently engaged mostly as Savings and Credit Cooperative Societies (SACCOS). The move would strengthen the marketing role of these societies and would work as an incentive for farmers to collaborate more with the private sector, while at the same time increasing their output and facilitating agricultural commodity trade.

It is also crucial that the county governments, through co-operative offices, strengthen agricultural co-operatives for better bargaining power, efficiency in marketing of bulk produce, as well as the exchange of information and experiences.

## Chapter 4

# Linkages between the County and National Governments

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The public institutions in Kenya and their roles at the local level bring into play the inter-linkages between county governments and national government. This chapter examines the vertical linkages between the county governments and the national government by examining the policy and administrative frameworks, as well as institutional mechanisms in place, which facilitate their interaction. Institutional inter-linkages of Murang'a and Makueni counties to the national government are examined through two frameworks- the policy and regulatory frameworks and the administrative framework – which can take on both formal and informal processes involving different actors, namely the politicians and civil servants from the county and national governments, private sector players, and the general public.

### 4.1 Policy and Regulatory Frameworks in Place

The overall policy framework in place is the Kenya 2010 Constitution, which brought in devolution, as explained in Chapter Two. The Parliament has since passed many laws to ensure the smooth running of devolution. Among these laws, the relevant ones to this study include the County Government Act (2012), the Intergovernmental Relations Act (2012) by the Transition to Devolved Government Act (2012), the Finance Management Act (2012), and the Constituencies Development Funds Act (2013), as highlighted.

The County Government Act (2012), which puts into effect devolution, came into force following the 2013 general election. The act sets clear guidelines for the institutionalisation and management of county governments, promotes public participation in the governance of the counties, and provides for the protection of the vulnerable. Another important law is the Intergovernmental Relations Act (2012), which provides a framework for consultation and co-operation between the national and county governments, as well as amongst county governments. This was followed by the Transition to Devolved Government Act (2012), which provides legal and institutional framework for a coordinated transition to the devolved system of government, while ensuring continued delivery of services to citizens. The Finance Management Act (2012), on the other hand, seeks to ensure that public finances are managed at both the national and the county levels of governance in accordance with the principles set out in the Constitution, while promoting accountability among public officers. Furthermore, the Constituencies Development Funds Act (2013) puts in place provisions for allocation of a specific portion of the national annual budget to constituencies for infrastructural development, wealth creation, and fighting against poverty at the constituency level.

At the local level, counties align their development plans to the Vision 2030, a national long-term development blueprint with the overall

objective of creating a globally competitive and prosperous nation with a high quality of life by 2030. Aiming to transform Kenya into a newly industrialising, middle-income country by 2030, with all citizens living in a clean and secure environment, the vision is anchored on three key pillars – economic, social and political governance.

The three key ministries at the county level are all guided by national policies, as developed by the ministries at the national government. The Ministry of Trade at the county level is guided by the National Trade Policy (2009), with a vision for the country to become an efficient domestic market and export-led globally competitive economy. Its mission is to facilitate Kenya's transformation into a competitive export-led economy, enhance regional integration, and widen participation in both domestic and international trade. This is currently being domesticated at the county level as the guiding policy for the promotion of trade.

Kenya National Environment Policy guides environmental ministries in the counties, which in 2014 was at the cabinet level approval process. The goal of the policy is to bring about a better quality of life for present and future generations through sustainable management and use of the environment and natural resources.

With regard to agricultural development, on the other hand, counties are guided by the Agricultural Sector Development Strategy 2010-2020, which has a vision for a food-secure and prosperous nation. The overall goal of the agricultural sector is to achieve an average growth rate of 7 percent per year over the next 5 years (as per 2010).

In relation to policy coherence, the above policies address some of the linkages in the three issues; for instance, promoting agricultural sector growth and export competitiveness as well as sustainable management and use of environment and natural resources. However, their implementation at the county level seems

disjointed without adequate mechanisms to promote a coordinated approach amongst the relevant ministries. Moreover, awareness of these policies at the county level is limited amongst officials and stakeholders alike. It is therefore important for stakeholders to be made aware of the existence of such policy frameworks in place and their capacity, specifically regarding how they can use it at the county level in the execution of their respective mandates in agricultural sector development, trade and climate change.

## 4.2 Administrative Frameworks in Place

Regarding the agricultural sector, the ASDSP is the link between the national government and county government in the administration as well as execution of agricultural sector development. The agency plays the role of a coordinator, thereby ensuring that the national strategy is implemented at the county level.

The Ministry of Environment, Water and Natural Resources has a more direct administrative link with the counties through Kenya Meteorological Services, where a Director has been appointed in every county to downscale and interpret weather information for farmers. The County Directors work with the respective Ministries of Agriculture and Trade in providing weather information, and link the county to the Kenya Meteorological Services Headquarters in Nairobi. Other officers at the Ministry of Environment, however, report to their county offices, who in turn coordinate responses/actions with their respective ministries at the national level.

The Ministries of Trade at the county level are linked to the national government in administering the Joint Loans Board (JLB), where businesses seek loans from the Ministry of Trade. The main activity regarding this administrative role is the vetting of loan applicants and subsequent approval for the loans to be disbursed from the Joint Loans Board, which is under the Ministry of Trade at the national level.

### 4.3 Institutional Mechanisms to Represent the County at the National Level

Both formal and informal mechanisms are used to represent county issues at the national levels. County officials, through their leadership, usually approach the members of both the National Assembly (Lower House) and the Senate (Upper House) as per the two chamber parliament created by the 2010 Constitution. This way, the various issues of concern both legislative and development are channeled to the county government. The main challenge has been the *Pesa Mashinani* debate, a move by county governors to substantially increase national government budget allocations to the county governments, which the governors hope to get through a referendum.

At the ministerial level, the respective ministers at the county level can directly communicate to the national government ministry. This is usually with regard to large development related projects that involve both governments.

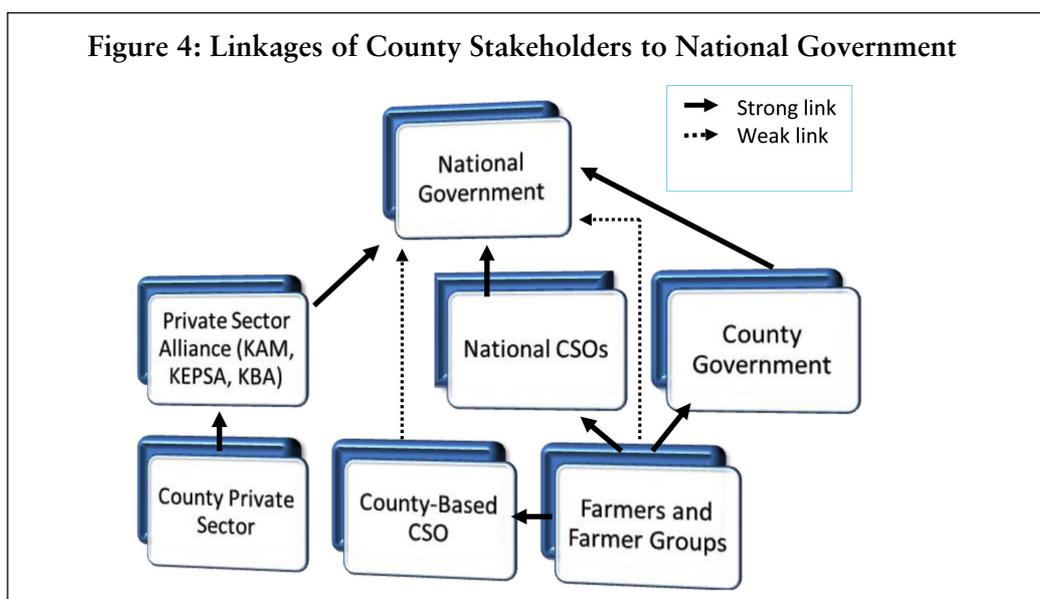
At the private sector level, different business associations often engage with the national government on policy related issues to promote their interests. These associations include the Kenya Bankers Association (KBA), Kenya Private Sector Alliance (KEPSA), Kenya Association of Manufacturers (KAM), among others, and are instrumental in lobbying and advocating for the interests of the private sector.

They do this through participation in consultative meetings, media campaigns, and research and advocacy.

County-based CSOs do not have strong enough movements to effectively bring out their county's issues at the national level and mostly rely on CSOs based in Nairobi. National CSOs usually engage both local and national governments to advocate for the development interests of the counties from a civil society's perspective. These are done through research and advocacy activities like the organising of meetings, community consultative forums, and media, among others.

Farmers use a more indirect approach for presenting their issues to the national level, and this is mostly attributed to the low capacity of farmer groups to engage in policy oriented issues. As such, they use the county government officials, political leaders and other agencies, like CSOs that organise consultative forums at local levels to present their challenges locally and nationally. Indirect engagements are evident in cases when County Assembly representatives, Senators and National Assembly members highlight the challenges of farmers and their demands for better services from the government.

Other mechanisms used by the counties to pass on their issues to the national government include writing direct emails, memos, reports,



making direct telephone calls, use of postage and courier services and newspapers. County officers also travel to Nairobi to get or relay information at the ministries. In addition, community meetings, popularly known as *Barazas*, are used to discuss development issues of agriculture and trade. In these meetings, leaders from both county and national governments discuss issues. Another effective communication mechanism is community radio stations that have wide listenership due to their broadcast in vernaculars. In Murang'a County, local radio stations like Coro FM, Kameme FM, Inooro FM, Kangema FM and Radio Maria, while in Makueni County, Musyi FM, Mbaitu FM, County FM and Mangeleti 89.1 FM, are used to discuss development issues including agriculture, trade and environment. At times, such discussions result in the intervention of county leaders and even national leaders.

#### 4.4 Improving the Linkages between National and County Governments

Addressing bureaucratic challenges of protocol at both county and national government levels presents an important area of improving the linkages between national and county governments. Within the counties, there is a problem in cross-department communication due to issues of protocol. For instance, an officer from the Ministry of Agriculture cannot easily communicate to another officer from the Ministry of Trade or Ministry of Environment without following certain procedures. Similarly, communication between the county ministries and their national counterparts, both within the same and across sectors, are faced with bureaucratic procedures. These barriers need to be removed to effectively bring all respective ministries together and respond to food security, trade, and climate change issues in a holistic manner.

A stakeholder consultative framework needs to be instituted at the county level to bring together different stakeholders and link their issues to the county government as well as national government, especially on issues requiring the attention of the national government. Such a framework would strengthen the participation of farmers, civil society, as well as the private sector in the affairs of both the county and the country, consequently leading to better management of climate change mitigation and adaptation efforts, improved trade, and agricultural sector development.

National government intervention in critical areas of development in the counties needs to be enhanced, both through financial and technical assistance, as reported by one respondent from Murang'a:

*“The county government may have good plans to address food security, trade and climate change issues, but the implementation cost is high and the county’s capacity is limited. This means the national government needs to intervene in terms of finance and technical support.”*

The above statement demonstrates the need for improved collaboration and engagement between the national government and county governments. Though each county has its own independent ministries charged with coordinating responses and interventions on the three issues of agriculture (especially on issues pertaining to extension services), climate change and trade, financial and human resources, as well as logistical issues may not be sufficient, necessitating more support from the national government. Key areas of such support could be in water harvesting, soil conservation, capacity building, processing and marketing of products.

## Chapter 5

# Conclusions and General Recommendations

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In conclusion, the study examined the institutional interplay from county to the national level for the holistic intervention on climate change, food security and trade. Looking at the two counties of Murang'a and Makueni, the report examined the different ministries responsible for the three issues, the stakeholders involved, as well as challenges and recommendations for improving institutional interplay from within the counties, and between the counties and national governments.

The key government entity responsible for agriculture is the Ministry of Agriculture, Livestock and Fisheries. The Ministry of East Africa Affairs, Commerce and Tourism is responsible for trade, while the Ministry of Industrialisation and Enterprise Development is in charge of co-operatives development. Under the Ministry of Environment, Water and Natural Resources, the Kenya Meteorological Services has decentralised its service provision by setting up structures at the county level, and county directors have been appointed to downscale weather information. Other important ministries include the Ministry of Transport and Infrastructure, the National Treasury and the Ministry of Devolution and Planning.

Direct engagement of CSOs, farmer groups, and the private sector in the two counties with relevant ministries in charge of trade, climate change, and agriculture vary based on the nature of the stakeholder group. The private sector has been found to have stronger interaction with the Ministry of Trade and Ministry of Agriculture, while CSO engagement with the Ministry of

Agriculture is limited to mobilising farmers for forums. Engagement of farmer groups with relevant ministries has been found to be indirect, mostly through the private sector, CSOs and other agencies.

The study concludes that the coordination of public institutions is relatively stronger within the counties and weaker between the counties and the national government, showing strong horizontal linkages but weak vertical linkages. More, therefore, needs to be done to promote vertical linkages, as they are instrumental in supporting horizontal linkages in terms of finances and technical assistance in order to holistically address the three issues of climate change, food security, and trade.

Based on these conclusions and further building on the specific mechanisms to strengthen horizontal linkages forwarded under section 3.7, the study presents the following general recommendations:

- I. There is a need to strengthen the existing government programmes at the county level, like the ASDSP to promote agricultural sector development and food security. This would help promote effective inter-institutional collaboration as the programmes involve different stakeholders.
- II. The three key ministries at the county level need to institute a joint mechanism to promote better coordination and coherence in approaches. Such a mechanism would also be instrumental in promoting joint resource mobilisation strategies and in

coordinating with the national government to address the three issues of climate change, food security, and trade in a more coherent and holistic way.

- III. Consultative meetings among the key ministries in charge of agriculture, environment, and trade need to be held consistently. Such meetings would build synergy and promote greater collaboration amongst the ministries. In addition, other stakeholders, including those from the private sector, farmers groups and CSOs, need to be more involved in these meetings so that their issues can guide the ministries.
- IV. The capacity of officials in the counties in charge of agriculture, trade and climate change needs to be built for better understanding of the linkages between these issues. This would enable county officials in each ministry to recognise and appreciate these linkages for a more coherent approach. Stakeholders, especially farmers and local CSOs, also need capacity building for better engagement with the relevant public institutions.
- V. Public-private partnerships need to be instituted and strengthened by the county governments. This would not only allow the county to raise more resources for bigger projects, but it would also bring in the critical public interest in private sector investments on agriculture and trade. Such partnership frameworks can also be used to promote dialogue with the private sector.
- VI. To strengthen institutional linkages, unnecessary bureaucratic procedures hindering effective communication and joint interventions need to be addressed at both county and national government levels.

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## About the Book

This study examines the institutional mechanisms in place in Kenya for interaction between the government agencies responsible for climate change, agriculture and trade issues. Efficient communication between these institutions has become critical in light of the ever increasing challenges brought about by climate change on agricultural livelihoods, and the potential role of trade in mitigating the resulting food insecurity.

It analyses two types of linkages, namely, vertical and horizontal linkages. Vertical linkages refer to collaboration and interaction between county governments and the national government, in terms of policy and administrative frameworks as well as institutional mechanisms in place. In horizontal linkages, the study analysed how local government institutions responsible for agriculture, environment and trade collaborate with each other in order to execute their respective mandates, as well as how stakeholders collaborate with the respective ministries and among each other in Kenya.

The study finds that coordination of public institutions in Kenya is stronger within the counties and weaker between the counties and the national government, showing relatively stronger horizontal linkages and weaker vertical linkages. More, therefore, needs to be done to promote vertical linkages, as they are instrumental in supporting horizontal linkages - in terms of finances and technical assistance - in order to holistically address the three issues of climate change, food security and trade. Finally, the study makes key recommendations to be taken up at both county and national levels in order to promote an effective interaction framework for better policy and institutional coherence.

This study builds on the recommendations from a previous research published under the title "Climate, Food, Trade: Where is the Policy Nexus?", which examined how climate change, food security, and trade issues interact in order to contribute to a more coherent and holistic response to climate-related challenges on food security, including through trade. Among the policy recommendations was the need for a common approach to ensure inter-institutional coordination and policy coherence on the three critical issues.

## PACT EAC Project and CUTS International

In East Africa, where about 40 million people are undernourished, food security is further challenged by extreme weather conditions. In the next decades, the situation is expected to aggravate as climate change worsens in a region where as much as 80 percent of people rely on agriculture for their living. If sub-Saharan Africa is not to become the home of an additional 600 million hungry people, early action and adoption of sound and coherent policies, and harnessing the potential role of trade is a must. From October 2011 to June 2015, with funding support from the Swedish International Development Cooperation Agency (SIDA), CUTS International, Geneva and its partners in each East African Community (EAC) partner state will contribute to this process through a project entitled "Promoting Agriculture-Climate-Trade Linkages in the East African Community" (PACT EAC).

The PACT EAC project focuses on human and institutional capacity building of East African Community (EAC) stakeholders to take better advantage of trade for their food security, growth and development, particularly in the context of climate change. The two-tiered project focuses on issues related to trade-climate change-food security linkages in the EAC and on enhanced participation of the EAC WTO negotiators in the WTO discussions and negotiations in Geneva. Through research-based advocacy, training, networking and by linking grassroots with Geneva, the project is in a position to assist EAC stakeholders in better understanding and dealing with the critical challenges regarding the interlinking of the three issues.

CUTS International, Geneva, as part of the CUTS family of organisations, represents a pro-trade, pro-equity southern NGO voice in the multilateral, regional, and national processes on trade, development and related issues. It aims to contribute to the achievement of development and poverty reduction through trade in its economic, environmental, social and political dimensions. Prior to the PACT EAC project, and in collaboration with CUTS Nairobi and Lusaka offices, CUTS International, Geneva has implemented several projects in the East African Community.

<http://www.cuts-geneva.org/pacteac>



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