



Roundtable meeting: Policy processes on climate change and agriculture in Kenya

Held at Fairview Hotel, Nairobi, 30th September 2010

DRAFT REPORT

By Hellen Osiolo, KIPPRA and Rocío Hiraldo, IDS

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1. Background and objectives

The roundtable brought together key policymakers, implementers and researchers working with climate change and agriculture in Kenya. The meeting aimed at exploring how challenges and opportunities from climate change may play out in the Kenyan agricultural sector through presentations of emerging lessons from case studies in Kenya, and mapping of the Kenyan policy landscape on climate change and agriculture.

The starting point was two ongoing initiatives in Kenya: The DFID/IDRC CCAA project 'Research to Policy for Adaptation' (RPA) and the Climate Change Theme of the Future Agricultures

Consortium (FAC). Drawing on findings from case studies under these and other initiatives, the meeting addressed questions such as: how are climate change adaptation and mitigation strategies negotiated in the agricultural sector? And, how can research better engage with and inform national level policies?

A meeting agenda is shown in Annex I. A list of participants and presentations are available in separate documents from the Climate Change Thematic pages at the Future Agricultures Website (www.future-agricultures.org).

2. Opening and introduction

In this session, chaired by Lydia Ndirangu, KIPPRA, Lars Otto Naess provided an introduction to the policy processes framework with a focus on climate change and agriculture, followed by an overview of the day.

Policy processes on climate change and agriculture: Background

Lars Otto Naess, FAC Theme Coordinator on Climate Change

This roundtable is a joint effort between two initiatives, represented by RPA and the new Climate Change theme under the Future Agricultures Consortium. The context for both initiatives is an increasing focus on agriculture and climate change. Agriculture is now getting the attention it deserves. Over the past two years there has been a growing focus on linkages between climate change and agriculture. This focus takes the form of, on the one hand, impacts and possibilities to adapt, and on the other, the possible opportunities for the agricultural sector for emission reductions and as part of so-called low carbon development pathways. While the experience with CDM has been disappointing, there are expectations that other mechanisms, notably REDD+, might mean increased opportunities for the agricultural sector in Africa. Some, such as FAO, has argued that given the need to transform the agricultural sector towards so-called “climate smart agriculture” could become a driver for better land management while others are less optimistic.

Different actors, narratives and interests

What is clear is that in the climate change arena, there are an increasing number of actors, with different starting points, interests and goals. A large number of adaptation studies have been undertaken, documenting the constraints farmers are facing to adapting to what many already observe as changing climate patterns, changing seasons, etc. As we will also see later today, studies show considerable local knowledge and capacity of farmers and communities, but often institutional barriers hindering change. It is unclear if and how these are informing the various adaptation strategies that are now emerging. In some countries, a number of different departments and ministries are now claiming to be the “climate change focal point”.

One of the problems here is that there is so much going on, and it is easy to lose track of who is doing what, who has influence and in turn, whose goals are being prioritised and whose are not. Are we experiencing an opening to multiple perspectives, or is climate change leading to a narrowing of the debate to a question of “getting the science right?” Importantly, a lot of the

challenges around “climate smart agriculture” are not new. Coping with drought, improving livelihoods in marginal environments, or conserving forests are old concerns. Thus, many of the actions on the ground, though taking into account a changing risk environment, will be variations over what has been happening before. In this situation, are we then learning the lessons from the past, or doing the same mistakes again?

These and other concerns show that the processes of policymaking have not yet got the attention they deserve. A lot of research has gone into impacts, possible adaptation options, and much effort is being put on improving availability of funding. Much less is known about how these processes will play out in practice. This approach is important in order to ensure national and local ownerships, that policies are based on evidence from the ground, that policy conflicts are avoided, and that the needs of the poorest and most vulnerable are prioritized.

Understanding policy processes on climate change and agriculture: two initiatives

This conference emerges as a result of two ongoing activities that are trying to address this gap in our understanding of policy-making:

- **Research to Policy for Adaptation (RPA)**

Funded through the DFID/IDRC climate change-agriculture (CCAA) programme, the overall goal of this project is to increase the ability of CCAA programme partners in East Africa in order to understand climate change adaptation policy processes at local and national levels. We do this through case studies in three countries: Kenya, Tanzania and Malawi. This comprises analysis of the policy context where each of the client projects operate as well as engagement strategies to guide them in efforts to improve their policy influence.

- **Climate Change theme under the Future Agricultures Consortium**

The consortium has been working in Kenya, Malawi and Ethiopia since 2005, but the climate change theme commenced this year. What we are trying to do is to build on the project-specific experiences from the RPA project and to do first national level analyses of policy processes, and as a next step to look at how these processes manifest themselves at national and sub-national levels. Focus countries so far is Kenya and Ethiopia.

Both efforts build on a common understanding of policymaking processes not as neat and linear processes from policy design to implementation but as complex and often rather “messy” affairs. We use the three so-called lenses to help us ask questions that will help understand the policy processes. The framework forms the basis for most of the case studies:

- Narratives and evidence – how is the problem framed, and how are the solutions. For instance, is it a problem for science alone to solve? Answers in this sense affect the solutions that are “available”. What type of knowledge counts, and from where?
- Actors and institutions – what are the actors involved (govt, non-govt), and how do they relate to each other?
- Politics and interests – what are the formal political processes involved, and who do they involve? In turn, these three areas help us to understand what are the policy spaces, which are defined here as the opportunities, moments and channels where citizens can act policies, discourses and decisions.

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3. Bridging research and policy: emerging lessons from case studies in Kenya

During this session workshop participants presented their studies, research findings and reflections. Presentations were followed by comments and discussions.

Presentation 1: Understanding policy process in water and land use management among agro-pastoralists in Northern Kenya.

Lydia Ndirangu, KIPPRA Policy Analyst

Dr. Ndirangu presented her study on policy processes in water and land use management among agro-pastoralists in Northern Kenya. With a starting point that policy spans the interface between actors and non- governmental actors at various levels, her participatory action research attempts to:

- Map out institutions and actors that drive change in policy and practice in land and water use management among pastoralists and
- Assess constraints to bottom-up policy processes.

Although the effects of climate change affect the entire country, pastoralists may bear a bigger brunt of the negative effects of a changing climate. This is because they already suffer disproportionately from high rates of chronic and acute food insecurity. Pastoralism itself has been an adaptation strategy in its own right, but increasingly becoming inadequate in the current climatic context. While on the one hand pastoral communities have adopted several strategies for survival, on the other hand, many external interventions often fail to make sufficient account of pastoralists' experiences, preferences and expectations (McPeak et al. 2007; Swallow, 2005).

Understanding constraints to integration of local experiences and adaptive responses into external interventions would assist in increasing efficiency of policy and other responses in reducing vulnerability of pastoral communities. It would also reveal under what circumstances local adaptive responses are most appropriate and thus inform design of policy intervention.

The analysis identifies a range of policy influencing pathways that could be used for policy to be more responsive to the adaptation needs of pastoralists. Some of these policy spaces include:

- Strengthening the District Steering Group Committees
- Enforcement of existing regulations on water resource use
- Research feedback forums, and;
- Community radio stations.

These would likely give greater recognition and support for sustainable forms of land tenure and resource management, including a supportive framework for transhumance, a critical strategy for securing water and grazing needs during drought.

Comments and discussion points

- What are the climate change issues, adaptations and policies affecting Turkana as a case study? Although communities are not entirely ignorant of formal policies affecting water and land use in the area, only a few seemed to know and understand the policies and how they are arrived at well
- Erosion of the traditional natural resource management system threatens to weaken the voice of the pastoralists in influencing policy matters affecting their resources
- Limited interaction between various actors in water and land sector also affects the understanding and subsequent application of policy and the management strategies
- Is primary education an adaptation policy?

Presentation 2: Integrating Indigenous Knowledge in Climate Risk Management in Kenya: Policy Perspectives

Paul Guthiga, KIPPRA

Indigenous knowledge (IK) has been recognised as crucial to help communities cope with climate change as it forms the basis for local decision-making in many parts of Kenya. IK has however no recognition in climate change policy-making in comparison to natural sciences. Dr Guthiga presented findings from a research project based on a CCAA project in Kenya, which sought to identify opportunities for the inclusion of indigenous knowledge in climate risk management policies.

Comments and discussion points

- What is the role of the current constitution on policy spaces?
- What happens when you formalize the informal (i.e. IK)?
- Can experiences from a small community on IK be used to make national policy?
- It was noted that an upcoming NEPAD workshop in Ouagadougou would focus on local knowledge on climate change and agriculture.

Presentation 3: Environmental Change and Maize Innovation in Kenya: Exploring pathways in and out of maize

Hannington Odame, CABE

The presentation explored pathways in and out of maize in Kenya, and their policy implications. Maize, which had substituted traditional dryland crops, is currently the most important variety for agricultural production in Kenya. With environmental change increases farmers' vulnerability, especially for those reliant on a single crop. The research carried out by CABE, the African Centre for Technology Studies and the STEPS centre sought to identify how social, technical and environmental dynamics are influencing innovation systems in Kenya. Findings suggest that there are three dominant pathways in and out of maize.

- Firstly, there are already favourable circumstances for the use of other crops, including recent government support for traditional cereals and indigenous roots and market opportunities for sorghum.
- Secondly, there are various institutional, economic and environmental opportunities and constraints for the use of informal or formal seeds. Policies are silent on informal seed systems. It is thus crucial to bridge both systems on production, storage and distribution and on existing policies as well as formal and informal regulations.

- Finally, in relation to the use of horticulture it was found that there are key challenges including costs of inputs, lack of access to water and growing climate uncertainty. Access to information on pricing, technical expertise for planting and incentive structure on water harvesting would provide opportunities for farmers increasing their profitability in risk prone areas such as Kenyan dry lands. Climate change provides a potential opportunity to rethink maize policies in Kenya.

Presentation 4: Mainstreaming Agrometeorological Advisory Services into the National Agricultural Policy

Joshua Laichena, KIPPRA

Climate change is affecting agricultural production. This is critical in the Kenyan context as agriculture plays a major role in Kenya's economy and livelihoods of its people. Integration of meteorological forecasting information with agronomic knowledge can help farmers better adapt to climate change. This study by KIPPRA sought to analyse factors constraining the development of agrometeorological advisory services and identify pathways for influencing policy by focusing on key actors, their power as well as influence and policy spaces. The study concluded that there are currently no clear and concrete positions given the uncertainty of climate change effects. Awareness raising campaigns on environmental change and its implications on food security and increased role of non-state actors could help farmers mobilise and influence policy-making in relation to agriculture.

Comments and discussion points

- There is need to decode the information on what farmers are required to do on climate change. What kind of agromet services are we talking about here? What is the demand for different services? There are many efforts in this area but they are diffuse, what activities have been done in this area?
- KMD has given out agro-meteorological information, and the problem may be what has been done with this information? Who uses this information? Also noted the importance of KMD attending this meeting.
- Problem may not be with the lack of policies, but a lack of implementation of the policies
- Can farmers decode this information?
- The presentation is based on a CCAA project operating in three countries: Kenya, Tanzania and Malawi.

Presentation 5: International policy instruments on climate change: Cascading into Kenyan agricultural policies and processes

Harun Maina Warui, KARI

This presentation was based on a study that sought to identify key international climate change policies and mechanisms and to analyse how these are translated into agricultural adaptation as well as mitigation interventions for crops and livestock in Kenya. Additional policy instruments supporting these sectoral interventions were outlined. It was noted that Kenya has a climate change strategy, but no climate change policy. This is related to the fact that the current national law related to the coordination and management of the environment in Kenya has not yet been completed. It was suggested that new policies supporting the current national climate

change response strategy (NCCRS) are needed and that they should create synergies between adaptation and mitigation.

Comments and discussion points

- Show that climate change cuts across sectors
- Need to integrate international policy with domestic policies, since Kenyan policy makers tend to rely more on international policies
- Need to reduce disparity between the arenas on policy debate and arena policy actions

Presentation 6: National Climate Change Response Strategy

Eng. Omedi Moses Jura, Kenya Ministry of Environment and Mineral Resources

This presentation provided information on Kenya's National Climate Change Response Strategy (NCCRS). It was introduced by information on climate change and its impacts on Kenya. The NCCRS is formed by a political component (PMs office) and a technical component (Min. of Env & Min Resources). In addition, a secretariat is being formed to help with the coordination of the strategy implementation. Climate change is affecting national policies in Kenya and NCCRS objectives are affecting other national policies such as the Planning, National Development and Vision 2030 and are converging with global strategies such as the Millennium Development Goals. Mr. Jura outlined the different interventions within the policy, including:

- Adaptation and Mitigation interventions
- Communication, education and awareness programmes
- Vulnerability assessments, impact monitoring and capacity building
- Absorption and diffusion of research as well as technology development

The proposed governance structure for the NCCRS was presented followed by an explanation of action plans, the implementation framework and resource mobilisation plan.

Comments and discussion points

- Does this strategy take into account all the different contexts in Kenya? (geographical, agroecological)
- How is the ministry planning to raise funding for the strategy? At the moment the presented budget is a proposal
- The role of the KCCWG (Kenya Climate Change Working Group) in giving inputs to the process of developing the national strategy.

4. Discussion and conclusions

Several actors were identified in the mapping process:

- *Government:* Ministry of Energy, Ministry of Finance, Ministry of Environment and Mineral Resources, ministry of Livestock, Ministry of Lands, Ministry of Energy, Ministry of Development of Northern Kenya and Other Arid Lands, Department of Meteorological Services, Climate change unit.
- *Donor Partners:* Rockefeller foundation
- Public organizations: Climate Change Exchange Network Africa, ASCUS
- *Civil society:* Africa adopt, Africa adaptation programme,
- Pastoralist Communities
- CBOs
- Informed media
- Research Institutions

It was advised that mapping the Kenyan Policy Landscape should be based on sectors, where the leader and other actors can easily be identified. Other methods for identification of actors are through the flow of funds, skills and goods and services.

Overall, the discussions demonstrated:

- The many policy challenges – but also opportunities – in the agricultural sector
- The many actors working with issues related to agriculture and climate change, and the challenge for the government in bringing these together through the NCCRS
- The NCCRS process has outlined a system of sectoral focal points coordinating actions
- The need to bring private sector representatives closer into policy debates on climate change and agriculture

A strong recommendation that came out was to “bring the policymakers with us” in work to improve the linkages between research and policy.

Annex: Agenda

Roundtable meeting on policy processes on climate change and agriculture
30 September 2010 - Fairview Hotel, Nairobi

8.30-9.00: Registration

9.00-09.30: Welcome and introductions. Chair: Lydia Ndirangu, KIPPRA

Welcoming remarks - Executive Director, KIPPRA

Background to policy processes on climate change and agriculture, and aims for the day - Lars Otto Naess, IDS

09.30-09.45: Tea/Coffee

09.45-11.45: Bridging research and policy: emerging lessons from case studies in Kenya.
Chair: Lars Otto Naess, IDS

- Understanding Policy Processes in Water and Land Use Management among Agro-Pastoralists in Northern Kenya - Lydia Ndirangu, KIPPRA
- Integrating indigenous knowledge in climate risk management in Kenya: policy perspectives - Paul Guthiga, KIPPRA
- Exploring Pathways In and Out of Maize in Kenya: Policy Implications- Hannington Odame, Tegemeo Institute
- Mainstreaming Agrometeorological Advisory Services into the National Agricultural Policy in Kenya - Joshua Laichena, KIPPRA
- International Policy Instruments on Climate Change: Cascading into Kenyan Agricultural Sector Policies and Processes - Harun Maina Warui, KARI

11.45-13.00: Mapping the Kenyan policy landscape: roundtable discussion

Facilitators: Lydia Ndirangu, KIPPRA and Harun Maina Warui, KARI

13.00-14.00 Lunch

14.00-15.00 Summary of discussions and the way forward. Chair: Harun Maina Warui, KARI