

EASTERN AND SOUTHERN AFRICA SMALL SCALE FARMERS FORUM (ESAFF)



**Analysis on the implementation of the Comprehensive African Agriculture Development Program
(CAADP) IN EAC**

The Case of Small Scale Farmers participation in Kenya

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Abbreviations:

AU	African Union
AUC	African Union Commission
ASDS	Agricultural Sector Development Strategy
CAADP	Comprehensive Africa Agriculture Development Programme
COMESA	Common Market for Eastern and Southern Africa
CSO	Civil Society Organization
DFID	Department for International Development
EAC	East Africa Community
ECA	Economic Community for Africa
EU	European Union
GDP	Gross Domestic Product
HSGIC	Heads of States and Governments Implementation Committee
HIPC	Highly Indebted Poor Countries
IGAD	Intergovernmental Authority for Development
ICF	Investment Climate Facility
KESSF	Kenya Small Scale Farmers Forum
KFSM	Kenya Food Security Meeting
MARP	Millennium Africa Recovery Plan
MDGs	Millennium Development Goals
MMWP	Making Markets Work for the Poor
MOU	Memorandum of Understanding
NEPAD	New Economic Partnership for African Development
NSAs	Non State Actors
NGOs	Non Governmental Organisations
RTFS	Regional Trade in Food Staples
REC	Regional Economic Community
REFORM	Risk Management Program for Eastern and Southern Africa
RELPA	Regional Enhanced Livelihoods for Pastoral Areas (RELPA)
SSA	Sub Saharan Africa
USAID	United States Agency for International Development
UNOCHA	United Nations Office for Humanitarian Affairs
WB	World Bank

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PRELIMINARY REPORT

INTRODUCTION

African agriculture is at a crossroads. It is widely recognised as the most important sector in the continent with the potential to lift millions out of chronic poverty, food insecurity and hunger. Yet, for decades agriculture has stagnated, suffering from underinvestment, poor policies and incoherent strategies. Meanwhile, more than 250 million Africans remain food insecure. Governments in Africa spend less than 7 percent of their national budgets on agriculture despite the fact that 75 percent of poor people live in rural areas. Women farmers and smallholder farmers remain particularly under-supported.

CAADP is a recently-ignited process dating back to 2003. It is an attempt to do something about agricultural productivity and growth, and aims to transform policy and practice, as to improve, coordination, knowledge and ways of working. But without the know-how, critical analysis and scrutiny of civil society groups and farmer organisation, CAADP may end up reinforcing existing trends and fall short of expectations.

2.0 THE GENESIS OF NEPAD AND THE EVOLUTION OF CAADP

This section traces the origin of NEPAD and the evolution of CAADP initiatives and examines its status within two initiatives, the African Union and the East African Community. To begin with, NEPAD is as a result of three parallel initiatives by three groups (individuals) in the early 21st century. The first is the *Millennium Africa Recovery Plan (MARP)*, led by South African President, Thabo Mbeki and unveiled at the World Economic Forum in Davos in January 2001. The second initiative is the *Omega Plan*, crafted by the president of Senegal, Abdulaye Wade, and presented to the Summit of Francophone African leaders in Cameroon in January 2001, and the third of those, *The Compact for African Recovery* initiated by the then Executive Secretary of ECA, K.Y. Amoako, in response to a mandate provided by African Ministers in late 2000. All the three initiatives share a common interest in increasing the pace and impact of African development. While these initiatives share common characteristics, there were also differences reflecting the regional and other biases of the originators. Compromises had to be made in order to merge the three proposals into one initiative. NEPAD thus reflects the compromises involved in arriving at a single initiative.

In taking responsibility for leadership of Africa's development, African leaders recognise the paramount importance of mobilising adequate resource, both domestic and foreign, to achieve higher levels of economic growth and more effective poverty reduction. The NEPAD founding framework document of October 2001 estimates that a 7% annual average growth rate is needed to enable Africa meet the MDGs, particularly the goal of halving production of Africans living in poverty by 2015. The long-standing profuse inadequacy of investment capital in the critical African economic sectors requires the enormous task of employing the most practical strategies and platform to muster the much-needed resources for the end-goals of pro-poor growth, regional integration and development.

NEPAD, as a program of the African Union, therefore, places premium on establishing a more vibrant global partnership and relationship to drive Africa's sustainable development, with a new structured approach to resource mobilisation, aimed at reducing the chronic finance gap, estimated between US\$ 64-UD\$ 110 billion per year. The advanced industrialised countries of the G8 and OECD, as well as regional and multilateral development institutions, have become integral partners in the process of constructing this partnership. The AU/NEPAD agenda, vision, strategic goals and sectoral priorities reflect this fundamental attempt to have a more focused attention on mutual action, responsiveness, responsibility and accountability between Africa and her development partners. Moreover, the **African Action Plan (AAP) of the African Union and NEPAD** provides one of the definitive viable platforms to rally support for the continent's development.

At the 12th Summit of the 2005 Algiers NEPAD Heads of States and Government implementation Committee (HSGIC) summit, African leader identified five priority areas that would form the basis for the speedy implementation of NEPAD. Subsequently, at the 13th HSGIC Summit held in Sharm-el-Sheik, Egypt, the priorities were reaffirmed to form a basis of the engagement with G8 leaders during the G8 Summit in Gleneagles, UK. The same priorities were then endorsed by the 5th AU Assembly of Heads of states and government in July 4-5, 2005 in Libya. These priorities were:

- i. Peace and security
- ii. Agriculture and food security
- iii. Infrastructure and human development, including education and Health.

The G8 leaders, on their part, signalled their political support for Africa, largely in line with what African leaders called for. For example, the G8/OECD agreed to double aid to Africa by 2010; debt cancellation of eight eligible HIPC African countries; the

strengthening of the African Partnership Forum (APF); the establishment of the Infrastructure consortium for Africa (ICA), and the Investment Climate Facility for Africa (ICF). Some degree of convergence between Africa's leaders and the international commitments are apparent in the afro-mentioned commitments. The challenge, however, remains ensuring the delivery of commitments made to Africa by the international Community.

2.1 The Evolution of CAADP

When the New Partnership for Africa's Development (NEPAD) was launched by the five initiating Heads of State (Algeria, Egypt, Nigeria, Senegal and South Africa) at the 37th Summit of the Organization of African Unity (OAU) in July 2001, it was clear that addressing the challenges facing African agriculture would be central to achieving its goals. These same challenges have been prioritized by the Chairperson of the African Union, His Excellency Dr Bingu wa Mutharika and His Excellency Chairperson Jean Ping of the African Union Commission. The eradication of poverty, achieving sustainable growth and development, integrating Africa fully and beneficially into the global economy, and accelerating the empowerment of women cannot be achieved unless agriculture in Africa is transformed.

The Comprehensive Africa Agriculture Development Programme (CAADP) is a genuinely Africa-owned and Africa-led framework through which the goal of transforming agriculture in Africa can be achieved. The Agriculture Unit of the NEPAD Planning and Coordinating Agency (NPCA / NEPAD Agency) has worked tirelessly with its partners at country level, the regional economic communities (RECs) and development partners to accelerate the implementation of the CAADP agenda. The NPCA was established by the African Union (AU) Summit in February 2010 as an implementation agency that is in replacement of the NEPAD Secretariat. The Summit endorsed the integration of NEPAD into the structures and processes of the AU.

This review of CAADP implementation has taken place after what have been five challenging years. The challenges have taken many different forms. It is difficult to reverse the results of decades of neglect of agriculture by African governments and development partners. But definite progress has been achieved as many governments seek to fulfil their commitment to devoting 10% of their budgets to agriculture and as development partners earmark additional development assistance to the sector. The global food, energy and financial crises have hit African economies hard but, assisted by the quick response by the NEPAD Agency in organising a broad stakeholder workshop on the high food price crisis, governments have generally responded well.

2.1 Status of CAADP within the EAC Framework

The EAC in general and member countries in particular are doing a commendable job at investment to build new, and upgrade infrastructure along the main transportation corridors. The EAC countries are leading the continent in playing its part in initiatives designed to interconnect the networks of the various countries as part of the development plans outlined by the African Union through the NEPAD Infrastructural plan.

2.2 CAADP Relevance and its Four Pillars

To begin with, CAADP is entirely African-led and represents a collective vision for the agriculture sector from Africa's leadership. The CAADP was adopted by African leaders in 2003 and the scope of the original programme was expanded in 2006 to include the livestock, forestry and fisheries sub-sectors. The main goal of the CAADP is to help African countries design and implement agricultural policies and initiatives that will accelerate economic growth, eliminate hunger, reduce poverty and improve food security. The CAADP also focuses on expanding exports, which will contribute to economic growth and help accelerate Africa's integration into the global economy.

The CAADP framework rests on the belief that agriculture-led growth and regional cooperation/collaboration will be key to Africa's ability to achieve the MDG of poverty reduction. Specifically the CAADP proposes that partnerships and alliances bringing farmers,

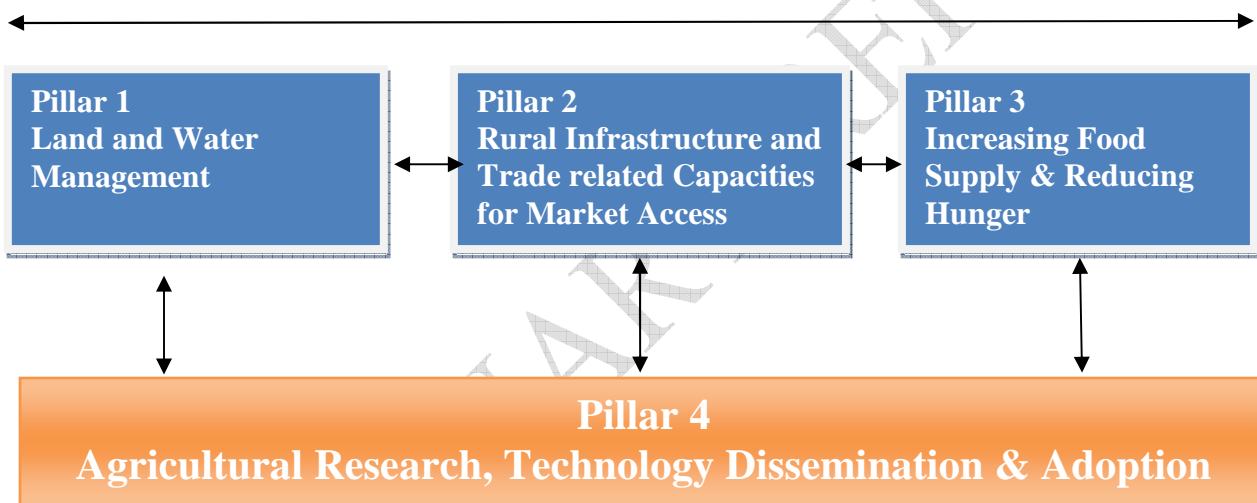
agribusiness, and civil society together will be essential to success. The CAADP has set out two primary targets to measure its success and these are to achieve:

- 10% of national budgets allocated to the agricultural sector;
- 6% average annual growth in agriculture output at the national level.

i. The four pillars of CAADP

The CAADP recognises that attaining these high-level objectives will require significant efforts in a wide-range of areas linked to agriculture. While the CAADP does not list all of the activities that countries can undertake to support these goals it provides four pillars or strategic themes, with a range of activities that can be undertaken under each. The figure below discusses the four pillars in brief

Figure 1: the four pillars of the CAADP¹
CAADP- Fostering Growth in African Agriculture



Source: Authors own notes

Pillar 1: Land and Water Management. The Goal of this pillar is to extend the area under sustainable land management and reliable water control systems. The TerrAfrica initiative has mobilised over UD\$ 1 Billion to invest in country programmes for sustainable land and water management through Global Environment Facility Strategic Investment programme. The design of country programmes and disbursement of funds are underway. Under this pillar, NEPAD also coordinates, aligns and manages knowledge initiatives.

Pillar 2: Market Access: pillar 2 aims to increase market access through improved rural infrastructure and other trade related intervention. Strategies to achieve the objective of pillar 2 are focused on:

- Improving local infrastructure such as: transportation, storage, retail facilities, information technology and supply chains;
- Improving competitiveness through sound trade policies at the national, regional and continental levels;
- Strengthening capacity to participate in trade negotiations and meet market access requirements for international trade (quality, grade, standards)

¹ Source: www.donorplatform.org, Global Donor Platform for Rural Development, July 2008

- Strengthening capacities of agribusiness and facilitating linkages/partnerships with companies in importing countries;
- Building strategic alliances to create industry-to-industry linkages and expand domestic and foreign direct investment in agriculture;

Pillar 3: Food Supply and Hunger. Pillar 3 aims to increase food supply and reduce hunger across the region by increasing smallholder productivity and improving response to food emergencies. Specifically pillar three seeks to support activities that will improve domestic production and marketing, facilitate regional trade in food staples; and build household productivity and assets. Some of the programs currently underway include:

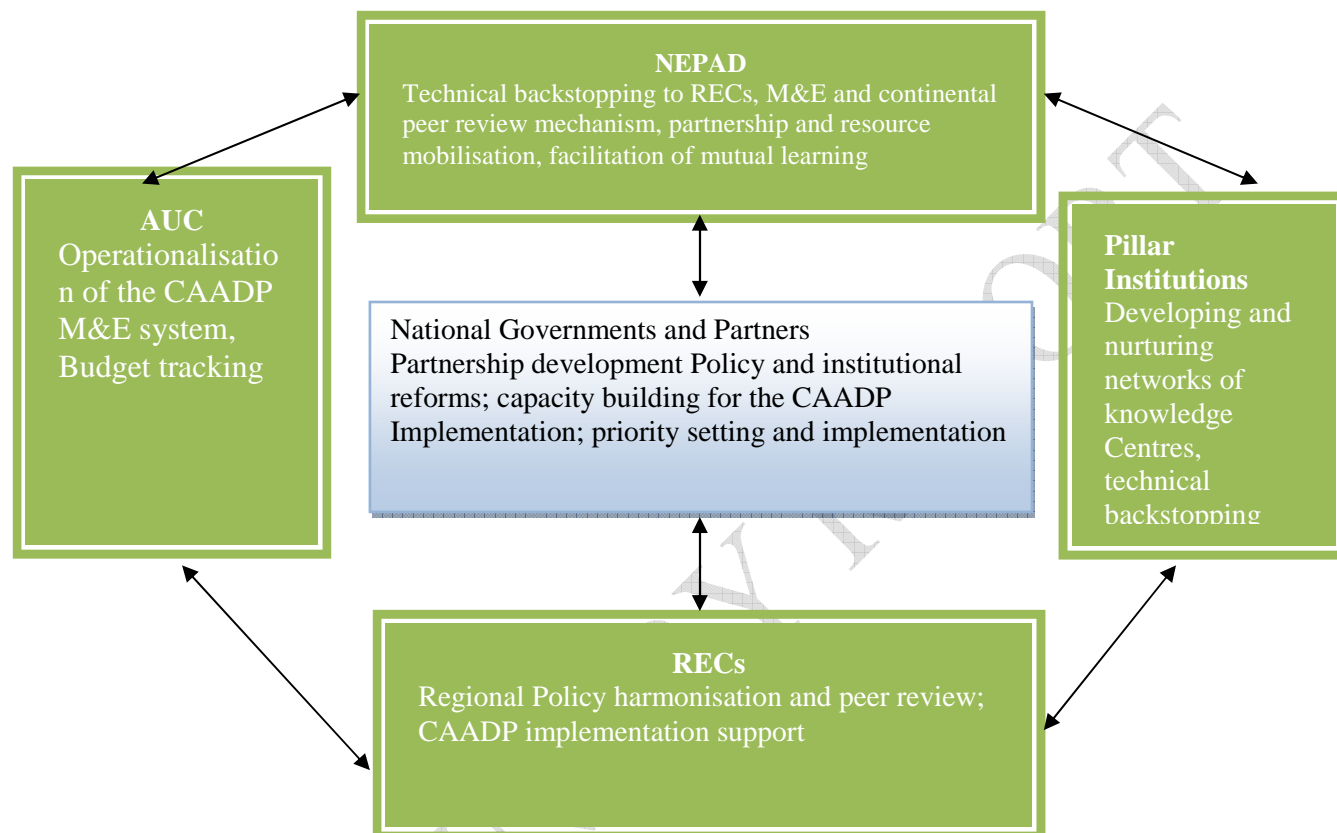
- The USAID-funded Regional Enhanced Livelihoods for Pastoral Areas (RELPA) Project;
- The EU-funded Regional Food Security and Risk Management Program for Eastern and Southern Africa (REFORM) that focuses mainly on capacity building,
- The World Bank/DFID funded Making Market work for the Poor (MMWR) initiative, which involves practical analysis, policy outreach and capacity building both at the national and regional levels; and
- The World Bank-funded Improved Regional Trade in Food Staples (RTFS) project, which seeks to develop predictive analytical tools for spatial mapping of outcomes resulting from common natural and policy shocks; etc.

Pillar 4: Agricultural Research. Pillar 4 aims at improving agricultural research and systems in order to disseminate appropriate new technologies and to boost the support available to help farmers. A broad group of development partners have initiated programs and partnered with regional and national research institutions to build capacity and conduct research. FARA and the CAADP Secretariat have been in collaboration with the DFID UK Research into use Programme (RIU).

ii. Framework for Implementation at the CAADP level

The CAADP's agenda is to be achieved through combination of CAADP's strategic functions, regional and economic communities, national roundtables and activities implements under the key 4 pillars. The diagram in *Figure 2* below shows the roles of the different institutions and the linkages between them.

Figure 2: CAADP Implementing Institutions



As previously indicated, NEPAD is an AUC programme. It is the vision and strategic framework for Africa's renewal that was created by the AU 2001. NEPAD is designed to address the current challenges facing the African continent and its objectives are to eradicate poverty, place African countries on the path to sustainable growth and development, halt the marginalisation of Africa in the global process and enhance its integration into the global economy, and accelerate empowerment of women on the continent. NEPAD's priority action areas include operationalising the African peer review mechanism, facilitating and supporting implementation of regional programs for infrastructure, food security and agricultural development; and facilitating the preparation of a coordinated African position on market. NEPAD has a steering Committee, comprised of the representatives of the Heads of State of (3 per AU region), who oversee projects and program development. The CAADP is such a programme.

The CAADP supports regional and country level players in designing and implementing agricultural programs through 5 strategic functions²:

- Supporting CAADP specific programme implementation,
- Managing communication and information in support of CAADP,
- M&E: impact assessments, lessons learned, peer reviews, etc.,
- Partnerships linking resource and agriculture investments,

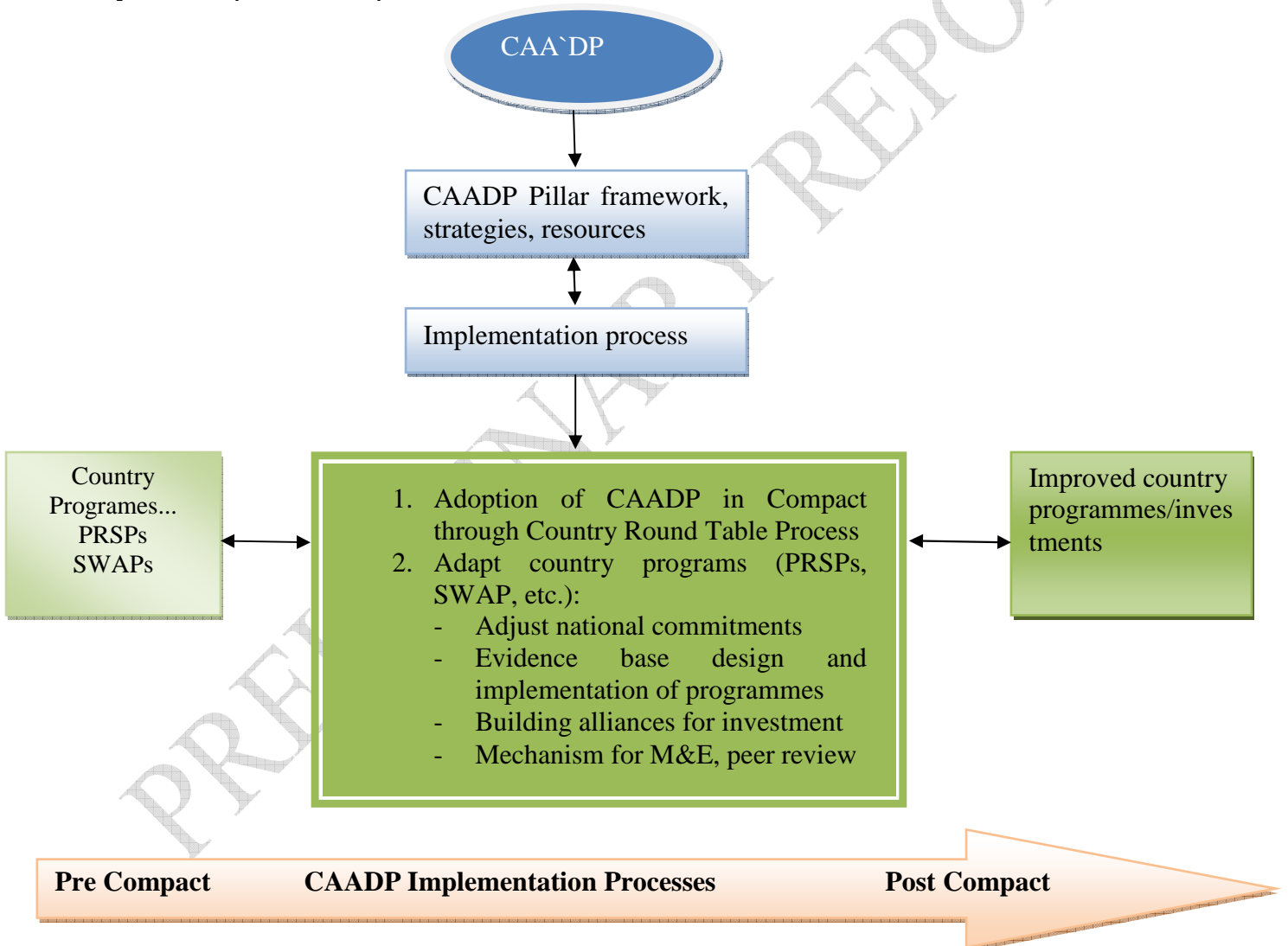
² CAADP: A NEPAD Vision and Framework for the Restoration of Agriculture Growth and Food Security, Richarch Mkandawire, July 2008.

- Harnessing new knowledge and experiences

iii. Framework for Implementation at the Country Level.

While CAADP is continental in scope, implementation is at the national level through the country's roundtable process. The national roundtables lead to national pacts between donors and individual governments will help different countries to achieve the 4 pillars. The national roundtables have to commit government funding to the agriculture sector, align government policies with regional priorities and the 4 pillars, determine how to overcome regional economic bottlenecks, identify gaps in donor funding and initiate work to monitor and evaluate the CAADP's progress. This process is formalised through a CAADP Compact agreement signed by all key partners.

Figure 3: Country level CAADP implementation Process³

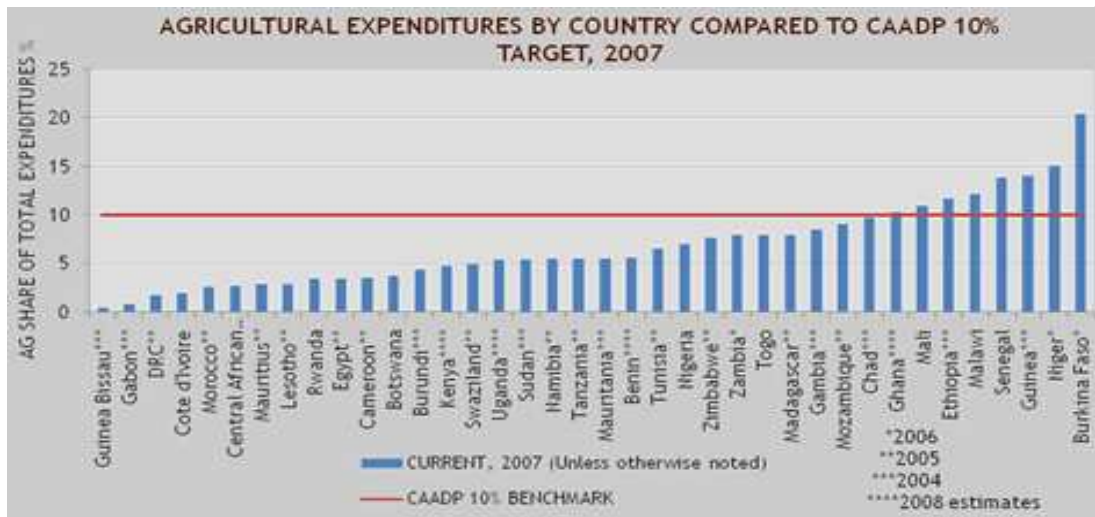


³ Source: The CAADP Responding to High Food Prices, Richard Mkandawire, Nepad Secretariat, November 2008

2.3 Progress in the Implementation of CAADP and its Financing

CAADP is gradually being implemented with most African countries having undertaken at least some of the steps towards implementation. Now that a number of countries have signed compacts the focus is shifting to investment planning. Besides institutional progress there has been some progress on the ground in terms of growth and productivity. In nearly all countries involved in the CAADP Process, significant progress is made in achieving the 10 per cent spending target.

Figure 4: Agricultural expenditures by country compared to CAADP 10% target, 2007



On average, Sub-Saharan Africa (SSA) governments allocate only 6 percent of total public spending to agriculture. This varies widely by country. For example, countries such as Mali, Malawi, Senegal and Zimbabwe reported shares way above 10 percent mark in 2007, yet the majority of countries report spending at levels less than 5 percent (ReSAKSS, 2010.) Though the continent's agricultural growth rate surpassed the CAADP 6 percent target in 2007, reaching 6.5 percent, individual countries are not meeting this target.

Figure 5: Agricultural and GDP Growth rates in comparison to CAADP 6% Target, sub-Saharan Africa, 1990-2008

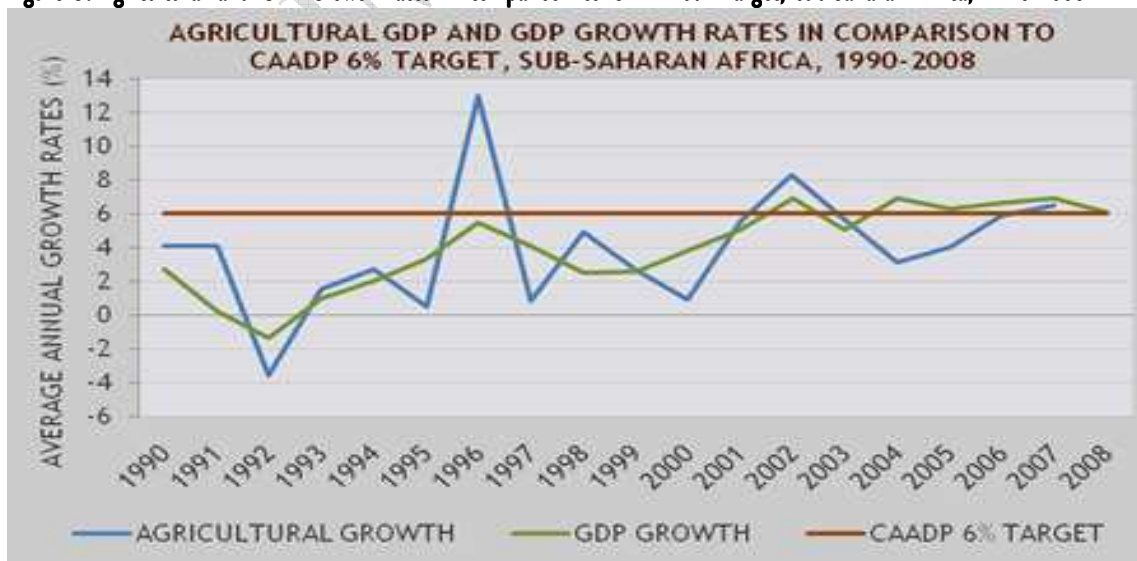
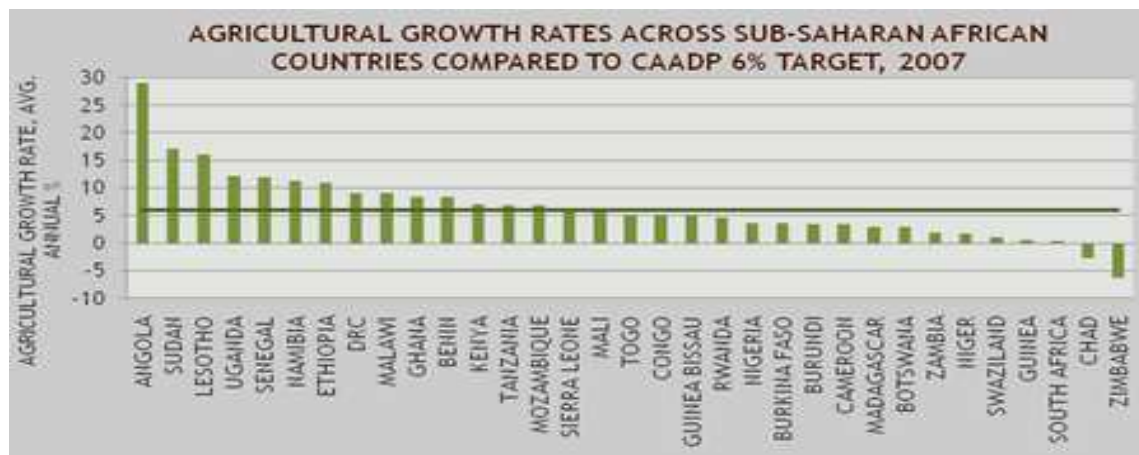


Figure 6: Agricultural Growth Rates across Sub-Saharan African countries compared to CAADP 6% Target, 2007



Source: UN Statistical Division; 2008; WDI, 2008

Apart from results governments yield from improved agricultural focus, small-scale farmer participation in the process remains a major challenge. To advocate the interests of small-scale farmers during the CAADP process GRASP, a network of civil society organisations from Africa, Europe and North America, lobbies government officials and the African union. It advised the AU to set complementary food security improvement and poverty reduction targets so that growth in agriculture accrues to improvements in the livelihoods.

2.4 The meaning of CAADP compact signing, its genesis and its implication to Agriculture in Kenya

Subsequent to looking at the relevance of the CAADP compact to the small scale farmers in Kenya, we now turn our attention to how it has impacted on the agricultural sector in Kenya. Like many other countries, Kenya's economy is predominantly dependent on agriculture. The sector directly contributes 26 per cent of the GDP and another 25 per cent indirectly. It employs over 40 per cent of the total population and over 70 per cent of the rural people. Food security and poverty remain major challenges for the Government: over 43 per cent of Kenya's population is food insecure and about 46 per cent-many of whom are in the rural areas.

The government of Kenya, in collaboration with development partners, have over the years developed policies and strategies to enhance agricultural growth. In 2008, Kenya launched Vision 2030 as the country's long term economic blueprint to guide the development process. Based on Vision 2030, the agricultural sector has developed the Agricultural Sector Development Strategy (ASDS) that envisages a food secure and prosperous nation.

The Kenya CAADP Compact is therefore a strategy document that commits the government to implement the common vision of the sector, as described in the ASDS, to address the agricultural development agenda. Development partners and the government of Kenya have already signed a Code of Conduct that requires all participants to support and work towards achieving the national, regional and global commitments,

2.5 Linking CAADP with National Policies and Programs on Agriculture

The ASDS has six thematic areas while CAADP has four pillars. In the ASDS, the CAADP pillars are the equivalent of its thematic areas. CAADP pillar I aims at extending the area under sustainable land management and water control systems. There is a direct link between CAADP pillar I and the ASDS thematic area on Environment, Sustainable Land and Natural Resource Management. The terms of reference/ action plan for both are based on TerrAfrica Sustainable land management vision paper for Africa and corresponding country support tool.

The objective of CAADP pillar II is to accelerate growth in the agricultural sector by improving capacities of private entrepreneurs including commercial and smallholder farmers. Pillar III also focuses on policy and regulatory actions, infrastructure development, capacity building, partnerships and alliances.

Besides the four CAADP pillars, ASDS has two additional thematic areas. The legal, Regulatory and Institutional Reforms thematic area endeavours to create an enabling environment for a competitive agricultural sector. It is currently developing an agricultural sector reform bill that will consolidate and harmonise existing legislation in the sector. The theme on inputs and Financial Services integrates within CAADP pillar III.

The CAADP country process requires prioritising investments and costing to focus on the best returns and ensuring the necessary conditions to meet set objectives. CAADP implementation is about ensuring coordination and alignment of its principles with country-led plans and processes. The onus to operationalise it lies with individual countries. The implementation process should therefore be carefully tailored to individual country context, national development plans and initiatives, and should not be perceived as an externally driven process.

Accordingly, in Kenya CAADP will be implemented through the ASDS institutional framework. It uses existing ministries and institutions to implement activities specified in the strategy. The framework has also been designed to facilitate the active participation of the private sector, development partners.

The implementation of CAADP entails various complementary roles of different players-the government, development partners, private sector, NGOs, community-based organisations, research institutions, producers and civil society. Financing CAADP framework calls for commitment from all players. In line with the Maputo Declaration, the Government has already committed to increase the budget allocation to the agricultural sector from 4.5 per cent in 2008/2009. By signing the code of Conduct, development partners have committed themselves to finance the sector in a harmonised manner. A number of mechanisms are in place to mobilise resources for the sector. Countries developing investment plans under the CAADP framework may still face funding challenges through the medium-term expenditure framework as the prevailing ceilings may not allow for disbursement of huge amounts of investment funds. Therefore, the agricultural development sector ministries have proposed the establishment of an agricultural development fund with annual funding equivalent to 2.8 per cent of projected average government expenditure, translating to Kenya shillings 17.5 billion over the next 3 years. This is additional to the 8 per cent of total budgetary allocation that has already been agreed upon.

The agricultural sector will continue to design programs to enhance the capacities required to implement the CAADP framework. Competencies to implement processes effectively and work as a team across the levels and mandates of institutions will be necessary.

ENDORESEMENT

The Kenya CAADP Compact is hereby endorsed as a:

- **Commitment** by the Government of Kenya to fulfil the goals and aspirations of the Kenyan people as outlined in Vision 2030, and as specified in the Agricultural Sector Development Strategy and its medium term investment plan.
- **Pledge** by development partners in the agricultural sector to fulfil their development support within the framework of the signed Code of Conduct between themselves and the Kenya government.
- **Statement** from African Union, COMESA and other regional bodies to fulfil their commitment to the Maputo Declaration and overall principles of CAADP implementation.
- **Pledge** by the private sector to collectively support the realisation of the aspirations of the Kenya CAADP Compact.

3.0 Small-Scale Farmers issues within the CAADP Framework

Issues to be addressed

Since the hindrances facing African small scale farmers are numerous, the solutions must be comprehensive, requiring sustained action across many different fronts. Above all, the CAADP plan says African governments and their external partners must support the labours of Africa's millions of poor, small-scale farmers. This paper identifies a number of issues for Kenya Small scale farmers under the CAADP Framework.

Kenya held its CAADP Round table in December 14, 2009, but has not yet signed a compact agreement. By failing to do so Kenya will miss out on 20 million USD grant irrigated agriculture. The prospects for the Agricultural sector in Kenya are rather mixed. Productivity has remained low in Kenya, especially for the smallholder sector and among basic food staples. As a result, overall agricultural production has grown very little over time, similar to the East Africa region. The agricultural growth rate has been 3.3% since 2000 (compared to 2.1% in the 1990s). Only in recent years Kenya has been able to attain growth and performance of the agricultural sector, Kenya is unlikely to meet the CAADP targets by 2015. Kenya is still far from allocating the 10 percent budget goal for agriculture. These are among some of the key issues that Kenya Small Scale Farmers ought to be advocating for.

Nevertheless, the government remains committed to gradually increasing its agricultural budget share to 10 percent of its budget. Growth in agriculture is extremely needed as it has shown to reduce poverty faster than industrial growth, especially for food crops and livestock. Among the staple food crops, maize, sorghum, and millet generate the most in poverty reduction. In brief, the following are the major areas that small scale farmers need to play a role in influencing:

- i. Investment in irrigation
- ii. Affordable extension services
- iii. Research in agriculture.
- iv. Infrastructure and market development.

- i. Building local successes.

3.1 Budgetary allocation to Agriculture

Kenya small scale farmers have a critical role to play in advocating for the implementation of the Maputo declaration of allocating 10 per cent of budget to the sector. But with a recent budget allocation of almost 112 million dollars for agriculture, maize shortages may soon become less frequent in years to come. For the first time in Kenya's history, the agricultural sector has received a budget allocation of almost 112 million dollars. The allocation to agriculture leaped from a partly 4 per cent to 9 per cent. At nine per cent, the budget allocation is only a per cent shy from meeting the Comprehensive Africa Agriculture

Development Program (CAADP) policy framework. CAADP requires that countries signatory to the agreement allocate at least 10 percent of the national budget to agriculture.

Until now the sector has been underfunded despite its significance to sustainable human development, a situation that has further been complicated by extreme and unpredictable climatic conditions. Kenya's economy is predominantly dependent on agriculture, according to the ministry of agriculture; the sector directly contributes an estimated 26 percent of the Gross Domestic Product (GDP) and an additional 25 percent indirectly. According to most small scale farmers in Kenya, insufficient funds hamper research into various agricultural products. With the persistent and drastic changes, it is imperative to venture into crop options that can flourish under the circumstances.

According to Kenya Food Security Meeting (KFSM) the country's main coordinating body that brings together various stakeholders to ensure that the country is food secure, the changing weather patterns will continue to impact heavily on the country's ability to feed its people.

It is because of the importance of agriculture on the continent that the African Union's (AU) NEPAD established CAADP in July 2003. Under CAADP, the Common Market for Eastern and Southern Africa has been hard at work to ensure that member states move towards the attainment of Millennium Development Goal One (MDG1) to cut hunger and poverty by half by 2015 and to ensure environmental sustainability.

CAADP is the highest policy framework for the development of agriculture in Africa and its overall goal is to help African countries reach a higher path of economic growth through agriculture led development which eliminates hunger, reduces poverty and food insecurity and enables expansion of exports.

Kenya's agriculture development strategy (ASDS) is linked to the Comprehensive Agriculture Development Programme (CAADP)- a programme of the New Partnership for Africa's Development (NEPAD) which requires partner countries like Kenya to raise spending on agricultural sector to at least 10 percent of their total budgets. However, spending on agriculture sector has remained relatively low, despite this commitment.

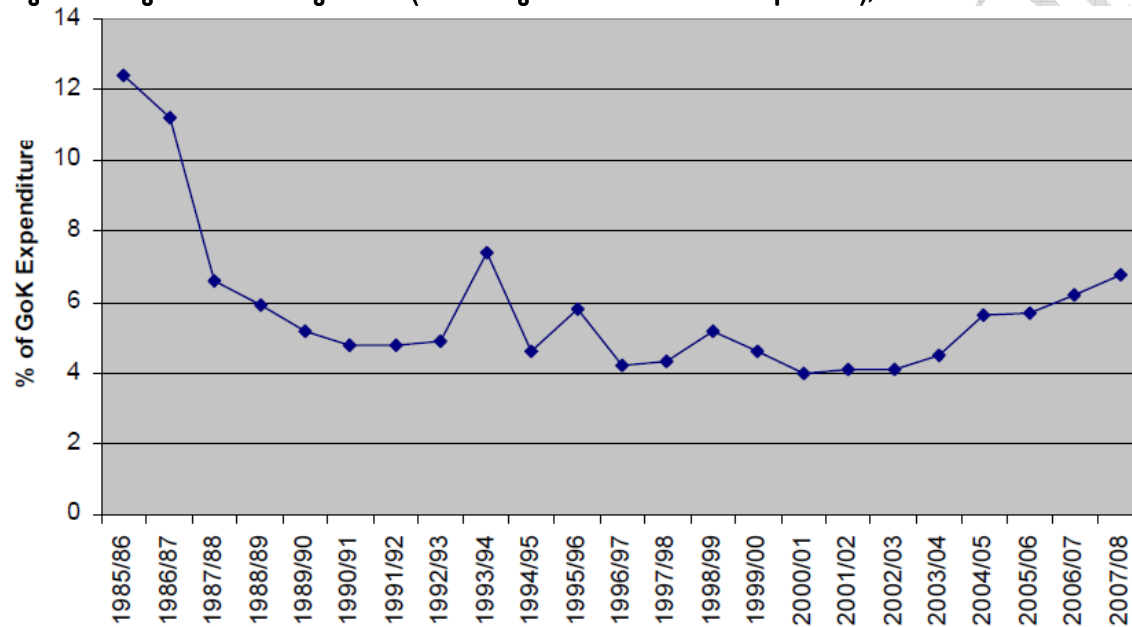
Although the overall budget allocation to the agriculture sector ministries (ASM) has been on the rise nominally, the percentage of the budget allocated to agriculture from total government expenditure has been on the decline since 1980s, as shown in the figure below. The low public spending is a serious concern, given the shortage of adequate rural infrastructure (power, roads and water supply) and the need to develop efficient input and output markets, and functional extension services.

Table 1: Overall Budget (in Ksh millions) Allocation to ASM 1999-2007

	1990/00	2000/01	2001/02	2002/03	2003/04	2004/05	2005/06	2006/07	2007/08
Recurrent (a)	8,204	8,163	10,146	10,764	11,261	11,343	14,291	15,180	16,643
Development (b)	2,842	2,982	2,690	4,378	5,100	6,457	5,722	9,180	13,693
Total (c)	11,046	11,592	12,836	15,142	16,360	17,800	20,013	24,288	30,336
a/c as %	74	74	79	71	69	64	71	63	55
b/c as %	26	26	21	29	31	36	29	38	45

Source: Public Expenditures Reviews (PER), 2003,2004,2006; MOF, 2007; Various Budget Estimate Books 1999/2000-2007/08

Figure 7: Budget Allocated to Agriculture (a Percentage of Total Government Expenditure), 1985-2007



Source: MOA 2006a; MOF, 2007; various Development and Recurrent Budget Estimates

While the table above shows some nominal increase in the budget allocated to the sector, it is also being realised that most of that is recurrent expenditure. The development expenditure depends largely on donor funding; in 2010, out of the Kshs 12 billion development expenditure, donors contribute KSh 8 billion, but this does not mean that agriculture is a priority sector for donors, especially looking at the trends since early eighties.

Closely tied to the challenge of low capitalisation is the paradox of low absorption capacity. Even with the low financing, the Kenyan agriculture sector ministries (ASM) have not been fully absorbing their allocations each financial year, especially the development allocations. On average, the absorption rate of recurrent expenditure was 72 percent. There are several reasons that have contributed to a low absorption rate of recurrent and development expenditures over this period. These include: cumbersome procurement process that effects utilisation of available resources; lack of adequate information on expenditures under direct payments by development partners; cash float problems at the district treasuries; and inadequate human capacity to support project implementation.

Table 2: Absorption Rate (%) of Recurrent and Development Expenditure of ASM 1999-2007

Ministry	2003-04	2004-05	2005-06	2006-07	Avg.	2003-04	2004-05	2005-06	2006-07	Avg.
MOA	99	96	89	97	95	85	58	70	74	72
MLFD	84	119	92	95	98	48	35	28	38	37
MENR	111	98	120	108	109	86	93	92	75	87
MRDA	95	98	80	100	93	97	144	80	100	105
MLH	91	95	98	106	98	63	72	111	29	69
MCDM	88	95	83	100	92	73	42	59	84	65
Average	95	100	94	101	98	75	74	73	67	72

Source: MOA 2006a; MOF, 2007; various Development and Recurrent Budget Estimates.

Key:

MOA- Ministry of Agriculture

MLFD -Ministry of Livestock and Fisheries Development

MCDM -Ministry of Cooperative Development and Marketing

MLH -Ministry of Lands and Housing

MRDA -Ministry of Regional Development Authorities

MENR - Ministry of Environment and Natural Resources

3.2 Technology for Development

To succeed, Kenyan small scale farmers' efforts to boost agricultural productivity will rely on greater use of science and technology, the CAADP fourth pillar, long-term pillar. For instance, only 20 percent of cropland in Africa is sown with improved cereal varieties. Many new varieties of maize and rice have been developed in laboratories. Beyond seeds, farmers need access to animal health remedies, safe pesticides and other inputs, as well as training in agro-forestry and various skills.

Kenya's Agricultural research institutions and extension services have very little capacity to engage in new scientific research or get existing technologies out into farmer's fields. In part, such problems can be overcome by finding new ways to handle and generate and handle scientific knowledge (CAADP). With adequate resources, it will be much easier to build "a pluralistic and integrated system of agricultural research, extension and education that are responsive and accountable to farmers, agribusiness, consumers and other stakeholders."

3.3 Pastoralist Policy Framework and Issues for Small-Scale Farmers in Kenya

The Pastoral Policy Framework is an initiative of the African Union in collaboration with the United Nations Office for the Coordination of Humanitarian Affairs (UNOCHA) intended to develop a pastoral policy framework for the continent designed to serve as an advocacy tool for promoting development and improvement of pastoral communities across Africa. The policy serves as a mechanism through which pastoralist life and livelihood matters find recognition. Its primary aim is to secure and protect the rights of pastoral people and lays the foundation for a continent-wide commitment to political, social and economic development of pastoral communities. It has two main objectives including:

Objective I: secure and protect the lives, livelihoods and rights of pastoral peoples and ensure continent-wide commitment to political, social and economic development of pastoral communities and pastoral areas.

Objective 2: reinforce the contribution of pastoral livestock to national, regional and continent-wide economies.

Putting these objectives into context, it is increasingly accepted in Kenya that livestock rearing is the dominant and rational economic enterprise for small scale pastoral communities, but policies to address issues must go beyond those related to livestock production, marketing and trade. Pastoralists also need supportive policies on critical issues such as healthcare, education, land tenure, women's rights, governance, ethnicity and religion.

Issues for Small-Scale Farmers campaign within the PPF

i. Recognise the role of pastoralist in development

Small-scale farmers in Kenya need to support this initiative since pastoralist makes considerable economic contributions to Kenya, but these contributions are not always fully understood or acknowledged in national development policy of pastoral areas policies. Pastoralists live under enormous stress and constitute the most vulnerable segment of Kenya's population. Policies directed at pastoral development often emphasize technical issues but overlook crucial social, economic, environmental and political measures which could empower pastoral communities to manage their resources better for their own benefit and that of the countries concerned.

While some progress towards supportive policies for pastoralism is evident at national and regional levels, there is still a considerable need for improving understanding of Kenya's pastoralist in terms of its economic and ecological rationale, and the rights of pastoralists to access their rangelands and pursue a livelihood of their choice.

ii. Advocating for commitment to pastoral policy development

There is need for small scale farmers in Kenya to pressure for commitment to the political, social and economic development of pastoral communities and pastoral areas. They need to abandon biased perceptions that pastoralism is an archaic livestock production system and pastoralist suffering is self-inflicted, because pastoralists choose to pursue absolute traditional lifestyle. They need to champion the recognition of the many positive aspects of pastoralism and integrating them into national socio-economic development strategies. Specifically, small-scale farmers should join hands with other stakeholders in pastoral policy development process in order to ensure critical measures will:

- (i) Ensure equitable distribution of national resource to all the segments of society including pastoral communities.
- (ii) Improve budgetary allocation to address marginalisation of pastoral communities;
- (iii) Institutionalise participatory monitoring and evaluation of the implementation of such measures.

iii. Advocating for integrating pastoral issues into decision-making processes

Judicious integration of these issues into national and regional development strategies will be helpful to bring peace and security to pastoral lands and communities by preventing conflicts related to competition over scarce resources, and by reducing the risk of marginalised and frustrated pastoralists pursuing violent means to acquire resource of political influence. Policy-making process should promote multidimensional approaches and avoid sector specific paths to policy development; this requires strong coordination. The integration of pastoral policy with land policy, natural resource management strategies and poverty reduction programs would be of particular-but not exclusive-importance in this regard.

4.0 Key challenges that impede Kenya Small Scale Farmers participation in CAADP

There are not really any 'official' CAADP processes which relate to small scale farmers, non-state actors or civil society. For instance, there is not any official accreditation for NGOs, although the Secretariat does sometimes sign MOUs (Memoranda of Understanding) on technical issues with key groups and actors. The Secretariat has limited capacity and is unlikely to be open to lobbying or advocacy from CSO working on national or local agendas. Contact can also be made with the regional economic communities whose focal persons are listed at the end of the document. Therefore, the most meaningful entry point for CAADP engagement is at the national level. At the national level, there are multiple entry points, both formal and informal.

According to a group of Non-state actors, there are a number of issues that have constrained small scale farmers and other civil society organisations within CAADP

- Weak implementation, legitimacy and accountability of Non-State Actors
- Limited resources and capacity for effective participation
- No agreed standards for quality participation.
- Low prioritisation of Non-state Actors by the institutions leading CAADP
- Culture of distrusts rather than collaboration
- Lack of knowledge or understanding of CAADP amongst Non-State Actors.

Resources and Funding

Small-Scale farmers may find it hard to engage with CAADP, especially physically attending meetings. While CAADP does not have much money and it is unlikely to fund significant engagement of platforms and individual groups at country level for the foreseeable future, donors (Development Partners in CAADP parlance) do have resources and may be able to facilitate participation of Small-Scale farmers in some countries. INGOs can also help with funding and, importantly, are often gateways to other donors themselves, holding funding relationships with donors as well as political, intelligence and research links.

Legitimacy, credibility, accountability and competition

A key consideration when thinking about engaging with CAADP processes is the legitimacy and representivity of particular groups. For small scale farmers, who are used to dealing with these issues, this may not seem like a particular problem. However, there are large and organised groups of farmers and agribusiness who sometimes claim greater legitimacy over the CAADP space.

Technical knowledge

Agricultural development can be a highly technical area and most small scale farmers do not have the technical knowledge or links to keep pace with debates and policy proposals. This can be somewhat mitigated by partnering with others and building joint and shared resources amongst small scale farmers in Kenya, as well as accessing training and information provided by INGO, research institutes and governments.

5.0 Proposed ways for Effective Participation for Small Scale Farmers

CAADP itself is an opportunity for non-state actor engagement. The framework encourages civil society and other Non-state Actors like Small-Scale Farmers to get involved with country processes. It is important to realise that CAADP is a continental framework, but also that it is operationalised at the national level.

There are various ways that small-Scale farmers advocate and influencing roles:

- Agenda setting: change public opinion with regard to a given issue.

- Watching: measure both progress towards commitment.
- Research. Research issues, which are important to Small Scale farmers, ofte linked to an advocacy function.
- Networking: Coordinating other small scale that work in a particular sector.
- Serve as an umbrella Small Scale farmers; perform a coordinating and representative function.
- Federation, coalitions and strategic alliances: Small Scale Farmers Forum in one area or sector federates together for goals they can best achieve through greater numbers.

There are various types of engagement provided to small scale farmers and other non-state actors by CAADP including:

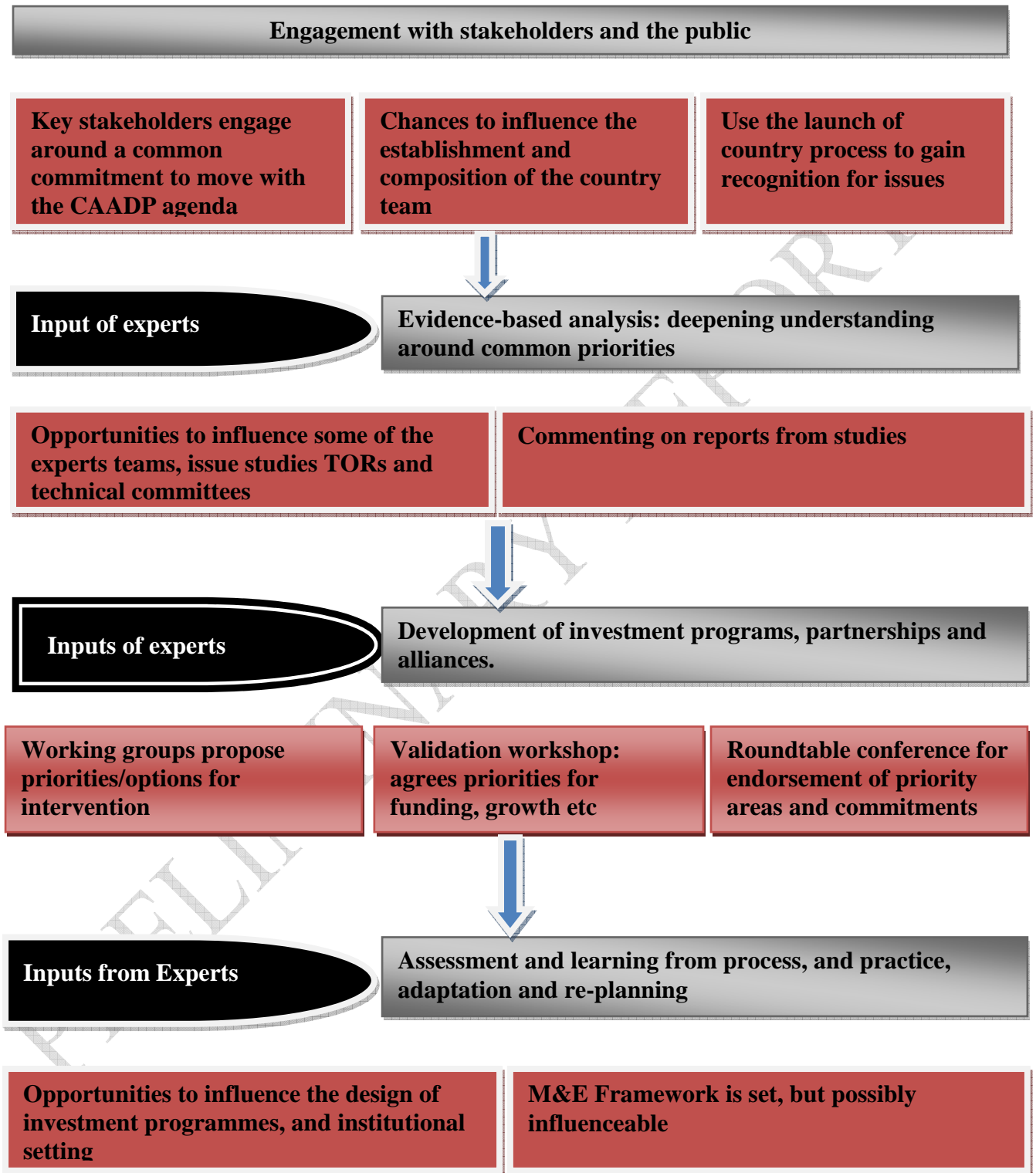
- Policy dialogue and planning: the voice of stakeholders such as farmers, the poor, or agricultural businesses should enhance the quality decision-making, helping ensure alignment to the interests of target beneficiaries and building buy-in and understanding in readiness for implementation
- Implementation: the country and regional strategies will require a broad alliance of sector stakeholders to engage in implementation and aligning human and financial resources behind priorities in order to achieve results at scale
- Accountability: sector stakeholders have a vital role in holding CAADP partners to account for delivering on their commitments

In principle, representatives on Non-State Actors are expected to be members of the CAADP country team, to participate in the roundtable, to sign the compact, and input to the development and technical review of the investment plan. Although there is no official accreditation process, actors are encouraged to work together and self-organise their representation. The next section explains the entry point.

The 6th CAADP Partnership Forum in April, 2010 recognised that the quality of non-state actor participation had been inconsistent and that more inclusion of non-state actors, especially the poor and marginalised communities, at national, regional and continental levels is needed. The platform asked how to improve the quality of inclusion, and in response, CAADP partners have formed a joint working group to undertake a stocktaking exercise and developed recommendations for better participation of NSAs.

Each country has at least one National Focal Point for CAADP, whom all the Non-State actors can contact. National Focal Points are the main point of contact within the national government, and are often based at the Ministry of Agriculture. The Country team is a key driver of the CAADP Process at the country level. Country teams are meant to be comprised of representatives from all stakeholder groups, including the private sector, small scale farmers and the civil society, universities, research institutions and donors.

Figure 8: Entry points for small-scale farmers in “Roundtable” Country Implementation Processes



From the figure above, it is evident that the process of involvement provides small scale farmers with a viable structure to get engaged in the CAADP process at various stages. Notably, the CAADP itself is not likely to change significantly as a framework.

From the perspective of key actors and bureaucrats, CAADP is a carefully negotiated and (relatively inclusive) process, and it is fruitless, at least in the short and medium term, to lobby and change the framework in any significant way.

Monitoring government commitments

Governments are the key policy-making actors within CAADP framework. In fact, CAADP is really only a way of rationalising and enhancing government policy, within some broad parameters. The CAADP investment Plans set out promises and intentions of government, backed by donors, about what priorities are in the medium term. NGOs including small-scale farmers have a major role to play in tracking these commitments, making sure that resources are getting through to the ground and ensuring that marginalised groups are able to access the benefits of the investments.

Monitoring donor commitment

Many donors are committed to funding agricultural and rural programs, and many of them are highly engaged in the CAADP process. Buy-in to CAADP is relatively high and most donors are keen to see CAADP work. However, it might sometime be necessary to ensure that key donors are keeping to their commitments and, in some areas, are encouraged to provide additional funding. Donors also play a part on policy formulation, so it is also important that donors do not impose unreasonable policy conditions to aid to certain sectors for political or ideological reasons.

5.1 The Role of EALA in achieving CAADP in the EAC region

The East African Legislative Assembly has a crucial role in ensuring that CAADP is implemented effectively in the region. Parliamentarians have a unique space within CAADP. Although they are not supposed to be part of country team, they do have a crucial role in the CAADP process as partners and in agenda setting. They are often engaged with CAADP through national parliaments which have a parliamentary sub-committee (usually agriculture). Parliamentarians are also perhaps (as argued by CAADP, but in reality depending on context) the most legitimate link between civil society and government. They are often also the most accessible entry points in the legislative process for small-scale farmers to engage with.

There is need to have a structured engagement on CAADP and agricultural issues bringing the technocrats in agriculture ministries, researchers, experts, members of parliament, East Africa Legislative Assembly members of parliament, private sector, interest groups, civil society and the public. All stakeholders should be brought on board adequately thorough sensitization workshops, capacity building to raise the awareness on the implementation of CAADP in Kenya. Political commitment is essential after the policy makers receive technical inputs/contributions from technocrats. The EALA MPs and Kenyan parliaments could facilitate in obtaining the political commitment from the executive. Therefore, there should be strong institutions, structures and adequate resource in order to have richer and more inclusive outputs.

Annex I: Menu of outcomes

Objectives	Long term outcomes
	Sustainable funding for policy work
	Diversified funding for policy work
	Strengthened organisational capacity to:
	Produce high quality and policy relevant research
	Mobilize members of the public
	Involve stakeholders in all stages of advocacy
	Respond to changing policy environment
	Adapt and refine policy influence strategies
Capacity building	Enhanced planning and management of advocacy

	New and effective networks and partnerships
	Increased organisational visibility or recognition
	Embedded M&E of policy influence culture
	Enhanced policy communications

	Shift in social norms:
	Changes in awareness
	Increased agreement about the definition of a social problem
	Changes in beliefs
	Changes in attitudes
	Changes in values
	Changes in the salience of an issue
	Increased alignment of campaign goal with core societal values
	Increased knowledge on an issue
	Increased interest on an issue or proposal
	Increased number of partners supporting an issue
	Improved alignment of partnership efforts (e.g. shared priorities, shared goals, common accountability system)
	Strategic alliances with important partners
	Increased ability of coalitions working toward policy change to identify policy change processes (e.g. venue of policy change, steps of policy change based on strong understanding of the issue and barriers, etc.)
	Increased media coverage (e.g. quantity, prioritization, extent of coverage, variety of media "beats", message echoing)
	Increased visibility of the campaign message (engagement in debate, presence of campaign message in media)
Political and policy change	Changes in political will

	Long term outcomes
	Changes in public behaviour
	Increased knowledge/interest on an issue or proposal
	Changes in public beliefs
	Changes in public values
Citizen engagement	Changes in public attitudes

	Increased ability of coalitions working toward policy change to identify policy change process (e.g. venue of policy change, steps of policy change based on strong understanding of the issue and barriers, etc.)
	Increased public involvement in an issue
	Long term outcomes
	Increased level of actions taken by champions of an issue
	Increased voter registration
	Changes in voter behaviour
	Increased breadth of partners supporting an issue (e.g. number of "unlikely allies" supporting an issue)
	Increased media coverage (e.g. quantity, prioritization, extent of coverage, variety of media "beats", message echoing)
	Increased salience and debate of the issue in online social networks
	Increased visibility of the campaign message (engagement in debate, presence of campaign message in media)
	Changes in public will
	New advocates

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