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Agricultural Policy-Making in Sub Saharan Africa: APRM Process in Kenya

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Tegemeo Institute

Tegemeo Institute of Agricultural Policy and Development is a Policy Research Institute under Egerton University with a mandate to undertake empirical research and analysis on contemporary economic and agricultural policy issues in Kenya. The institute is widely recognized as a centre of excellence in policy analysis on the topical agricultural issues of the day, and in its wide dissemination of findings to government and other key stakeholders with a view to influencing policy direction and the decision making process. Tegemeo's consistently good quality empirically-based analytical work, and its objective stance in reporting and disseminating findings has over the past decade won the acceptance of government, the private sector, civil society, academia and others interested in the performance of Kenya's agricultural sector.

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List of Acronyms

ACEG	African Centre for Economic Growth
AFD	Agence Française de Développement
APR	Africa Peer Review
APRM	African Peer Review Mechanism
ASALs	Arid and Semi Arid Lands
ASCU	Agriculture Sector Coordination Unit
ASM	Agricultural Sector Ministries
CAADP	Comprehensive African Agriculture Development Programme
COMESA	Common Market for Eastern and Southern Africa
CRM	Country Review Mission
CSAR	Country Self Assessment Report
EAC	East African Community
ERS	Economic Recovery Strategy
FGDs	Focus Group Discussions
GDP	Gross Domestic Product
GTZ	Germany Agency for Technical Cooperation
IDRC	International Development Research Center
IDS	Institute for Development Studies
IFAD	International Funds for Agriculture Development
KARI	Kenya Agriculture Research Institute
KENFAP	Kenya Federation of Agricultural Producers
KIPPRA	Kenya Institute for Public Policy Research and Analysis
LTAs	Lead Technical Agents
MOA	Ministry of Agriculture
MOF	Ministry of Finance
MOT	Ministry of Trade
MPND	Ministry of Planning and National Development
MTEP	Medium Term Expenditure Framework
NAFIS	National Farmers Information Services
NALEP	National Agriculture and Livestock Extension Programme
NASEP	National Agricultural Sector Extension Policy
NASSEP	National Sample Survey and Evaluation Programme
NEPAD	New Partnership for African Development
NGC	National Governing Council
NGO	Non-governmental organization
POA	Programme of Action
PPP	Public-Private Partnerships
RECs	Regional Economic Communities
SIDA	Swedish International Development Cooperation Agency
SMEs	Small and Micro Enterprises

SRA Strategy for Revitalizing Agriculture
UNDP United Nations Development Programme
UNDP United Nations Development Programme

1.0 Background

1.1 Introduction

The New Partnership for Africa's Development (NEPAD) was adopted by the African Union Heads of State and Government Summit held in Lusaka, Zambia, in July 2001. NEPAD is a strategic policy framework for Africa's renewal and rebirth. The primary objectives of NEPAD are to eradicate poverty; place African countries, both individually and collectively, on a path of sustainable growth and development; halt the marginalization of Africa in the globalization process and enhance its full and beneficial integration into the global economy; and accelerate the empowerment of women (NEPAD, 2003). The five core principles of NEPAD are good governance; peace, stability and security; sound economic policy-making and management; effective partnerships; and domestic ownership and leadership.

A centerpiece of the NEPAD good governance initiative is the African Peer Review Mechanism (APRM), which is a voluntary mechanism that countries review themselves on several agreed criteria. The primary purpose of the APRM is: "to foster the adoption of policies, standards and practices that lead to political stability, high economic growth, sustainable development and accelerated sub-regional and continental economic integration through sharing of experiences and reinforcement of successful and best practice, including identifying deficiencies and assessing the needs for capacity building." Countries are assisted to achieve NEPAD's objectives through constructive peer dialogue and persuasion and sharing of information and opening themselves to critical scrutiny by both peers (other African countries) and independent and widely respected, so-called eminent persons assessing itself on a set of objectives, standards, criteria and indicators in various domains of governance and development.

Since APRM is a mechanism that countries review themselves on several agreed criteria, the results of the self review and recommendations have to be integrated into the national making process for each particular country in order to achieve intended results. Various countries have undertaken the review differently and with differing progress and results. There is thus need to know how to best anchor APRM into the national making process and gauge the influence it is having on national policies. Hence the objective of this study is to understand how APRM could

be integrated into the national policy making to utilize key drivers of positive change. Specific objectives of the study are;

- (i) Assess the extent to which the current domestic policies incorporate the key aspects of APRM and the extent to which it may have influenced local processes and frameworks, and
- (ii) Identify and assess how APRM processes can be more integrated with national policy processes, with particular attention to the information needs of policy-making.

1.2 Approach/Methodology

This study uses both primary and secondary sources of information. In order to understand the APRM process, existing documents were reviewed critically to understand the genesis and the process of APRM; stakeholder participation, their roles, characteristics, interests and networks; factors influencing the process and level of implementation. Reviewed documents included the Kenya self assessments and country reports. In addition, interviews were carried out with the NEPAD secretariat in Kenya that was responsible for this process, the Lead Technical Agents (LTA) who was charged with undertaking the process and important agricultural stakeholders in order to understand how much they were involved and how well agricultural issues were addressed in the process. A Network Analysis of interaction between Kenya Institute of Public Policy Research and Analysis (KIPPRA), the LTA involved in preparing the country self assessment report under the theme on Economic, Governance and Management that dealt with agriculture issues and other stakeholders was drawn.

1.3 Organization of the Report

The rest of the report is organised as follows: chapter two describes APRM in Kenya, first giving an overview and then the process as it was undertaken in Kenya. The process highlights the survey methodology, stakeholder participation, agricultural issues in APRM and ownership of the process. Chapter three outlines the impacts, challenges & lessons learnt in the process and gives recommendations while chapter four concludes.

2.0 APRM in Kenya

2.1 Overview of APRM

The African Peer Review Mechanism (APRM) is an instrument voluntarily acceded to by member states of the African Union as an African self-monitoring mechanism. It is designed to help countries to achieve NEPAD's objectives through "constructive peer dialogue and persuasion" and sharing of information. Each country assesses itself on a set of objectives, standards, criteria and indicators in various domains of governance and development. The primary purpose of the APRM is: "to foster the adoption of policies, standards and practices that lead to political stability, high economic growth, sustainable development and accelerated sub-regional and continental economic integration through sharing of experiences and reinforcement of successful and best practice, including identifying deficiencies and assessing the needs for capacity building."

The mandate of the APRM is to ensure that the policies and practices of participating states conform to the agreed political, economic and corporate governance values, codes and standards contained in the Declaration on Democracy, Political, Economic and Corporate Governance. This document contains prioritized and approved codes and standards in the four focus/thematic areas.

The process is designed to comprise five steps:

- Country self assessments and preparation of background materials, which are preceded by the formation of Support Missions;
- Country Visit and Review by the APR Panel and partner Institutions;
- Preparation of Report on Country;
- Submission of Report to the APR Forum;
- Submission of Country Report to key regional and sub-regional Structures.

The process starts by acceding where the president of that country signs. The country then establishes mechanisms, including the formation of a National Governing Council (NGC), an

oversight body that develops a work plan, guided by the universal APRM questionnaire that has four thematic groups:

- Democracy and Political Governance
- Economic Governance and Management (where productive sectors are handled)
- Corporate Governance
- Socio-economic Development

2.2 APRM Process

Kenya acceded to the APRM in March 2003 in Abuja, Nigeria alongside Ghana and Rwanda. The country designated the Ministry of Planning and National Development, which was responsible for NEPAD projects, as the Focal Point for the APRM process in Kenya as soon as the cabinet gave its approval for launching the peer review process. Thereafter, the Ministry constituted an Inter-Ministerial Task Force chaired by Mr. David S. O. Nalo, then Permanent Secretary, Ministry of Planning and National Development, to map out a strategy for the implementation of the APRM in Kenya in conformity with the APRM guidelines. The task force comprised key ministries and institutions concerned with the thematic areas of the APRM and included officials from Planning, Finance, Justice and Constitutional Affairs, Foreign Affairs, the Kenya National Bureau of Statistics (then Central Bureau of Statistics) and the Office of the President. Representatives from the private sector, civil society groups, academia, and faith-based organizations were also included. At the same time, the NEPAD Kenya secretariat was established, as a semi-autonomous government agency under the Ministry of Planning and Development.

By June 2004, the task force, in conjunction with the NEPAD secretariat, had prepared the road-map for the APR process in Kenya. In July 2004, the Task Force organized the first National Stakeholders Consultative Forum (matrix of stakeholders) on the implementation of the APRM in Kenya to sensitize the public, and to discuss and domesticate the questionnaire. The Consultative Forum was attended by about 600 delegates. The Second National Stakeholders Forum was held later in the same month to finalize the domestication of the APRM questionnaire and propose members of the National Africa Peer Review (APR) Governing Council. The NGC was the independent body that was to direct the APR process. Eight people were selected to

serve – two each for the four thematic areas. In addition, seven slots were allotted to key line Ministries and relevant entities such as the Electoral Commission to provide backstopping advice on relevant projects and programmes. Further, the Minister for Planning nominated two members, one of whom was a Member of Parliament.

The membership of the NGC was later brought to twenty five with the addition of a member from each of the four lead technical institutions (selected at a later stage) and four thematic conveners as non-voting members. Dr. Graca Machel, a member of the APR Panel led an APRM Support Mission to Kenya from 26th to 27th July 2004 to assess the processes and mechanisms put in place by Kenya to undertake its self-assessment and draft a Programme of Action (POA). The Country Support Mission consulted with civil society groups, the media, business associations, parliamentarians, religious leaders, youth and women groups, and commended the progress made so far. Following agitation by the civil society, the CSM recommended an expansion of the membership of the NGC to include more civil society members, and this led to the addition of 8 members from the umbrella NGO Organization to the NGC, bringing total membership to 33. This was important role by the eminent person, since the process had stalled before this visit.

The Memorandum of Understanding on the Technical Assessment Mission and the Country Review Visit was signed on 27th July 2004 between Dr. Graca Machel on behalf of the APR Forum and Prof. Peter Anyang' Nyong'o, then Minister of Planning and National Development, on behalf of the government. The APRM Task Force, in consultations with members of the incoming Governing Council, thereafter selected four (each handling one theme) Nairobi-based local research institutions to lead the review process. The selected technical agencies were as follows:

- African Centre for Economic Growth (ACEG): Democracy and Political Governance;
- Kenya Institute of Public Policy Research and Analysis (KIPPRA): Economic Governance and Management;
- Institute for Development Studies (IDS), University of Nairobi: Socio-Economic Development; and
- The Centre for Corporate Governance: Corporate Governance

The 33-member NGC was inaugurated in October 2004 and given legal status through a gazette notice by the Minister of Planning and National Development for a period of one year, or until the completion of the national APR process. The Inter-Ministerial Task Force was phased out and handed over the national mandate on the APRM to the NGC. The NEPAD Kenya Secretariat had a distinct function to provide secretarial support to the APR process. A second APR Mission, led by Dr. Graca Machel, was fielded to Kenya from 13th to 15th July 2005 to follow up on the national process and resolve emerging issues. Following these, the process of data collection started, which was championed by the four LTAs. Four methodologies (which are discussed in more detail in the next sub-section) were followed in the collection of information; desk research, expert survey, national household survey and Focus Group Discussions (FGD).

Kenya submitted its self-assessment report and a draft national Programme of Action (POA) to the APRM Secretariat in August 2005. Dr. Graca Machel, member of the APR Panel of Eminent Persons led the CRM team to Kenya from 3rd to 14th October 2005 to consider the findings of the self-assessment and complete the APRM eminent persons' country review report. This team comprised of leading African experts in the above four areas of review. The team travelled to all the provinces in the country and met and gathered views from various stakeholder groups in government, private sector and civil society. On the basis of these interactions and borrowing heavily from the Country Self Assessment the team developed the final Kenya APRM Country Report. The Kenya APRM Country Report (including the POA) was tabled at the APR Heads of State Forum on 30th June 2006 in Banjul, the Gambia and at which forum the Kenyan President Mwai Kibaki was subjected to review by his peers. The Forum debated and formally adopted the documents.

Funding for this process came mainly from the government of Kenya, as budgetary allocations through the Ministry of Planning and National Development. The UNDP manages a basket fund for the APRM process, which was used for this process. Contributors to this fund include SIDA and UNDP itself. The APRM also gets direct funds from GTZ and Canadian International Development Agency.

2.2.1 Process of Consultation: Survey Methodology

All the four LTAs employed the same comprehensive approach in data collection that was designed to have the process represent the views of Kenyans. The pre-field methodology comprised: education, sensitization, awareness creation and creation of ownership; realigning, harmonizing and coordinating methodological approaches among technical review teams; identification of stakeholders; recasting the questionnaire into survey instruments; and gathering information and data. In addition to reports from provincial rollout meetings and from groups, four research instruments were developed and used. These are:

Desk Research Instrument

The desk research instrument contained structured questions focusing on relevant governance issues aimed at facilitating desk based information and data extraction. It was designed to collect secondary data and information and to undertake qualitative analysis on issues of governance that were relevant to the theme. For economic governance and management, important documents reviewed included the SRA

Expert Panel Instrument

The expert panel instrument was designed to capture information from a cross-section of leading experts in the four thematic areas. Selection of expert respondents was based on guidelines to enhance reliability of responses and to facilitate production of data of comparable quality and took into account criteria such as age, gender, level of education, being active in public affairs and being respected by members of the society, regional representation (including rural-urban), socio-economic groups, religious faiths, etc. About 100 expert respondents were targeted in all the four themes. The questionnaires were administered by mail. Questions were formulated in a manner to elicit opinions and perceptions. Expert respondents were identified by lead technical agencies, conveners and members of the thematic groups drawn from academics, church and civil society, the media, the government, the private sector and the business community, and the politicians, among others. However, no experts were engaged in agriculture. Prof Kosura, who

was the chair of the department of Agricultural Economics at the University of Nairobi at the time, only joined the process at the report review stage.

National Sample Survey Instrument/Household survey Instrument

The National Sample Survey instrument was designed to capture perceptions of the general population on issues of governance in the four thematic areas. The instrument sought perceptions on the state of governance. A probability sample was used to provide data for the estimation of the indicators developed for the assessment. The ultimate sampling unit was the household while the respondent for the survey was the head of the sampled household or the next senior member. The NASSEP IV sampling frame developed by the Kenya National Bureau of Statistics from the Population and Housing Census of 1999 was the basis for the selection of the sample. A total of 1800 households (1035 rural and 765 urban) from 69 districts were involved in the survey.

Focus Group Discussions Instrument

For FGDs, each thematic group identified the set of core governance issues to be discussed with the focus in the four thematic areas. Lead technical agents developed guidelines and check lists for the discussions. Selection for participation in the FGD took into account inclusiveness and ease of implementation. Participants were identified from all sectors using selection criteria of age, gender, level of education, being active in public affairs, regional representation, socio-economic groups, civil society, politicians, development partners, private business, religious faiths, different sectors, and rural versus urban, areas. The FGDs were undertaken in forums at the provinces and districts.

Report writing, review and editing

The lead technical agents wrote their sections of the report depending on the pillar they were handling. The reports were subjected to reviews by experts in a three day workshop in order to improve them and address any missing issues. Prof Kosura, an expert in agricultural policy and governance, was involved in this review. Editing of the report was done by the NEPAD secretariat in Kenya. At this point, since the POA was too detailed at the beginning, common issues were harmonized and consolidated under one thematic area. For instance, though under

the Economic Governance and Management section governance issues relating to land were identified, most of them were moved to the part of the POA addressing Democracy and Political Governance. This was to minimize detail and to have short and precise actionable plans in the POA.

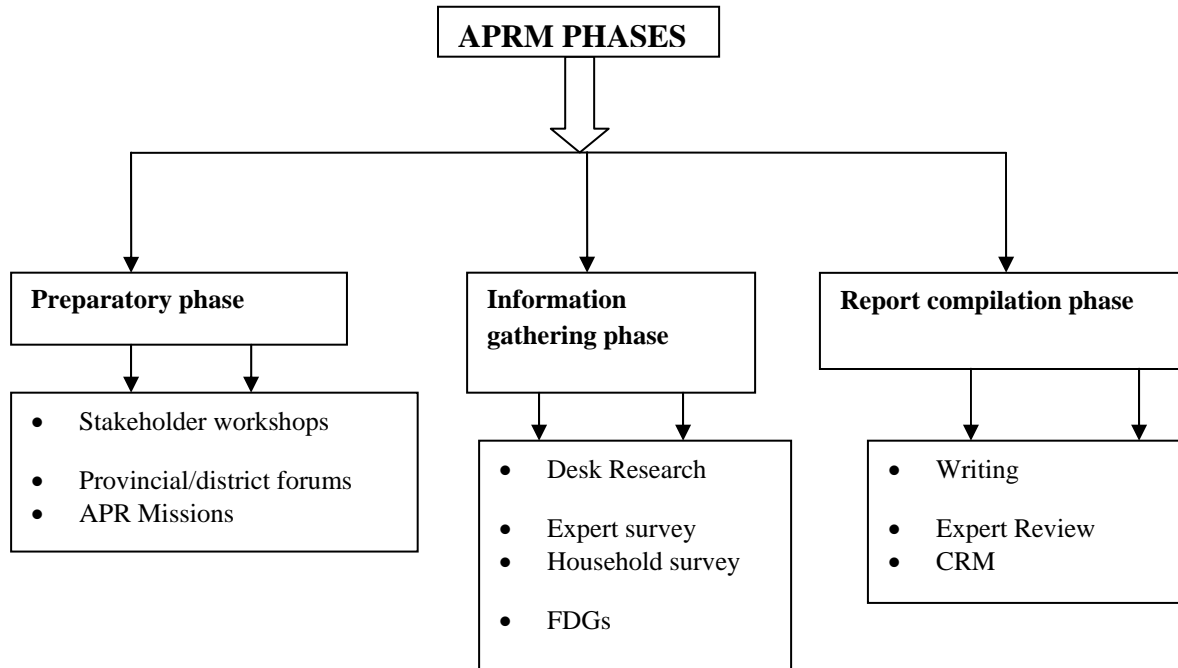
2.2.2 Stakeholders' Participation

2.2.2.1 Overall Participation

We analyze stakeholders' participation in the APRM depending on different phases of the process: preparatory, data collection and report compilation phases (Figure 2.1). Each phase had different participants. Consultations at the preparatory phase involved mainly stakeholder workshops, provincial and district forums, and the APR Missions led by Dr. Graca Machel. Hence in this phase, participation was mainly in the urban areas as the workshops were held in the capital city, Nairobi. This was the same with the APR Mission. However, provincial missions to publicize the process at the provinces and districts involved the rural community. Stakeholder workshops were brainstorming sessions that had large attendances mainly being representatives for various groupings including the civil society.

The information gathering phase was more inclusive, as each methodology intended to capture different participants. The desk research involved mostly going through government papers to bring out important governance issues that should be addressed in the process. Hence this signifies the role of knowledge in the process including government policies like the ERS and the SRA. However, agricultural research reports and papers were not reviewed since this did not go into sector emphasis. Experts participated through the expert survey, and still, the experts consulted on economic governance and management were people with experience on macroeconomic issues and not sectoral. Rural households participated through the national household survey and the FDGs. The report writing phase included the report writing which was done by the lead technical agents, expert review of the report in a 3 day workshop and final editing culminating in the Kenya Self-Assessment Report. The CRM mission, led by Dr. Graca Machel, was then undertaken culminating in the Kenya APRM Report which was presented in Banjul, Gambia.

Figure 2.1: APRM process phases



Source: Kenya Country Self Assessment Report, Author's Compilation

2.2.2.2 Stakeholders Network Analysis: Economic Governance and Management

In order to understand stakeholders involved in the APRM process under the Economic Governance and Management thematic area, we undertook a network analysis with Mr. Benson Kiriga of KIPPRA, the LTA involved in handling this thematic area. This network analysis focused on the part of the report prepared by this LTA (KIPPRA). The following stakeholders were involved in the process:

NEPAD Kenya Secretariat

This is the body that had the overall mandate to undertake the running of APRM in the country under the Ministry of Planning and National Development. It gave the overall leadership, and provided a secretariat for the process. The Secretariat reports to a NEPAD board that consists of permanent secretaries in the key ministries concerned with the APRM thematic areas. The NEPAD secretariat engaged CBS to undertake the household survey and organized the forums that were used by the LTA for the FGDs.

National Governing Council

This body was constituted by representatives from stakeholders, and it had a total membership of 33 members, with the civil society having a strong representative. This NGC had the mandate to steer the process more so on the technical aspect. The LTAs and their conveners were members of the NGC.

Lead Technical Agents

There were four LTAs, each mandated to handle each of the four thematic areas. These were

- African Centre for Economic Growth (ACEG): Democracy and Political Governance;
- Kenya Institute of Public Policy Research and Analysis (KIPPRA): Economic Governance and Management;
- Institute for Development Studies (IDS), University of Nairobi: Socio-Economic Development; and
- The Centre for Corporate Governance: Corporate Governance

These organizations were taken as experts in their areas, and therefore they were more or less given a free hand to undertake their roles. However, the methodology used was the same, since it had been agreed upon at the NGC.

Each LTA had a convener, an expert in that area, who had the mandate of guiding the LTA. The conveners were chosen from the members of the NGC. The LTA had a high level of influence on the output of their section of the report.

Secondary Data Source Institutions

KIPPRA, the LTA that handled Economic Governance and Management, relied mostly on desk research, since they were dealing more with facts and figures. They therefore consulted a lot of organizations, mostly government departments that included the Central Bureau of Statistics, Central Bank of Kenya, Kenya Anticorruption Authority (Now Kenya Anti-corruption Commission), MOF, MOT, East African Community offices, COMESA Desk and the Kenya

Audit Office. Since KIPPRA relied more on desk review, this methodology had one of highest levels of influence on the report it produced.

Experts

In addition to desk review, KIPPRA validated its facts and figures from expert and household surveys. Experts were suggested by the LTAs but were consulted by NEPAD Secretariat. For the chosen experts, a questionnaire was sent which they were supposed to fill and mail back. Experts included head of important organizations like KEPSA, KAM, Kenya Revenue Authority, International Development Research Center (IDRC) and the University of Nairobi. This was also extended to private consultants who were in different sectors. Agricultural experts were left out in this process. Though these were important in influencing the output of the process, they were not as influential like the secondary data that KIPPRA mostly relied on.

Forums

Various forums were also consulted as sources of information. These included the forums held at the province and district levels, and for special interest groups like the Marketing Society of Kenya and the Civil Society

Central Bureau of Statistics

CBS was a member of the NGC. It was engaged by the NGC to undertake the national household survey using its survey which had been used severally by the government.

Households

This was another stakeholder that the LTA used to validate the information that was collected using desk review. A total of 1800 households were involved in the survey, with a joint questionnaire that had questions on the four thematic areas.

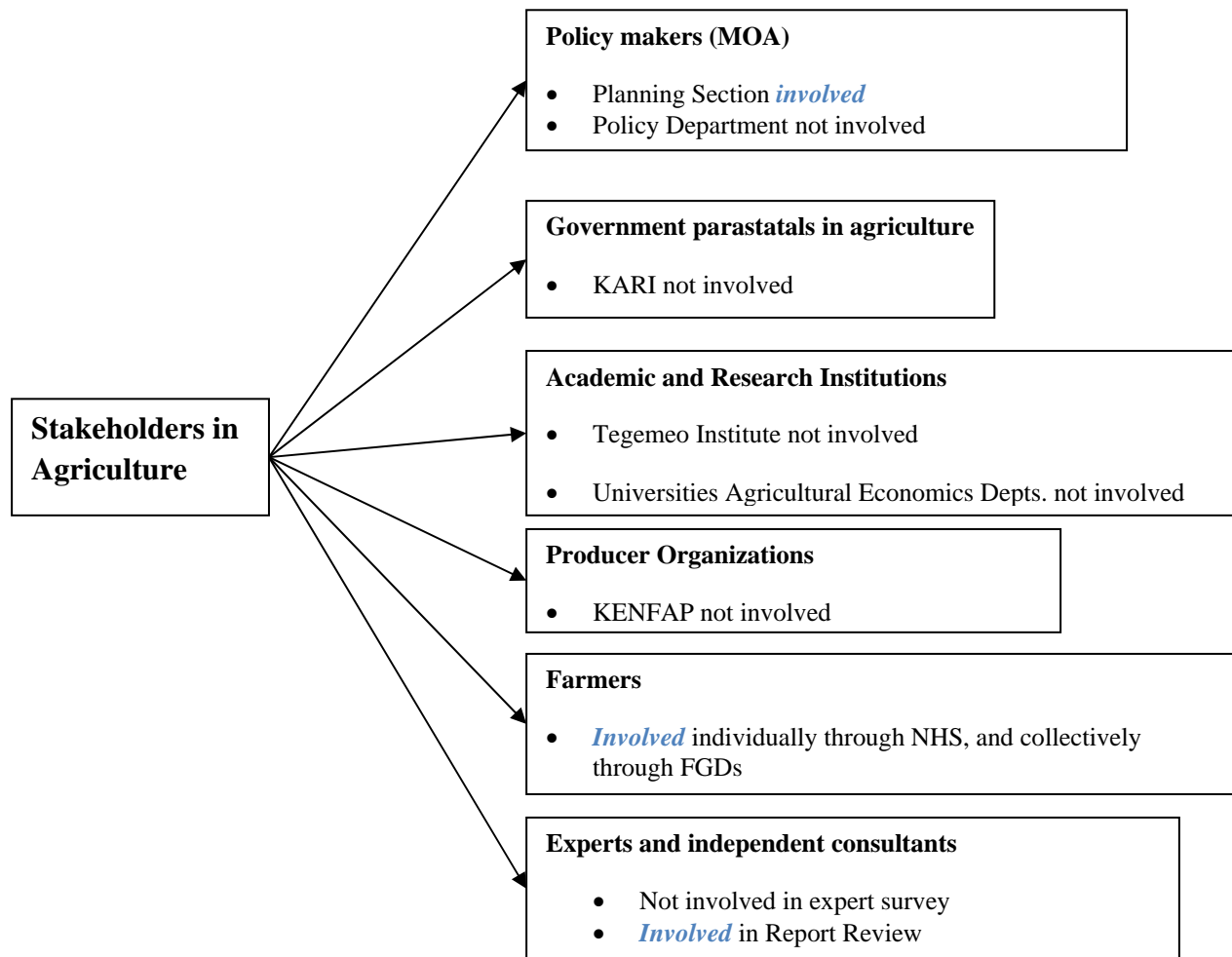
Review Team

This consisted of an expert panel that reviewed the report and gave the recommendations on how to improve the report. It also suggested ways of making the report less technical and more reader friendly.

2.2.2.3 *Participation of Agricultural Stakeholders*

For this purpose, stakeholders in agriculture have been grouped into five categories: policy makers (MOA), Government parastatals, academic and research institutions, producer organizations, farmers, and experts & independent consultants (Figure 2.2). Out of these categories, only three participated in the process. These are the Planning Section at the MOA, farmers through the national household survey, and an agricultural expert, Prof. Willis Oluoch-Kosura in the report review stage.

Figure 2.2: Participation of stakeholders in agriculture



As shown in Figure 2.2, participation by stakeholders in agriculture was inadequate. At the policy making level, key departments in the MOA, including the policy department, were not involved in the stakeholders’ forums, meaning that governance issues in such departments were left out. Agricultural research organizations such as KARI and Tegemeo Institute were not invited to participate. This is the same case with important producer/farmer organizations such as Kenya Federation of Agricultural Producers (KENFAP). Experts invited to participate in the expert survey under economic governance and management were individuals with experience in macroeconomic issues, hence no expert was invited due to his/her expertise/experience in agriculture. Individual consultants with immense experience in agriculture like Dr. Harris Mule

did not participate in the process either. Stakeholder interviews further show that the stakeholders had not seen the APRM reports, and were not aware of the contents therein. Some stakeholders also feel that NGOs, with their numerical advantageous representation at the NGC may have championed the agenda to much more emphasis on matters like corruption. Hence they are of the opinion that some of the ministries like Justice and Constitutional Affairs took up a big chunk of the attention at the expense of other Ministries. This is not helped by the fact that few NGOs championed agricultural issues at that time.

In addition, involvement of agricultural stakeholders can also be related to the leadership in the process. From the inter-ministerial taskforce to the NGC, the agricultural sector was poorly represented with the civil society having numerical advantage at the time. At the same time, during this period, the new constitution making process was at its peak, with most NGOs shifting their attention to civil education, democracy and corruption. To the drivers of the process, this was not an issue however, since the understanding of the APRM process and governance at the time was on these matters. In retrospect, some stakeholders concede that more weight should have been given to agriculture. At the same time, the flow of information was weak and hence could not allow many stakeholders know the importance of the process and seek to be involved. Stakeholder interviews reveal that what is mostly remembered about the process was the leadership wrangles at the start and the presence of Dr. Graca Machel but not the objectives of the process.

Box 2.1: One reason why agricultural stakeholders were largely left out in APRM process

Unlike the civil society, institutions in agriculture are not very aggressive. In most instances, they wait to be invited into a process like APRM, instead of scouting for what is happening and seeking to be involved. As such, they are mostly left out on important matters that concern agriculture. Hence, they should be more aggressive on this aspect

By Geoffrey Omedo, Research Officer, NEPAD Kenya Secretariat

2.2.3 Agricultural Issues in APRM

The APRM process looked at governance issues across all sectors of the economy. Hence, there was no special reference or attention given to any sector of the economy. However, under the Economic Governance and Management theme, agriculture is mentioned as a priority sector as

identified in the NEPAD Framework Document of 2001 together with infrastructure, human resource development, health, environment, and science and technology (NEPAD/APRM, 2006). Hence the understanding from the beginning was that governance issues in the agricultural sector were to be addressed under the Economic Governance and Management theme, without the intention of giving any sector special weight. In undertaking the process, KIPPRA, the lead technical agent in charge of the Economic Governance and Management theme, was guided by the five objectives in the master questionnaire namely:

- Promote macroeconomic policies that support sustainable development;
- Implement sound, transparent and predictable government economic policies;
- Promote sound public financial management;
- Fight corruption in public administration and money laundering;
- Accelerate regional integration by participating in the harmonization of monetary and trade and investment policies amongst the participating states

Since many governance issues cut across different sectors, some issues addressed in the other thematic areas also touched on agriculture.

2.2.3.1 Issues Addressed

The agricultural sector is recognized as very important in the Kenyan economy accounting directly for 26% of GDP, and indirectly, via linkages with manufacturing, distribution, and other service-related sectors, for 27% of GDP. The sector contributes 60% of export earnings and 45% of government revenue. However, its growth has slowed continuously over the last 30 years, from 6% annual growth in the 1960s to 3.5% in the 1980s and to 1.3% in the 1990s. In the period 2001-2004, its growth recovered somewhat to 2.9%. Hence raising agricultural growth, together with increasing quality employment opportunities for youths, promoting education at the primary and secondary levels, and improving micro-credit schemes were among the identified objectives of the Country Assessment Report that, if achieved, would reduce poverty in the community at large.

As mentioned before, governance issues that touch on agriculture are addressed not just under the Economic Governance and Management theme but in the other themes too. These issues are:

Land and other resources

The issue of land was identified as an overarching issue touching on the four thematic areas. The Country Self Assessment Report (CSAR) notes that Kenya is a predominantly agrarian society and land is therefore at the core of social and economic production. However, there is inequitable land access and distribution, with much of the most productive land in Kenya being owned or controlled by individuals with symbolic goals in land ownership or control rather than use of the land as a source of livelihood or for the purpose of meaningful productive processes. Hence, land-based inequality is rampant. The report notes that land has been a key issue during the ethnic-based clashes in the past years. Competition for land, water and other natural resources has been a source of rivalry and conflicts for the semi-arid pastoral communities that escalate to cattle rustling. Land eviction has also been identified as one of the common causes of violation of the rule of law in Kenya in the previous years. Hence land rights should be entrenched in the constitution.

The following was identified as ways of solving land-based problems in Kenya

- a) Develop and implement a coherent land policy to address land ownership, use, tenure and administration
- b) Strengthen Land Management and Tenure Systems (faster procedures in issuing of land titles)
- c) Finalization and implementation of National Land Policy

In addition, the APR panel recommended that land issues be addressed with greater political determination that goes beyond a merely legalistic approach. Hence the government, as a matter of urgency, to adopt and implement redistribution and reallocation policies to enforce equitable access to, and use of land. Inadequate water supply in the ASALs is also recognized as a factor worsening food security situation. In the POA, Kenya resolves to ensuring affordable access to water, sanitation, energy, markets, shelter and land to all citizens especially the rural poor. For

instance, water for food security would be achieved through increased area under irrigation, and flood mitigation.

Institutions and public sector reforms

The presence or absence of good governance practices depends a great deal on the activities of the civil service including the quality of services delivered to citizens. As far as institutions are concerned, the findings reveal that the withdrawal of government from the provision of services such as credit, marketing services, extension services, veterinary services, manufacturing and processing with liberalization have meant that citizens have now been exposed to the vagaries of the free market, with the private sector ill-prepared to step in and take over provision of these services. Shortage of staff (civil servants) is another factor hindering proper service delivery. For instance, the Ministry of Lands had a shortage of quantity surveyors. In a single district like Meru, 66,000 cases were pending at lands office at the time of the survey due to under staffing. In Mombasa city alone, there were 4,000 pending cases of assessment due to lack of staff. In its current state, the civil service cannot be expected to adequately help in poverty reduction or act as an agent of change. At the same time, the Ministry of Lands cannot render competent evaluation services due to poor information management systems. All these hamper implementation of government programmes and efficiency in government departments and public bodies.

To address these, the government has been undertaking public sector reforms. These include legal and institutional framework for the implementation of the Public Private Partnerships (PPP). This framework is intended to allow private sector participation in the provision of key infrastructural services (e.g. water, energy, road and other transport services). At the same time, the government has embraced performance contracting and rapid results appraisal initiatives within the civil service.

Gender inequality and children

Gender inequality is identified as an overarching issue cross-cutting the four thematic areas. The right to inherit land for women was recognized as an important right by 55% of respondents in

the household survey. Lack of access to resources greatly hinders the ability of women to engage in productive income generating projects. Poverty in such instances takes on gendered dimensions. The report notes that adverse effects of poverty and inequality are reported to be most severe among the landless, subsistence farmers, unskilled casual workers, women headed households and the pastoralists in the ASAL. It further notes that women in Kenya largely lack properties that can be used to secure credit facilities from formal credit institutions, hence mostly resulting to and operating at the micro-level and in the informal sector.

Even though the laws of Kenya outlaw child labour (i.e. employment of children under the age of sixteen) this does not seem to apply in the agricultural sector. Here children serving as apprentices are a common phenomenon. Children are also employed as house helps, and in coffee and tea plantations.

The report notes that the ERS was not very explicit on the goal of reducing inequalities between men and women and empowering women. The Country Review Mission (CRM) noted also that the gender dimension was not clearly incorporated into the development programmes in the ERS plan of action with regard to basic social services, access to infrastructure, productive and employment-generating activities, protecting women at the work place and reducing the time burden for women. The panel recommended that the government design and adopt expeditiously a comprehensive affirmative action policy to address the structural challenges and imbalances faced by women at diverse levels in the political, civil, economic, social and cultural spheres. Measures identified to counter these problems should filter down to all districts and local authorities. A review of inheritance laws should also be undertaken within the framework of the new constitution.

2.2.3.2 Proposed Ways of Addressing Constraints Facing Agriculture

The review, under the Economic Governance and Management theme, identified the problems facing agriculture as unfavourable macroeconomic environment; terms of trade shocks; inadequate legal and regulatory framework; frequent droughts and floods; lack of capital and access to credit; ineffective extension services; poor governance and corruption in key institutions supporting agriculture; inadequate market infrastructure and information; high and

multiple taxes; low and declining fertility of land; pests and diseases; poor physical infrastructure (especially rural access roads); lack of storage and processing facilities; insecurity in various parts of the country; dependence on rain-fed agriculture, and increasing incidence of HIV/AIDS, malaria and waterborne diseases. Though some of these constraints are technical in nature, the roots of the problems could be traced to governance as they may be as a result of failure of institutions or un-appropriate legal framework. The CSAR noted that these challenges were to be addressed in a comprehensive way through the ERS and SRA. In addition; the following were suggested on how to resolve some of these challenges.

Credit

It was highlighted that commercial banks have traditionally ignored some sectors mostly because of risk and high administrative costs. Banks consider agriculture, SMEs and small depositors high risk and consequently charge very high interest rates in lending to this business group. Hence the majority of Kenyans rate the lack of access to credit and the high cost of credit as the greatest impediment to business growth in the country. Availability of collateral is a serious impediment to credit access. The CRM found out that major banks were closing rural branches due to low profitability. Further, there were no development banks in Kenya catering specifically for the Kenyan market. There are, however, non-banking finance corporations such as the AFC.

To address this, reforms will have to be imputed by the Central Bank of Kenya. The panel suggested legal reforms and training including a micro-finance bill. The report notes that a transparent and integrated microfinance subsector is desirable, and could ensure the emergence of a better functioning and more efficient microfinance market.

Market access and information

Farmers complained to the CRM that agricultural production costs were prohibitive in Kenya compared to neighboring countries, especially those in the East African Community (EAC). This made it very difficult for their produce to compete favorably with produce from these countries when they entered the Kenya market. In regard to this, the government has taken steps to address some of the issues of markets. It is strengthening governance in the cooperative movement, and a

new Cooperative Act has been enacted. The government has also revived a major milk processing and marketing cooperative (KCC) to protect farmers from exploitation by private players. A marketing department has also been set up in the Ministry of Agriculture, which provides marketing information to assist in the marketing of farmers' products. However, farmers need to be aware of these initiatives.

Inappropriate legal and regulatory framework

The country envisioned solving this problem through

- Strengthening agricultural sector through policy, planning and implementation. This includes ongoing review/harmonization of the legal, regulatory and institutional framework of the sector being undertaken by the ASCU.
- Implementation of the SRA, NASEP, and livestock development programme for the ASALs.

Export diversification

The stakeholders in Kenya agreed that although the country was making progress in diversification of its exports with horticultural products, textiles and a few agro-industrial products, the achievements have been below expectations. Some of the obstacles responsible for limited export diversification were identified as inadequate physical infrastructure, especially roads and telecommunications facilities; limited access to finance, and even more so the high cost of such finance; poor information about foreign markets and the means of gaining access to such markets; trade barriers in many countries; and insufficient entrepreneurial capability to penetrate and survive in global markets for commodities and services different from the traditional exports of Kenya. On diversification, the panel noted that there is no direct focus on diversification as a clear objective of government policy. The panel recommended that the country

- Establishes clear benchmarks, indicators, and targets for diversification;

- Conducts periodic analyses of the areas where Kenya's comparative advantage was emerging and could emerge with appropriate assistance, and specify what needs to be done to speed up the processes;
- Design economically efficient criteria for selective intervention by the public sector, including direct incentives to entrepreneurs (tax relief, subsidies, entrepreneurial and other types of training, market research, assistance in market penetration, fostering of joint ventures), and the institutional and organizational mechanisms and instruments to ensure the effectiveness of policies; and
- Make continuous formal assessment of the effects of indirect policies on diversification policies such as education and training of young people, labor and manpower policies, health policies, infrastructure policies, financial sector policies, policies to address corruption, and monetary and fiscal policies with a view to restructuring and fine-tuning the policies, as necessary, to promote diversification.

At the same time, the report notes that Kenya's heavy reliance on the export of raw agricultural products has made the country vulnerable to external economic shocks, thus limiting its self-reliance in development.

Government shift in policy and abandonment of interventions

Past measures initiated by successive governments to address poverty, including agricultural programmes, have suffered from a number of weaknesses that have limited their effectiveness in achieving their goals. These include: inability to target the beneficiaries, insufficient involvement of stakeholders, and lack of resources and poor monitoring and evaluation systems. In some instances, programmes have not transcended the planning stage due to poor implementation steps. Thus, despite Kenya having well-written and articulated policies in most aspects of socio-economic development, most of these policies were left unimplemented because of bureaucracy, long procurement procedures and a lack of systems for monitoring the implementation of policies.

Enabling environment for economic activities

This can be done by promoting access to rural areas (infrastructure) and better connection (ICT) that promotes accessibility in the rural areas.

2.2.3.3 *How Adequately Agricultural Issues were Addressed*

The APRM process did not have an inclination towards any sector of the economy. Hence, the governance issues that touch on agriculture are in most cases not adequately addressed in the self-assessment report meaning that more comprehensive and in-depth analysis should have been carried out. An example is land, which is mainly addressed under Democracy and Political Governance theme. Here, what is mainly addressed is the issue of conflicts and skewed distribution of land. Important issues to agriculture not addressed are land subdivision and economically inefficient units of land. Interviews with stakeholders reveal that this is an important issue that should have been addressed in details. Related to this, settlements are gradually taking away land in the high potential areas, in essence reducing potential farming land and worsening land subdivision. Examples from developed countries show that agriculture has done well with planned settlements that do not take away potential farming land.

The issue of low budgetary allocation to agriculture should have come out strongly considering that APRM and CAADP (with the Maputo declaration), are both NEPAD programmes; and the importance contribution of agriculture to GDP.

Governance issues that touch on agriculture that are not addressed include:

- Un-harmonized government programmes: In several instance, government programmes and projects, including the ones supported by donors are un-harmonized (not coordinated) leading to duplication of effort and wastage of resources. This is especially the case in programmes that run across the ASM, with some ministries feeling that some programmes belong by certain ministries.
- Low agricultural productivity and the role agricultural research
- Food security and policies on abandoned crops (orphan crops)

- Subsidies and procurement of inputs
- Energy and food
- Efficiency of parastatals
- Rigidities and bureaucracy
- Problem solving in agriculture (Box 3)

Box 2.2: Problem solving in agriculture

The way problems are solved in agriculture is an important governance issue that should come up out of such self assessment as the APRM. He feels that knowledge is increasingly playing a smaller role in addressing problems in various sectors. Instead of engaging experts who can address problems through research, Ministries often appoint commissions and taskforces that mostly comprise of stakeholders. He views that it should be the other way round where experts are engaged to find solutions to sector problems but they consult stakeholders in their work.

By Dr. Harris Mule, Executive Director, Top Investment and Management Services; Former Permanent Secretary in the Ministry of Finance, Kenya; Former Assistant President of Economic Planning at the International Fund for Agricultural Development (IFAD):

2.2.3.4 Why Agricultural Issues were Not Adequately Covered

Agricultural issues came into play through the participation of agricultural stakeholders in the process. These are the representatives of agricultural stakeholders in the stakeholders' forums, agricultural experts, and farmers in Focus Group Discussions (FGDs), and the rural households in the national household survey. However, key important stakeholders were either not adequately engaged/involved or they were left out of the process completely. For instance, key departments in the Ministry of Agriculture were not involved in the stakeholders' forums, meaning that governance issues in such departments were left out. At the same time, there was no effort to give agriculture more weight in the process despite its importance in the economy. This can also be associated with the expertise of the lead technical agent, KIPPRA that handled economic governance and management. The institute focuses more on macroeconomic issues.

Hence, lack of adequate engagement of agricultural stakeholders is one reason why governance issues in agriculture were not adequately handled. At the same time, this can also impede on the implementation of the POA, since lack of participation in the process will lead to less commitment in implementation.

According to agricultural stakeholders interviewed, agricultural issues were inadequately addressed because of the way process was understood, the way it was carried out and the level of engagement of agricultural stakeholders. The stakeholders hence suggested the way such a process would have been carried out in order to address agricultural issues adequately. Three stakeholders were interviewed for this purpose: Dr. Harris Mule, Prof. Willis Kosura and Mr. Muga.

Box 2.3: Alternative way of undertaking APRM

The process should have started with a clear operational definition of governance, which should have been communicated to the participating stakeholders. Failure to do this may make people think that governance is just about corruption (which in fact is an outcome of bad governance). Then a literature review should have been carried at the macro level, to identify governance issues and elements of good governance. Then this would move to the identified sector levels and look at them not in vacuum, but in relation to issues in other sectors and at the macro level. For instance, when it comes to agriculture, this would have involved identifying the characteristics of the agricultural system in Kenya: land policy, inequity and inheritance; marketing and information; public sector institutions in agriculture; agro-based enterprises and management of resources. Once these governance issues had been identified, then surveys would be undertaken to validate, refute or add onto this. The same approach should have been employed in all important sectors identified. At the same time, role of research should have been very important and papers and reports should have been reviewed during desk research.

By Dr. Harris Mule

Box 2.4: Alternative way of undertaking APRM (2)

From the report, it appears the process relied too much on secondary information, in this case desk reviews. At the same time, the focus of the FGDs was more on governance pertaining to establishing democratic space than tackling each of the reproductive sectors separately. Agricultural issues, whether governance or otherwise were not critically examined. The process should have given more weight to agriculture, and the following process should have captured agriculture in a better way: The first step would have been to identify agro-ecological zones, then go to each of these and identify the enterprises within these zones, or for which the zones have comparative advantage. Then constraints that impede on productivity, diversification, competitiveness and value addition would have been identified. This ensures a move from the sector to the sub-sector. Even technical information that did not exactly fit into agriculture governance should have been put into the appendix of the report. Thus in addition to desk research (including the policies), data on micro units should have added to the analysis. Case studies on sub-sectors e.g. maize, sugarcane, cotton etc should have captured governance issues more deeply

By Prof. Willis Oluoch-Kosura, Programme Director, Collaborative MSc Programme in Applied and Agricultural Economics (CMAAE), African Economic Research Consortium; Former chairman, Agricultural Economics Department, University of Nairobi

Box 2.5: Alternative way of undertaking APRM (3)

Agriculture being an important sector in the country, it should have been given more emphasis in the process. This should have been captured first by reviewing the MOA Strategic Plan and highlight the 6 objectives. Secondly, the process should have captured governance issues in all the departments within the MOA, since there are many governance issues that needed to be highlighted.

By Mr. Eliazar B. Muga, Economist, Planning Section, MOA (office in charge of APRM at the MOA)

2.2.3.5 Other Initiatives to Address Agricultural Issues

At the time of the APRM process, there were several other initiatives geared at addressing governance problems. These include the new constitution, public sector reforms and country strategies like the ERS and the SRA. The clamor for a new constitution had been on-going on for a while in Kenya culminating in with the referendum in November 2005 where the proposed constitution was rejected. Among issues that were raised in the constitution was how to address land inequality. Though contentious, the constitution also proposed land inheritance for women.

In addition, various other commissions had been started to address land problems. These include the *Commission of Inquiry into the Land Law Systems of Kenya (Njonjo Commission) of 2002*; and *Commission of Inquiry into the Illegal/Irregular Allocation of Public Land (Ndung'u Report)* released in 2004; Reports from these two commission's contained recommendations to review and correct land injustices/inequalities and unearth deficiencies in legislation. The later focused on the principles of a national land policy that culminated into the government championing the development of a national land policy. Thus, outside the APRM process, there were other initiatives meant to correct land related problems in the country.

Other governance problems in agriculture were to be addressed in the ERS and the SRA. These included provision of market information, access to credit and research, and harmonization of the agricultural acts and legislation. At the same time, the Ministry of Agriculture's Strategic Plan (MoA, 2005) envisioned to strengthen institutions to increase delivery and institution responsiveness by reducing corruption in the ministry, undertaking policy and legal reforms and development of agricultural markets and provision of market information. This was in line with the SRA and ERS. The ERS also envisioned creation of an enabling environment for private sector participation.

Even before APRM, awareness about good governance had increased, with developing partners especially the donors insisting on good governance as a condition for budgetary support.

2.2.4 Ownership

The process of creating ownership started during the initial stages when the process commenced in Kenya. This was through the stakeholder workshops that helped in creating awareness and acted as a forum where the questionnaire was domesticated. The formation of the NGC was comprehensive ensuring the participation of many stakeholders and hence making them develop a sense of ownership for the process.

At the same time, the government was fully involved in the process, from the initial stages where the MPND played a key role, up to the end where the country went all through until the Kenyan president presented the Kenyan report to his peers in Banjul in 2005. The NEPAD secretariat in

Kenya is a semi-autonomous government agency under the MPND which now works with different government agencies to track the implementation of the POA. This shows government ownership of the process, considering that it is a voluntary mechanism.

The extensive methodology used in the process ensured that the views of the people were captured in the report. The methodologies were undertaken scientifically with proper sampling. The involvement of experts further collaborated these views. A stakeholders' workshop held after the process had participants agreed with the process and outcome. This shows ownership by the Kenyan people in terms of process and content.

However, ownership at sectoral level is imbalanced. While some sectors like Legal and Justice were adequately consulted, some like agriculture were poorly consulted and hence they don't have a sense of ownership in the process and the outcome. This brings the issue of commitment to the implementation of the POA by such sectors into question.

3.0 Impact of APRM, Challenges, Lessons Learnt and Recommendations

3.1 Impact of APRM on Agriculture Policy in Kenya

Impact of the APRM process has been observed at various levels:

On Policy Process

Though it is not clear how much this is due to APRM, the level of attention given to governance issues in new policies has increased. For instance, the recently launched Vision 2030, the national vision that is intended to drive Kenya to two-digit growth rates has paid particular attention to governance issues. In the political pillar, one of the guiding principles in order to ensure the vision is “Public Participation in Governance” that will envision to have the people participate in development policies and social activities, put appropriate mechanisms to ensure accountability of government at all levels and strengthen transparency. This will be undertaken through judicial and legal reforms. The MTP, the document detailing how agriculture will contribute to achieving Vision 2030 identifies good governance on institutions, and especially co-operative societies as key to their improvement of service delivery. This is on the realization that many cooperative societies collapsed in the past due to poor management and corruption. Thus, A SACCO bill has been prepared that will ensure administration of an Ethics Code of Conduct for cooperative societies and the decentralization of Governance and Ethics Commission. It also envisions good governance in the redistribution of resources, especially land to enhance accessibility and improved agricultural production.

On Implementation of the POA

The primary purpose of the POA is to guide and mobilize the country’s efforts in implementing the necessary changes identified in the review. The responsibilities of various stakeholders in government, civil society and the private sector are indicated in the POA. Kenya has had two progress reports on the implementation of the POA; a six month progress report covering the period July 2006 to January 2007 (Republic of Kenya and APRM, 2007b)., and a full year progress report covering the period July 2006 to June 2007 (Republic of Kenya and APRM,

2007a). Another full year progress report is almost being completed by the NEPAD secretariat to cover the implementation and progress after June 2007.

The progress reports track the implementation of the activities identified in the self assessment and noted in the POA. However, it is important to note that progress on the implementation does not necessarily translate to impact by APRM process, as it difficult to attribute the impact to APRM process. Most of the governance issues that concern agriculture and identified in APRM were already being addressed in other forums as noted in the response by the government during the presentation of the report at Banjul in Gambia. For instance, governance problems in agriculture were well outlined in the SRA and were being addressed already. However, interview with stakeholders show that APRM strengthened the resolve for the reforms, and it increased the political will for the same.

As noted in the two progress reports, the Kenyan government has made considerable progress in addressing agricultural issues outlined in the POA. These include:

Land: The government is in the process of finalizing the Land Policy and programmes to address land ownership, use, tenure and administration. This has been driven by the earlier established Land Reform Unit in the Ministry of Lands to lay down mechanisms of implementing the provisions of the Land Policy once approved.

Gender and inequality: In order to empower women, the government has established a Ksh 2 billion Women Enterprise Development Fund, with an initial injection of Ksh 1 billion in the financial year 2007/08. This is in addition to legislation to prevent the violation of rights of women.

Institutions and Public sector reforms: The government has been undertaking public sector reforms. The institutional framework for the implementation of the Public Private Partnerships (PPP) is intended to allow private sector participation in the provision of key infrastructural services (e.g. water, energy, road and other transport services). At the same time, the government is undertaking public sector reforms by embracing performance contracting and Results Based Management for Kenyans Programmes rapid results appraisal initiatives.

Provision of market information to farmers: To facilitate this, The MOA has established 1,500 information desks in most districts in Kenya; establishment of a daily price and marketing information bulletin in MOA website; establishment of radio programmes in collaboration with FM vernacular stations and development partners; and the establishment of National Farmers Information Services (NAFIS) facilitated by NALEP through the use of mobiles.

3.2 Challenges Facing APRM Process

APRM has faced various challenges in Kenya.

Awareness

Three years since the process was completed, there are many stakeholders that are not aware of what the process entailed, especially those not involved like the ASM. Many of the stakeholders are of the view that APRM was just about judicial and legal reforms, widening of democratic space and tackling corruption and nothing more on their sectoral governance issues. This is because they were not adequately involved, and the way the process awareness was created in the early stages. For such sectors, commitment to the implementation of the POA is low.

Imbalanced stakeholders' participation

The process faced a problem of balancing stakeholders. Therefore, some stakeholders like the civil society were over-represented while others like the agricultural sector were under-represented and hence their issues were not adequately addressed. This is aggravated by the fact that the NGOs that were represented in the NGC were mostly urban ones that do not have high interest in agricultural issues. Most of them tend to be involved in the current issues of the day, and at that time corruption and the new constitution were the main issues of interest to the civil society. This means that despite the process being seen as widely consultative, important stakeholders still felt being left out.

Institutional and Implementation Capacity

The APRM secretariat, which is now supposed to undertake reviews and coordinate the implementation of the POA is understaffed, and hence it does not have enough capacity to

follow-up and coordinate the POA. In addition, unlike CAADP, RECs are not coordinating the implementation of APRM. To address this lack of coordination and exchange at regional level, the NEPAD secretariat in Nairobi is acting as a as a regional secretariat for East Africa, and an East African Action Plan is being developed.

Progress Reports and Attribution of Impact to APRM

The progress reports detail the implementation of the POA on the issues identified in the review. Thus, the NEPAD Secretariat liaises with the ministries identified in the POA to get progress on identified activities. However, as noted earlier, strategies to address these issues had already been identified even before APRM and were being implemented in some cases like the SRA. Therefore, though the progress reports show how much progress has been made on activities identified, it is difficult to attribute this to APRM and consequently difficult to get the impact of APRM.

3.3 Lessons Learnt

It is Possible to have Efficient Processes that are Widely Consultative

The APRM process was widely consultative, with the NGC having representatives from many stakeholders. Unlike in past policies, where wide consultation mostly leads to delays in processes, APRM shows otherwise. Thus, proper structures can enable efficient policy making that is widely consultative.

Awareness and Participation are Important for Ownership

For stakeholders to feel that they own a process, they first need to be aware and informed about it, and then they need to be consulted and involved in the process. Trying to bring them in at a later stage like the case of implementation of the POA will not create the sort of ownership essential for proper implementation of continental initiatives.

Balanced stakeholder representation is important

The Kenyan case shows a situation where the civil society was very vocal and aggressive that they ended up having a large representation in NGC and more or less controlled the Agenda, at the expense of other groups like ASM. Thus it is not enough that a process is widely consultative, it is also important to maintain a good balance of stakeholders.

Width versus Depth of coverage

Though the process was hailed as successful and widely consultative, the fact that it intended to address all governance issues in all sectors of the economy gives doubt as to how well sectoral issues could have been covered.

3.4 Policy Recommendations

The APRM process can be improved in various ways. These include:

Greater emphasis on Important Sectors

Despite the fact that the process is guided by a general questionnaire, individual countries should have room to give more emphasis to important sectors in different countries. Considering the importance of agriculture to the African economies, and the basis of the APRM programme, the general questionnaire can be modified to particularly address governance issues in agriculture.

Awareness, Review and Ownership

Awareness creation for the APRM should be revisited and enhanced. Emphasis should first of all be enhanced at sectoral level. These stakeholders should then be engaged in the process through the mid-term reviews, where important issues to the stakeholders would then be included, improving ownership and hence ensuring better implementation of the POA.

Implementation Framework

One of the reasons why the APRM process has not had direct influence on policies within ASM is the fact that it is not well linked to the policy making process. For the agricultural sector, the APRM secretariat should be represented at the policy making body, that is ASCU. At the same time, there should be greater coordination between APRM and CAADP, considering that both of

them are NEPAD programmes. CAADP can learn from APRM on the wide participation of stakeholders and APRM can learn from CAADP by having a better link to the sector policy making process.

4.0 Conclusion

The APRM process in Kenya was indeed participatory. From the formation of the NGC to the information gathering phase and writing of the country report, various stakeholders participated leading to a high ownership of the process and outcome. The civil society played a big role in the process and it had a majority in the NGC. However, since APRM was not designed to lay emphasis on sectoral issues, participation by stakeholders in agriculture was inadequate. Key departments in the MOA, including the policy department were not involved in the stakeholders' forums. This is the same with agricultural research organizations such as KARI and Tegemeo Institute, and important producer/farmer organizations such as KENFAP. In consequence, agricultural governance issues were not adequately addressed. Issues addressed included land & conflicts, and proposed ways of addressing constraints facing agriculture like access to credit, market information and regulatory framework. Some issues not addressed include low agricultural productivity, low budgetary allocation to the sector and un-harmonized government programmes in the sector. At the same time, the wide coverage adopted by the process did not allow room for intense analysis of sectoral issues. Greater emphasis should have been given to important sectors like agriculture for a country like Kenya where the sector plays an important role in the economy.

The study shows that the impact of APRM is difficult to attribute since even at the time the process was being undertaken, there were other initiatives geared towards addressing the same governance issues in agriculture. However, the level of attention given to governance issues in new policies has increased since APRM. For instance, the recently launched Vision 2030 has paid particular attention to governance issues.

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Annex: List of Key Informants Interviewed

Name	Title/Designation/Department	Organization
Mr. Geoffrey Omedo	Research Officer	NEPAD Secretariat, Kenya
Dr. Angela Reitmer,	MDG Advisor	NEPAD Secretariat, Kenya
Dr. Dickson Khainga	Analyst	KIPPRA (LTA, Economic Governance and Management)
Mr. Benson Kiriga	Assistant Analyst	KIPPRA (LTA, Economic Governance and Management)
Prof. Wafula Masai	CEO	ACEG (LTA, Democracy and Political Governance),
	Member of NGC, APRM Kenya	
Prof. Willis Oluoch-Kosura	Programme Director, CMAAE	African Economic Research Consortium
Dr. John K. Mutunga	CEO	KENF AP
Mr. Eliazar B. Muga	Economist, Planning Section	MOA
Mr. David Ombalo Otieno	Legal and Regulatory Affairs Section, Department of Policy; Assistant to CAADP NFPP	MOA