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Collaboration for strengthening resilience

Country case study

Kenya

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1. Country and institutional context

In 2014, Kenya was newly classified as a lower-middle-income country, with financial services and infrastructure expected to drive growth of 5 to 6 percent annually over the next five years. At the same time, the country is still in protracted crisis, with recurrent natural disasters, conflict, severe drought and hunger affecting livelihoods. Overall, about 10 million Kenyans suffer from chronic food insecurity and poor nutrition. Recurring drought means that a larger number of people in a growing population are unable to meet their food needs. Good seasons between droughts are increasingly rare, making it difficult for households to recover from crisis to crisis. Severe land degradation, primarily caused by deforestation, unsuitable agricultural practices and flooding, has had a negative impact on agricultural production.

Poverty, inequality, food insecurity and malnutrition are worse in the arid and semi-arid lands (ASALs), which have low and erratic rainfall. They make up more than two-thirds of Kenya's land area, and are home to nearly one-third of the population and most of Kenya's livestock. The economy of the arid, northern ASAL counties is dominated by mobile pastoralism. The better-watered, semi-arid ASAL counties have a more mixed economy of rainfed and irrigated agriculture and agropastoralism. Climate change will severely affect both areas. The 2008 and 2011 drought emergencies in the Horn of Africa led to losses of USD 12 billion, with the livestock sector bearing the brunt of the damage.

While some progress has been made, much more is needed to build the country's human and institutional capacity to fully address these challenges. Accordingly, resilience building in the ASALs is at the centre of Kenya's policy and programming, and development partners' support. The focus has been on strengthening the inherent capacities of individuals, households, communities and institutions to withstand, cope, recover, adapt and transform in the face of shocks. The Government of Kenya developed the Ending Drought Emergencies (EDE) programme in the wake of the 2008 and 2011 emergencies. The EDE commits the Government to end drought emergencies within ten years. It also aims to promote investments in climate-proofed infrastructure, peace and security, livelihoods and human capital, and to strengthen the institutional and financing framework for disaster risk management. The National Drought Management Authority (NDMA) in the Ministry of Devolution and Planning is charged with coordinating implementation of the EDE with other ministries and counties, to which many core functions, including disaster risk management and agriculture, have been devolved.

The EDE directly contributes to the objectives in Kenya's new Constitution (2010) and the country's Vision 2030 blueprint, which enshrine the principles of good governance, human dignity, social justice, protection of the marginalized and the right of all Kenyans to be free from hunger. Kenya's Agricultural Sector Development Strategy 2010–2020 is also grounded in Vision 2030, aiming to shift from subsistence to commercially oriented agriculture, with a substantially strengthened focus on smallholders and the ASALs.

Kenya's focus on resilience is also demonstrated in strengthened policies for climate change, including the National Climate Change Response Strategy (2010) and Action Plan (2013) that seek to mainstream adaptation as well as inclusive and equitable low-carbon development. Another key pillar of resilience is the country's growing National Social Safety Net Policy (2011), under which the Hunger Safety Net Programme, which is focused on the northern ASAL counties, is being significantly bolstered.

Aligning with Government priorities, development partners are focusing on the resilience agenda. Most partners, including the Rome-based agencies (RBAs), are members of the Agriculture and Rural Development Donor Working Group (ARD), co-chaired by the Food and Agriculture Organization of the United Nations (FAO) and the Ministry of Agriculture, and the ASAL Donor Working Group, chaired by the World Food Programme (WFP) and NDMA. Both groups have worked to direct attention on how to achieve and measure resilience. In the ASAL Donor Working Group, development partners are committed to supporting a shift from humanitarian assistance to disaster risk management, smallholder graduation to market-oriented farming, climate change adaptation, livelihood support and social protection. In the ARD, the focus is on facilitating the development of a policy- and decision-making structure that will enable the country to meet its targets for equitable growth in the agriculture sector within the recently devolved system of governance. In addition, the Kenya Food Security Steering Group is focused on developing and coordinating a systematic, comprehensive and multiagency early warning food security status monitoring and assessment system.

All of Kenya's development partners also recognize that the system of devolved government introduced under the new Constitution is a paradigm shift in favour of resilience, and that counties will require support in developing the appropriate policy framework and institutions, including having the requisite human resources with adequate capacity to implement County Integrated Development Plans (CIDPs). This decentralized approach is strongly reflected in the United Nations Development Assistance Framework (UNDAF), as well as in the specific areas of collaboration among the RBAs, detailed below.

2. RBA approaches and programmes for building resilience

The three RBAs bring complementary strengths to building resilience in Kenya, according to their mandate, funding, implementing arrangements and project and programme objectives. These strengths are manifested in both singular contributions to the resilience agenda in Kenya and in collaborative efforts that aim to achieve greater scale, sustainability and transformation. Box 1 shows each agency's particular approach to building human and institutional capacities for resilience.

RBA approaches to building human and institutional capacities for resilience

RBA joint efforts to strengthen resilience in Kenya are primarily focused on the ASALs, target populations and livelihood systems that are vulnerable, especially to drought. This includes pastoralists, agropastoralists and smallholder family farmers, particularly poor farmers and those who practice rainfed agriculture and operate in environmentally fragile areas. As described below, the RBA programmes in Kenya cover the full spectrum of support for the three key capacities identified in the global RBA conceptual framework for resilience, namely absorptive capacity, adaptive capacity and transformative capacity.

Absorbative capacity	Adaptive capacity	Transformative capacity
Capacity to withstand threats and minimize exposure to shocks and stressors through preventative measures and appropriate coping strategies to avoid permanent, negative impacts.	Capacity to adapt to new options in the face of crisis by making proactive and informed choices about alternative livelihood strategies based on an understanding of changing conditions.	Capacity to transform the set of livelihood choices available through empowerment and growth, including governance mechanisms, policies/regulations, infrastructure, community networks, and formal and informal social protection mechanisms that constitute an enabling environment for systemic change.

2.1 World Food Programme (WFP)

By filling gaps in the Government's relief efforts during shocks, WFP helps cushion vulnerable populations so they can maintain their food and nutrition consumption and protect their assets. It also helps the Government build capacity to respond to a crisis. Following an emergency, the same vulnerable people are supported over a number of years to gradually build productive assets and acquire agricultural production and agricultural risk management skills to meet basic food needs in the event of subsequent shocks and, with further support from Government and other partners, produce food surpluses and move on to commercial agriculture. In terms of beneficiary numbers and resources, WFP's three-year Protracted Relief and Recovery Operation (PRRO) now focuses primarily on asset creation through cash transfers, associated tools, agricultural inputs

from partners and technical assistance from Government. Through its market access programme, WFP links these farmers to markets and the Government's school feeding programme, and builds the capacities of other small farmer organizations. All WFP programmes are designed to transition, in time, to Government implementation and financing at different levels.

Impact to date

WFP's PRRO will build on lessons learned, following careful assessments and reviews that indicate positive results on key asset creation outcomes. These include: increased crop diversification; increased average yields; improved access to water resources and social services; increased pasture and browse availability; and improved nutrition. Enhanced market access, increased technical assistance and integration of activities by multiple actors are also associated with better outcomes.

2.2 International Fund for Agricultural Development (IFAD)

IFAD is a lending agency that finances Government programmes through investment projects. Its current portfolio consists of four ongoing programmes for a total value of USD 659 million (financed by the Government of Kenya, IFAD and the European Commission, among others). IFAD's three strategic objectives in Kenya are to support: (i) improved natural resource management that is gender-responsive, climate-resilient, sustainable and community-based; (ii) improved access to productivity-enhancing assets, technologies and services for vulnerable rural women, men and young people in target areas; and (iii) enhanced, sustainable access to markets for smallholder farmers, agropastoralists and rural entrepreneurs. In the past, IFAD's interventions have concentrated on rural areas with medium to high productive potential. Under its new County Strategic Opportunities Programme, IFAD is extending its support to the ASALs. This shift supports the Government's commitment to improve small-scale irrigation, extension services, marketing and access to financial services in the ASALs.

Impact to date

IFAD-supported projects have produced several results, including in soil and water conservation technologies (Green Water Credits), the use of cow waste for biogas production (Heifer International Kenya), adaptation of crop and livestock species to ASALs (Africa Harvest) and improved access of poor rural women to financial services (Kenya Women Finance Trust). During both the wet and dry seasons, the availability of forage has increased as a result of farmers being trained on forage conservation and utilization. Farmers have also learned that in addition to improved feeding, improved breeds lead to increased milk production.

2.3 Food and Agriculture Organization of the United Nations (FAO)

The new FAO Country Programme Framework sets out five major outcomes, all of which contribute to building resilience, closing the gender gap and improving the linkage between food production and adequate nutrition: (i) agricultural-based livelihoods and sectors supported by an enabling policy, strategy and investment environment that promotes equality and inclusivity; (ii) agricultural productivity and production of medium- and small-scale producers increased, diversified and aligned to markets; (iii) improved management of land, water and other natural resources for enhanced food security and socio-economic development at national, county and community levels; (iv) improved

livelihood resilience of targeted, vulnerable populations; and (v) access to and use of information, innovation, a global pool of knowledge and expertise driving holistic growth in the agriculture sector.

Impact to date

FAO's holistic approach has enabled farmers and pastoralists to understand and negotiate their rights to land, to produce and market surplus crops and to conserve range resources (which form the basis for pastoral production). In achieving the above, FAO has focused on the principal that change only happens at pace once a critical mass of people start to adapt their farming or livestock keeping practices. Further, a critical mass of people will only change their practices if there are clear, market-driven financial incentives. Consequently, in 2015 alone, FAO has trained over 2 000 trainers of trainers and over 20 000 farmers, using a mix of direct training and training over radio, television and text messaging, and linked these farmers to markets.

This case study focuses on collaborative efforts, in particular the ground-breaking partnership involving IFAD, FAO, WFP, the European Union and the Government around the Kenya Cereal Enhancement Programme – Climate Resilient Agricultural Livelihoods Window (KCEP-CRAL). The KCEP-CRAL will go a long way towards bridging the humanitarian development divide in Kenya and paving the way for resilience building, livelihood transformation and economic growth at scale.

KCEP-CRAL is an illustration of how the global RBA framework can be translated into action. In strengthening community resilience for market-oriented farming, food security and nutrition, WFP will target food-insecure people to build productive assets through a cash-for-assets programme. Together with FAO's technical support and complementary inputs, the interventions will stabilize degraded landscapes, reduce the risk of future and seasonal hardships (particularly those faced by women), improve natural regeneration and boost agricultural production and incomes. With the natural resource base restored and enhanced, and the community's absorptive capacity improved, FAO-supported farmer field schools (FFS) and training on good agricultural practices will further improve production and access to selected markets. Following a value chain approach, IFAD will support the graduation of ASAL smallholder farmers to market-based farming, addressing key constraints in production, post-harvest management, processing and marketing in target commodity value chains. Through its Adaptation for Smallholder Agriculture Programme, IFAD will match this support with investments for improved natural resource management and resilience to climate change at county and household levels. Complemented by agricultural risk management approaches and other innovations, including weather risk insurance, the improved adaptive and transformative capacities of communities will enable lasting change. See Box 2 for a detailed description of the KCEP-CRAL programme.

Governments and development partners have struggled for years to shift the focus of investments in agriculture to small farmers and the rural poor. The shift to pro-poor agricultural growth gained impetus with the 2008 World Development Report and the advent of the Comprehensive Africa Agriculture Development Programme (CAADP). The shift is demonstrated in Kenya's Agricultural Sector Development Strategy, which targets the rural poor through a focus on environmental resilience and social inclusion in value chains. From a humanitarian and development perspective, the KCEP-CRAL partnership is innovative in finding a path for people, once targeted with unconditional food aid in the face of acute food needs, out of insecurity and poverty and into market-oriented farming with a focus on climate-resilient and good agricultural practices. After about five or six years of support through cash- and food-for-asset activities, only about half of the people in the WFP PRRO

are chronically food-insecure; the other half have occasional surpluses and engage in commercial agriculture, while others have even “self-graduated” out of the programme. The combined support of FAO and IFAD will step up the graduation of once food-insecure small farmers by supporting them to tap into the economic potential of food value chains while improving their capacity to sustainably manage their natural resources and cope with climate change.

Kenya Cereal Enhancement Programme-Climate Resilient Agricultural Livelihoods Window (KCEP-CRAL)

The KCEP-CRAL partnership aims to support the Government of Kenya in the graduation of farmers in the semi-arid, marginal agricultural counties from food insecurity to market-oriented farming. It will do this by promoting good agricultural practices, sustainable natural resource management and resilience to climate change in an increasingly fragile ecosystem. Increased production in cereal crops, of which Kenya imports 20 percent of its needs annually, will enhance food security and nutrition and improve income for smallholder farmers. The programme will reach out to 100 000 smallholder farmers and target the three main rainfed cereals of the country – maize, sorghum and millet – as well as pulses/beans, cow peas, pigeon peas and green grams, a traditional staple food with important marketing potential. The partnership will bring investments of USD 266.81 million over a seven-year period (2015–2022), with USD 4.5 million from the Government of Kenya; USD 107.1 million from IFAD, including a contribution from the European Union of USD 33.3 million; USD 11.67 million from FAO, also funded through a grant from the European Union; a contribution from financial institutions related to financial services estimated at USD 5.45 million; and USD 36.09 million representing contributions from the beneficiaries to the programme. In addition, WFP will provide parallel investments of USD 102 million in the target area.

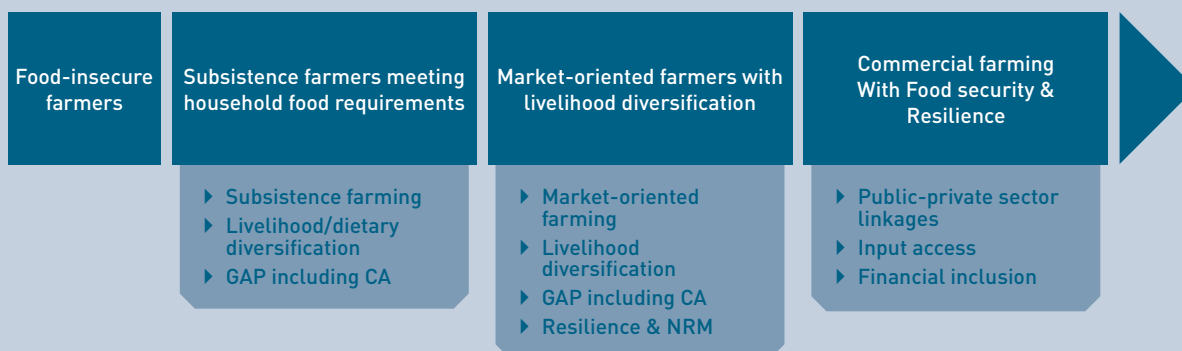
WFP, with support from USAID, SIDA and other donors, will provide support to 60 000 food- and nutrition-insecure farm households to graduate from food insecurity to subsistence farming. WFP is working with communities on a variety of asset creation projects, including rainwater harvesting for human and livestock use, soil and water conservation, rehabilitation of degraded land and production of drought-tolerant crops. These assets and the development of skills to maintain production systems will enable communities to improve their resilience to drought and increase food self-sufficiency and nutrition security. Recognizing the need to address the underlying causes of malnutrition, which go beyond food intake, WFP will ensure that support for food security is nutrition sensitive and contributes to the prevention of malnutrition. WFP's new PRRO, “Bridging Relief and Resilience in the Arid and Semi-Arid Lands of Kenya” illustrates the shift undertaken by WFP in Kenya to ensure that beneficiaries are supported on a continuum up the economic value chain and eventually out of WFP assistance.

IFAD and FAO, in partnership with the European Union, will reach out to 100 000 smallholder farmers, including those supported by WFP, to help them graduate to commercial farming while building their resilience to climate change. To reach this objective, IFAD's support will focus on building the capacity of smallholders for enhanced climate-resilient productivity and natural resource management, post-harvest management, market linkages and access to financial services. Throughout this graduation process, FAO, with support from the European Union, will provide training on good agricultural practices, including conservation agriculture,

and facilitate linkages between farmer groups and end markets. The assurance of a market through supply contracts will enable farmers to invest more in their own production, either with their own funds or through access to private sector financing.

Mainstreaming of natural resource management and climate change resilience at household, community and county level is central to the KCEP-CRAL approach. To protect their investments, targeted smallholders will be supported in identifying and adopting climate-resilient agricultural practices based on improved and more efficient water management, while county governments and communities will be empowered to sustainably and consensually manage their natural resources. The KCEP-CRAL's approach features an innovative scheme to allow farmers to move from subsidies to financial services for market-oriented agriculture. Through an electronic payment platform set up through the programme, farmers will access climate-resilient agricultural inputs and farming technologies to enhance their productivity. This access will be linked to financial literacy and banking services. By promoting financial literacy, a culture of saving, the building of credit history and access to formal financial services, participating farmers will be empowered to sustain purchases of adapted inputs and investments beyond RBA support. In addition, as much of the production risk in the ASALs is related to climate, the KCEP-CRAL will pilot an annual premium of weather index-based insurance to compensate ASAL smallholders for climate-related losses.

KCEP-CRAL Smallholder Graduation Approach



2.4 Other joint efforts

The entry of IFAD into the ASALs and the complementary nature of the KCEP-CRAL programmes have encouraged the exploration of a similar partnership in the arid counties between FAO, WFP, the World Bank, non-governmental organizations and the Kenya-based international agricultural research centres for livestock and agroforestry. One important component of such a partnership would be to use FAO's support for improved county extension services to ensure that such services provide enhanced technical assistance to WFP food- and cash-for-assets projects.

The RBAs will also be engaged in joint capacity building efforts at county level, where counties will be assisted in establishing coordinating structures for investment planning, programme and project sequencing of WFP's Seasonal Livelihood Programming (SLP) framework. In Kenya, SLP is expected to be a powerful planning tool for county governments in coordinating stakeholders to identify short-

and long-term interventions suited to a variety of contexts. It brings humanitarian and development interventions together by combining seasonal, livelihood, gender, crisis and development factors to identify the most appropriate range of interventions, and then aligning these into complementary short- and long-term plans for action. In each county supported through the KCEP-CRAL, IFAD, through a grant to FAO, will also provide incremental funding for an implementation support team to sustainably build the capacity of county agricultural teams to plan, execute and monitor services to farmers and investments within the CIDPs.

WFP is also working with FAO in the marginal agricultural counties to introduce FFS with a focus on enhanced nutrition. WFP and FAO are engaging with ward agricultural extension officers, county/subcounty nutrition officers and public health officers at subcounty levels, and encouraging local responsibility from the planning stages. WFP and FAO will develop a FFS facilitator training manual, informed principally by a nutrition needs assessment.

3. SWOT analysis on RBA collaboration and synergy for resilience in Kenya

The RBA collaborative efforts developed in Kenya are characterized by the following SWOT:

Strengths	Weaknesses
<p>Effective RBA in-country communication channels: RBA representatives and country teams meet regularly on matters of common interest and potential areas of collaboration.</p> <p>RBAs further harmonize their support through membership in Kenya's ARDG and ASAL Donor Groups, which provide an additional forum for seeking synergies with other partners and aligning with Government strategies.</p> <p>RBAs each have defined comparative advantages in resilience building in Kenya for complementarity: RBAs have invested in developing a programme approach defining the comparative advantage of each agency and the outreach potential generated by complementary action to jointly contribute to the scope of issues affecting resilience in ASALs.</p> <p>RBA Kenya joint targeting for resilience building: WFP, IFAD and FAO joint targeting will support the graduation of 100 000 farm households from food insecurity to market-oriented farming, including training on good agricultural practices, resilience and sustainable natural resource management.</p> <p>RBAs in Kenya have developed joint in-country implementation modalities to translate joint programming into action: An in-country RBA technical coordination group was established in the context of KCEP-CRAL for annual planning, budgeting and monitoring of the RBAs' respective contributions to joint development and resilience targets, and for identifying synergies with other donor-funded programmes.</p> <p>RBA collaboration in Kenya facilitates efforts at resource mobilization and future partnership opportunities: RBA partnership under KCEP-CRAL led to EU funding and expressions of interest from other UN and private partners to contribute to the programme.</p> <p>RBA joint programming in Kenya is being formalized through institutional agreements: Formal agreements support the delineation of each agency's role and responsibilities in joint programme implementation, with lines of accountability for the achievement of expected development outcomes.</p>	<p>Different programming cycles of the RBAs: This could result in programme and funding delays.</p> <p>Funding challenges for some agencies: This could result in programme and funding delays.</p> <p>Still no common approach to capacity building in the arid counties: WFP and FAO have similar objectives in capacity building but as of yet no common programming framework (as is being developed for KCEP-CRAL).</p> <p>RBA agencies tend to have stronger relationships with specific ministries and agencies (e.g., WFP with the NDMA and FAO and IFAD with the Ministry of Agriculture) and less with others.</p>

Opportunities	Threats
<p>Strong national leadership for resilience building: The country's development vision has a special focus on ASALs contributing to mobilizing partner support for resilience building. RBAs are supporting the same Government resilience agenda and policies (Vision 2013, EDE ASDS, etc.).</p> <p>RBA joint programming for resilience building in Kenya's ASALs offers an institutional learning opportunity in terms of development outcomes and operational and institutional frameworks.</p> <p>Joint programme implementation modalities in the semi-arid counties are aligned with the devolution framework in Kenya, with counties empowered to play a sustainable role in the planning, execution and supervision of resilience building.</p> <p>RBA collaboration at scale provides an opportunity to jointly develop information and methodological material on resilience, especially on resilience results measurement.</p>	<p>Lack of joint institutional guidelines and negotiated agreements to translate RBA cooperation into mutually binding liabilities: None of the agencies can be held responsible for achieving a set of development objectives falling under the purview of one of the other agencies.</p> <p>Possible challenges to sustain funding commitments for some of the three agencies.</p> <p>Weak capacity of newly devolved structures to manage the implementation of development programmes</p>

4. Recommendations next steps and for strengthened RBA collaboration on resilience

In the medium term, the next steps for RBA collaboration in Kenya will devote specific attention to:

- ▶ Operationalizing the KCEP-CRAL to translate the RBA joint commitment on resilience building into action;
- ▶ Establishing the joint RBA Technical Cooperation Group for the annual planning, budgeting and monitoring of RBA contributions to joint resilience targets;
- ▶ Negotiating an RBA tri-partite legal agreement to institutionalize each agency's responsibilities and liabilities in achieving resilience objectives in Kenya;
- ▶ Strengthening cross-cutting relations with different Government agencies and target counties, through the RBA Technical Cooperation Group, and continuously identifying opportunities for synergies with other donor-funded programmes;
- ▶ Working with the larger UNDAF group of agencies to strengthen the UNDAF pillar on food security and policy dialogue with the Government around the resilience agenda;
- ▶ Furthering RBA partnership in the arid counties, where FAO would support county extension services to improve their ability to provide essential technical assistance to WFP for asset creation projects; and
- ▶ Documenting the results of the RBA partnership in KCEP-CRAL and elsewhere to serve as case studies and lessons learned, and conducting an analysis of existing gaps in RBAs' analytical, planning and programming tools to coordinate and capitalize on existing complementarities.

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