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# Kampala Policy and Program Opportunities for Agrifood Systems Transformation in Kenya

**KAMPALA CAADP SERIES**

COUNTRY DIAGNOSTICS

**Brochure #9**

## ***Kampala Policy and Program Opportunities for Agrifood Systems Transformation in Kenya***

KAMPALA CAADP SERIES: COUNTRY DIAGNOSTICS

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**Suggested Citation:** Diallo, M.H. 2026. *Kampala Policy and Program Opportunities for Agrifood Systems Transformation in Kenya*. Kampala CAADP Series, Country Diagnostics Brochure #9. Kigali: AKADEMIYA2063. <https://doi.org/10.54067/KCSD/Kenya/No.9>

This report was produced under AKADEMIYA2063's **Kampala CAADP Series**, an initiative designed to provide a policy deployment package to support the domestication and implementation of the Kampala CAADP Declaration on Building Resilient and Sustainable Agrifood Systems in Africa, adopted by the African Union (AU). This brochure draws on findings from the **Kampala Policy and Program Opportunities Report for Kenya**, part of a series of diagnostic studies conducted in selected countries to support AU Member States and regional economic communities (RECs) in integrating the Declaration's commitments into their national and regional agrifood systems investment plans (NASIPs and RASIPs), while promoting best practices in agrifood systems governance.

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# Introduction

Kenya's agrifood system stands at a pivotal moment. Agriculture remains central to the country's economy, employing a large share of the rural population and underpinning national food security. Yet significant challenges persist. The overall poverty headcount rate rose to 39.8 percent in 2022, with more than 20 million people living below the national poverty line, up from 36.1 percent in 2015 (KNBS 2024). Staple crop production has remained largely stagnant over the past five years and is heavily exposed to rainfed conditions and erratic weather. Public expenditure on agriculture has averaged only 4 percent of total government spending over the past decade, far below the CAADP 10 percent benchmark, while private investment in the sector remains limited (AUC and AUDA-NEPAD 2024).

Kenya recently formulated a new National Agrifood System Investment Plan (NASIP 2026–2030) following the expiration of its first National Agriculture Investment Plan (NAIP 2019–2024), which served as the investment vehicle for the Agriculture Sector Transformation and Growth Strategy (ASTGS 2019–2029). The new NASIP, launched in June 2026, was the culmination of a process to integrate the goals and targets of the Kampala CAADP Declaration into a forward-looking, food-system-oriented investment framework.



A defining structural feature of Kenya's context is its devolved governance architecture. The Constitution assigns the national government the role of policy formulation, capacity building, and technical assistance, while the 47 county governments are responsible for on-the-ground implementation of agricultural services. Developing a credible NASIP is therefore not only a national planning function but also a legal and practical imperative to ensure buy-in and alignment across both levels of government.

To support Kenya in developing an evidence-based NASIP aligned with the commitments of the Kampala Declaration, AKADEMIYA2063 conducted three complementary diagnostics, including this assessment of Kampala Policy and Program Opportunities (K-PPO). This K-PPO brochure reviews Kenya's existing agrifood policies, programs, and institutions across the six Kampala CAADP thematic areas, identifying challenges, gaps, and achievements to be addressed or leveraged in the NASIP design process. It also identifies specific actions, including policy and program opportunities, institutional arrangements, and good practices, that Kenya should adopt across the six commitment areas of the Kampala Declaration to strengthen NASIP implementation and accelerate agrifood systems transformation.





# THEMATIC AREAS

## 1a. Sustainable Food Production

### Policy and Program Framework

Kenya's sustainable food production framework is anchored in the 2010 Constitution of Kenya, which, under Article 43, guarantees every citizen the right to be free from hunger and to have access to adequate food. The Agriculture Sector Transformation and Growth Strategy (ASTGS, 2019–2029) envisions a modern, commercially oriented sector that increases smallholder incomes and strengthens household food resilience. The Agricultural Policy (2021) seeks to address food and nutrition security, reduce post-harvest losses, strengthen intergovernmental coordination, and enhance agribusiness and value addition. The Kenya Climate Smart Agriculture (CSA) Strategy (2017–2026) promotes the transition to climate-resilient farming through conservation agriculture, integrated pest management, and water resource management. Additional instruments include the following:

- **National Agroecology for Food System Transformation Strategy (2024):** Proposes actions to promote sustainable production and consumption and empower smallholders.
- **National Irrigation Policy (2017):** Seeks to enhance sustainable irrigation development and sector performance.
- **National Agricultural Mechanization Policy (2024):** Aims to increase mechanization to boost productivity.
- **Kenya Agricultural Sector Extension Policy (KASEP) (2022):** Aims to enhance the effectiveness of extension service delivery.
- **Post-Harvest Loss Management Strategy (2021):** Supports Member States in reducing post-harvest losses in priority crops.
- **National Seed Subsidy and National Fertilizer Subsidy Programs:** Aim to provide quality inputs at affordable prices.
- **National Biotechnology Policy:** Provides guidance on the responsible development and application of biotechnology.
- **National Agricultural Research System Policy:** Aims to enhance synergy among research and development actors.
- **Agricultural Soil Management Policy (2023):** Implements a sector-wide approach to managing agricultural soils.





- **National Fisheries Policy (2020):** Guides the sustainable management and development of fisheries resources.
- **Sessional Paper No. 3 of 2020 on Livestock Policy:** Seeks to utilize livestock resources for food and nutrition security and improved livelihoods.
- **Rangeland Management and Pastoralism Policy (2021–2031):** Addresses declining rangeland productivity.
- **The Bottom-Up Economic Transformation Agenda (BETA) and the fourth Medium-Term Plan (MTP 2023–2027)** identify agricultural transformation for inclusive growth as a national priority.

## Key Programs

- **Capacity Development Project for Enhancement of Rice Production in Irrigation Schemes in Kenya, Phase 2 (2024–2028):** Aims to increase domestic paddy rice production and productivity by strengthening the domestic value chain in targeted irrigation schemes.
- **National Value Chain Support Programme (NVSP) (2019–2030):** Provides needy farming households with greater access to inputs to improve productivity across priority value chains.
- **National Agricultural and Rural Inclusivity Project (NARIGP) (2016–2024):** Sought to increase agricultural productivity and profitability in targeted rural communities across selected counties.

## Key Institutions

- **Ministry of Agriculture and Livestock Development (MoALD):** The primary ministry for agrifood policy formulation, regulation, coordination, and oversight.
- **Kenya Agricultural and Livestock Research Organization (KALRO):** Conducts research and disseminates technological innovations.
- **Agriculture and Food Authority (AFA):** Regulates and promotes agricultural productivity, quality standards, and certification.
- **Kenya Plant Health Inspectorate Service (KEPHIS):** Oversees plant health, quarantine, and seed certification.
- **County Departments of Agriculture/Livestock/Fisheries:** Responsible for on-the-ground service delivery under devolution.
- **Kenya Agricultural Finance Corporation (KAFC):** Provides credit and financial services to smallholders, agribusinesses, and cooperatives.



## What is Working: Achievements

- Push-Pull pest control technology, which involves intercropping nitrogen-fixing desmodium with napier grass, has been adopted by approximately 150,000 farmers, resulting in a 60 percent reduction in pest-related crop losses (Muhammed 2025).
- Water management innovations in Machakos County, including 50,000 micro-catchments and tied ridges, have led to a 40–60 percent increase in crop yields and improved soil moisture retention (Ngigi et al. 2005).
- Kenya's participatory extension model has established over 2,000 Community Resource Persons, facilitating the adoption of climate-smart agriculture across 15 counties and benefiting over 100,000 farm households (Mutua et al. 2017).
- The Kenya CSA Strategy provides both technical assistance and financial incentives to farmers to increase adoption of regenerative agricultural practices.
- Conservation agriculture among smallholder farmers, integrating agroforestry, residue retention, and legume use, is expanding; improved fallows using *Sesbania* and *Tephrosia* species increase yields by 50–100 percent while rebuilding soil organic matter (K'Owino 2010).
- Precision agriculture tools, including satellite imagery and drone-based monitoring, are increasingly adopted to optimize irrigation, fertilization and pest control.

## Weaknesses and Gaps

- Production of major staple crops has remained largely stagnant over the past five years, with sharp volatility driven by dependence on erratic rainfall.
- Land fragmentation due to population pressure is reducing farm sizes to uneconomical levels and diverting land to non-agricultural uses.
- Public expenditure on agriculture has averaged only 4 percent of government spending over the past decade, well below the CAADP 10 percent benchmark. Public spending has also been skewed toward private subsidies rather than public goods, such as research and extension.
- Adoption of sustainable land management practices and access to agricultural extension services remain low, especially among smallholder farmers.
- Most active food production programs are nearing their end, with only three still being implemented, creating a risk of institutional and programmatic gaps.





## Opportunities and Recommendations

- Increase budgetary allocations to agriculture and reorient public expenditure from private subsidies toward public goods, especially research, extension, and market-transaction-cost reduction.
- Scale irrigation and mechanization programs by building on the Fourth Medium Term Plan (MTP)'s five pilot mechanization hubs and the Agricultural Sector Transformation and Growth Strategy's (ASTGS) prioritized value chains.
- Design new programs to replace expiring projects and ensure institutional continuity across the production support pipeline.

## 1b. Agrifood Trade and Market Access

### Policy and Program Framework

Kenya's agrifood trade architecture rests on a multilateral, regional, and bilateral framework. The Agricultural Marketing Strategy (2023–2032) aims to transition farmers from subsistence to commercial production and to expand access to global and regional markets. Kenya is a WTO member, a signatory to the African Continental Free Trade Area (AfCFTA), and a member of regional blocs, including the East African Community (EAC) and the Common Market for Eastern and Southern Africa (COMESA). The National Trade Policy promotes export-led growth, regional integration, and WTO compliance. Kenya also benefits from an Economic Partnership Agreement (EPA) with the European Union, which provides duty-free and quota-free access for eligible agricultural exports.

The country has participated in the AfCFTA's Guided Trade Initiative. Key instruments include:

- **Export Promotion Policy:** Aims to increase Kenya's share of international markets and diversify export products.
- **COMESA's Simplified Trade Regime (STR):** Implemented in 2010 for trade valued at US\$2,000 or less, simplifying documentation and reducing clearance costs.
- **One-Stop Border Posts (OSBPs):** Established at Busia, Malaba, and Gatuna, OSBPs are integrated border management facilities that combine customs, immigration, and clearance functions into a single stop, reducing delays and costs for traders (AUDA-NEPAD and JICA 2024).

## Key Programs

- **Kenya Agri-Business Development Project (KABDP) (2024–2029):** Seeks to improve market access for targeted agricultural value chains, increase smallholder incomes and food security, and create employment opportunities.
- **National Agricultural Value Chain Development Project (NAVCDP) (2022–2027):** Aims to increase market participation and value addition for targeted farmers and to develop a centralized agricultural dataset to support planning, farmer identification, and resource allocation.
- **Kenya Livestock Commercialization Project (KeLCOP) (2021–2027):** Promotes commercialization of livestock production and improves access to lucrative domestic and regional markets.
- **Livestock Value Chain Support Project, Phase 2 (2024–2027):** Enhances value addition, market access, and competitiveness of dairy and cereal investments.



## Key Institutions

- **Ministry of Agriculture and Livestock Development:** Leads market linkage programs and value chain development.
- **Kenya Bureau of Standards (KEBS):** The national standards body that sets and enforces product and process standards across all sectors.
- **Agriculture and Food Authority (AFA):** Regulates sector-specific value chains, including tea, coffee, and horticulture, and oversees licensing, quality assurance, and certification.
- **Kenya Investment Authority (KenInvest):** The primary government agency for attracting, promoting, and facilitating domestic and foreign private investment.

## What is Working: Achievements

- OSBPs at Busia, Malaba, and Gatuna have reduced average border-crossing time from 24 to 4 hours and saved traders an estimated US\$70 million (AUDA-NEPAD and JICA 2024).
- Common Market for Eastern and Southern Africa (COMESA)'s Simplified Trade Regime has facilitated cross-border smallholder trade by simplifying documentation and certificate-of-origin issuance.
- The Kenya Agri-Business Development Project (KABDP) (2024–2029) and the National Agricultural Value Chain Development Project (NAVCDP) (2022–2027) are active programs supporting market access.

## Weaknesses and Gaps

- Intra-African agricultural exports have stagnated at less than US\$1 billion per year over the past decade; ratification of the AfCFTA has not yet translated into trade growth.
- Limited and inefficient infrastructure connectivity, particularly across the East African Community (EAC) region, raises transaction costs and limits market access.
- Tariff and non-tariff barriers, including phytosanitary standards, remain significant impediments to trade, limiting Kenyan producers' access to EU and AU food safety-compliant export markets. The term Sanitary and Phytosanitary (SPS) standards refers to measures that control risks from pests, diseases, and contaminants.
- Standards and certification capacity constrain export readiness, particularly for compliance with EU SPS requirements.
- Fragmented production systems and the absence of midstream aggregators prevent the supply of consistent volumes to regional buyers.
- Most active market access programs are ending between 2024 and 2027, requiring new initiatives.



## Opportunities and Recommendations

- Develop a targeted trade facilitation action plan: harmonize SPS standards, streamline customs procedures at key border posts, and complete the Lamu Port–South Sudan–Ethiopia Transport Corridor (LAPSSET) linking Lamu to Ethiopia and South Sudan.
- Leverage blockchain technology to enhance supply chain traceability and strengthen compliance with international food safety and quality standards.
- Strengthen standards and certification capacity within KEBS and the Kenya Plant Health Inspectorate Service (KEPHIS) to meet EU SPS and AU food safety requirements.
- Scale up the Simplified Trade Regime and formalize informal cross-border trading corridors as part of the AfCFTA implementation.



## 1c. Agro-Industrialization and Agro-Processing

### Policy and Program Framework

Kenya's agro-industrialization agenda is shaped by a suite of policies and infrastructure initiatives, though no integrated, standalone agro-industrialization investment plan is yet in place. Key instruments include:

- **Kenya National Industrialization Policy:** Promotes value addition and linkages between industrial subsectors and other productive sectors.
- **Kenya Youth in Agribusiness Strategy (2018–2022):** Aimed to improve youth participation in the agriculture sector.
- **Export Processing Zones (EPZs):** Offer fiscal and non-fiscal incentives to export-oriented businesses, including corporate tax holidays and duty and VAT exemptions.
- **Fourth MTP (2023–2027):** Commits to establishing agro-processing hubs as one-stop shops for farmers, providing access to inputs, services, and markets.
- **Empowering Novel Agribusiness-led Employment (ENABLE) Youth Kenya Program (2018–2025):** Creates business opportunities and employment for youth across priority value chains.
- **Youth and Women Empowerment in Modern Agriculture Project (Y-MAP, 2013–2030):** Targets youth and women in horticultural production, agribusiness, and agro-processing.

## Key Programs

- **Youth and Women Empowerment in Modern Agriculture Project (Y-MAP) (2013–2030):** Increases youth and women's participation in horticultural production, agribusiness, and agro-processing, building capacity in new technologies and skills with high income-generating potential.
- **Empowering Novel Agribusiness-led Employment Youth Kenya Program (ENABLE) (2018–2025):** Creates business opportunities and employment for youth along priority agricultural value chains by providing entrepreneurship skills, funding, and business linkages.
- **Project for Smallholder Empowerment and Agribusiness Promotion (SHEP BiZ) (2020–2025):** Aims to improve the livelihoods of smallholder farmers and agri-MSMEs in targeted counties through market-oriented production.

## Key Institutions

- **Ministry of Investments, Trade, and Industry:** Leads trade facilitation, the agribusiness enabling environment, and export promotion.
- **Kenya Investment Authority (KenInvest):** Leads investment promotion and facilitation, offering tax incentives, duty-free importation of machinery, and sector-specific agro-processing incentives to attract investors.
- **Kenya Bureau of Standards (KEBS):** Leads national standards governance and product and process standardization.

## What is Working: Achievements

- Export Processing Zone (EPZ) programs have attracted export-oriented investment through fiscal incentives, offering a model for agro-industrial zone development.
- The Y-MAP program has built the capacity of youth and women in new agro-processing technologies and skills.
- The government's cluster-oriented approach to establishing agro-processing hubs provides a framework for linking production with processing and marketing.

## Weaknesses and Gaps

- Limited access to affordable financing makes it difficult for agro-processing enterprises to upgrade equipment, develop cold-chain infrastructure, or expand capacity.
- Unreliable and expensive energy supply, particularly costly off-grid power, prevents continuous operation and undermines competitiveness.
- Low production volumes limit the benefits of economies of scale for processors.
- Competition from low-cost imports and the informal sector constrains the market share and price competitiveness of formal agro-processing enterprises, thereby limiting investment and capacity expansion.
- Inadequate technical skills in food technology, engineering, and cold chain management limit enterprises' ability to adopt modern production methods and meet international quality standards.
- Only one agro-industrialization-related project will remain active by the end of 2025, creating a significant programmatic gap.



## Opportunities and Recommendations

- Develop integrated value chains in which processors provide oversight from cultivation through end-product marketing via contract farming arrangements.
- Embed dedicated energy solutions, including decentralized renewable options (solar, wind, mini-grid), in all processing cluster designs to reduce unit costs.
- Adapt South Africa's Agro-Processing Support Scheme model: introduce cost-sharing grants to boost agro-processing investment, enhance manufacturing competitiveness, and create jobs. South Africa's Agro-Processing Support Scheme model has been identified as a set of adaptable good practices for Kenya to scale investment in the sector. Kenya can also learn from South Africa's spatial agro-industrial policies, which encourage the formation of industrial clusters to capture economies of scale.
- Invest in skills development through partnerships between private agro-processing firms and public training institutions to ensure training aligns with labor market needs.
- Scale up industrial cluster development and the industrial parks initiative by pursuing spatial agro-industrial policies that provide geographically targeted infrastructure and incentives.
- Make concessional credit, matching grants, and blended finance accessible to agro-processing Small and Medium Enterprises (SMEs) by aligning eligibility criteria, collateral requirements, and repayment schedules with processing investment cycles.

## 2. Agrifood System Investment and Financing

### Policy and Program Framework

Agricultural finance is a primary driver of Kenya's transformation agenda. Yet Kenya has consistently failed to meet the CAADP 10 percent public agricultural expenditure benchmark. While total government expenditure increased by 38 percent between 2015 and 2024, agricultural expenditure remained stagnant at approximately KSh 50 billion, averaging only 4 percent of government spending. Kenya has established a broad range of legal and institutional instruments to expand access to finance:

- **National Agricultural Insurance Policy (2021):** Establishes the National Agriculture Insurance Scheme (NAIS), which provides weather-indexed insurance for crops and livestock.
- **National Payments System Act (2011) and Digital Financial Services (DFS) Policies:** Have enabled mobile money platforms such as M-Pesa to significantly expand financial inclusion.
- **Land Laws (2011–2012):** Provide legal certainty through title deeds required to obtain agricultural loans.
- **Investment Promotion Act (2013):** Established KenInvest to facilitate private sector entry and streamline investment procedures.
- **Public-Private Partnerships (PPP) Act (2023):** Facilitates collaboration among government, financial institutions, and the private sector.
- **Warehouse Receipt System Act (2019):** Promotes structured trade in agricultural commodities by enhancing liquidity and access to finance.
- **Kenya Livestock Insurance Program (KLIP):** Index-based livestock insurance that uses satellite data to trigger payouts to pastoralists during droughts.

## Key Programs

- **Kenya Livestock Insurance Program (KLIP) (2014–ongoing)**: Provides index-based livestock insurance using satellite data to trigger mobile money payouts directly to pastoralists when drought-induced livestock losses exceed a predefined threshold; by 2018, had disbursed over US\$7 million to 32,000 pastoralists.
- **Food Systems Resilience Program (FSRP) (2024–2029)**: Aims to ensure food security and build resilience by investing in value chain development and climate adaptation.
- **Kenya Agricultural Insurance Program (KAIP) (2017–2030)**: Aims to cushion farmers against natural disasters through crop and livestock insurance products.

## Key Institutions

- **Ministry of Agriculture and Livestock Development**: Leads public investment planning and partner coordination.
- **Kenya Agricultural Finance Corporation (KAFC)**: Provides affordable medium- and long-term credit to smallholder farmers, cooperatives, and agribusinesses to finance production, processing, and marketing activities.
- **Kenya Development Corporation (KDC)**: Provides long-term development finance and business advisory services to enterprises in productive sectors, including agribusiness and agro-processing.
- **Kenya Investment Authority (KenInvest)**: The primary government agency for attracting, promoting, and facilitating domestic and foreign private investment.
- **Insurance Regulatory Authority (IRA)**: Regulates and supervises the insurance sector, including oversight of agricultural insurance products such as KLIP and weather-indexed crop insurance schemes.
- **Central Bank of Kenya**: Oversees the sector, payment systems, digital financial services, and financial sector stability.



## What is Working: Achievements

- Kenya's financial inclusion rate shows that over 80 percent of adults have access to formal financial services, including bank and mobile money accounts, providing a strategic foundation for scaling up agricultural finance.
- KLIP demonstrates a successful, cost-effective model of index-based resilience financing: by 2018, it had made payouts totaling more than US\$7 million to 32,000 pastoralists; KLIP beneficiaries were significantly less food insecure than non-beneficiaries (Taye et al. 2018).
- The FSRP Matching Grants (World Bank) are operational across the rice, cassava, and livestock value chains, addressing the financing gap between microfinance and commercial banking.
- The PPP Act (2023) and KenInvest provide a robust framework for mobilizing private capital for large-scale infrastructure, including irrigation.

## Weaknesses and Gaps

- Public agricultural investment has averaged only 4 percent of government spending over the past decade, with no medium-term pathway to reach the CAADP 10 percent benchmark.
- High market interest rates and stringent collateral requirements continue to exclude the majority of smallholder farmers from formal credit.
- Insurance uptake remains extremely low beyond KLIP due to lack of risk awareness, distrust of financial products, low financial literacy and prohibitive premium rates.
- Capital markets are insufficiently tailored for long-term agricultural investment.
- Fragmented finance instruments spread across multiple agencies risk duplication and do not function as a coherent investment ecosystem.

## Opportunities and Recommendations

- Define a medium-term pathway to achieve a CAADP-consistent 10 percent share of public agricultural expenditure, with transparent annual investment plans and county-level disbursement discipline to crowd in private capital.
- Adapt incentive-based risk-sharing systems for agricultural lending, such as Nigeria's Incentive-Based Risk Sharing System for Agricultural Lending (NIRSAL), which uses public funds to provide partial credit guarantees (30–75 percent coverage) to de-risk agricultural lending by commercial banks. A similar program in Ghana, the Ghana Incentive-Based Risk Sharing System for Agricultural Lending (GIRSAL), mobilized approximately US\$0.30 billion in low-cost loans within five years (Bank of Ghana 2024).
- Scale KLIP to additional counties and link it to broader index-based crop insurance under NAIS; tailor products for women and youth who face higher risk exposure and have lower asset buffers.
- Establish a high-level institutional coordination body within a state-owned agricultural development bank to centralize fragmented agri-finance efforts across agencies.
- Leverage Kenya's high financial inclusion rate and the Savings and Credit Cooperative Organization (SACCO) network to deploy inclusive agricultural finance to smallholders, converting account access into productive agricultural investment.
- Scale up blended finance and risk-sharing mechanisms to mobilize private investment in agrifood systems by leveraging public resources to de-risk agricultural investments through instruments such as credit guarantees, crop insurance, concessional loans, and equity financing, alongside tailored financial products aligned with agricultural value chains and production cycles.



### 3. Food and Nutrition Security

#### Policy and Program Framework

Kenya has established a comprehensive framework for food and nutrition security, grounded in its 2010 Constitution (Articles 43 and 53, which guarantee the rights to be free from hunger and child nutrition). Key instruments include:

- **Kenya Food and Nutrition Security Policy (2017–2030)**: Provides a comprehensive framework for food availability, accessibility, and utilization, with targets to reduce stunting, wasting, and other malnutrition indicators.
- **Kenya Food and Food Safety Policy (2018–2028)**: Emphasizes a farm-to-fork, risk-based approach overseen by the Kenya Food Safety Authority (KEFSA) and the Kenya Bureau of Standards (KEBS).
- **National Food Control Plan (NFCP)**: Strengthens food safety systems, surveillance, and rapid response to foodborne outbreaks by incorporating Hazard Analysis and Critical Control Points (HACCP) principles.
- **National Food Reserve Policy (2014) and the Food Reserve Agency (FRA)**: Responsible for stockpiling essential commodities (maize, beans) to buffer against shortages and stabilize prices.
- **Hunger Safety Net Programme (HSNP)**: Provides cash transfers to vulnerable households in drought-prone areas.
- **National School Meals Program**: Provides nutritious meals to schoolchildren to improve attendance, learning outcomes, and nutritional status.
- **Micronutrient supplementation strategies** include fortification of staple foods (maize flour, cooking oils) and distribution of supplements to vulnerable populations.
- **Food Security War Room (FSWR) (2020)**: Real-time data platform integrating food stock, price, and supply chain information from over 26,000 stakeholders across counties, serving as a model for digital food security monitoring.



## Key Programs

- **National School Meals Program (ongoing):** Provides daily nutritious meals to primary school pupils to improve attendance, learning outcomes, and nutritional status, while creating stable procurement markets for smallholder farmers.
- **Hunger Safety Net Programme (HSNP) (ongoing):** Provides cash transfers to vulnerable households in drought-prone areas to improve food security and income, with a shock-responsive design that enables rapid scale-up during crises.
- **Kenya Climate Smart Agriculture Program (KCSA) (ongoing):** Promotes the adoption of climate-smart agricultural practices to enhance food production resilience and reduce vulnerability to climate variability.

## Key Institutions

- **Kenya National Drought Management Authority (NDMA):** Coordinates emergency relief and food aid during climate-related shocks.
- **Ministry of Agriculture and Livestock Development (MoALD):** Leads food production policy and agrifood investment planning.
- **Ministry of Health (MoH):** Leads nutrition policy and food safety regulation, coordinating with MoALD on food and nutrition security outcomes.
- **Kenya Food Safety Authority (KEFSA):** Regulates food safety across the supply chain, conducting inspections, testing, and certification to ensure compliance with national food safety standards
- **Kenya Bureau of Standards (KEBS):** Enforces food safety and quality standards.
- **Food Reserve Agency (FRA):** Manages strategic food reserves.
- **National Drought Management Authority (NDMA):** Coordinates drought response and emergency food aid.

## What is Working: Achievements

- The Food Security War Room (FSWR 2020) serves as a model for digital food security monitoring, integrating real-time data on food stocks, prices, and supply chains from farmers, traders, and agro-dealers. Its “One Million Kitchen Gardens” campaign increased vegetable self-sufficiency in urban households by 12 percent and stabilized key vegetable prices in Nairobi and Mombasa.
- KLIP demonstrates a proven model linking resilience finance to household food security outcomes; KLIP beneficiaries had more meals and were less likely to go to bed hungry.
- The National School Meals Program improves attendance, learning outcomes, and nutritional status, particularly in poorer districts.
- Stock releases and price-monitoring mechanisms have contributed to the relative stabilization of staple food prices.
- The food safety framework (KEFSA, KEBS, and the [National Food Control Plan](#) (NFCP)) provides a statutory basis for farm-to-fork risk management.



## Weaknesses and Gaps

- Fragmented mandates: multiple overlapping agencies (Ministry of Health, MoALD, KEBS, KEFSA) create regulatory gaps and coordination challenges.
- Weak and not yet comprehensively implemented M&E systems make national food security progress challenging to track.
- Limited focus on urban food insecurity; rapid urbanization creates vulnerabilities not yet adequately captured by rural-centric policies.
- Limited nutrition-specific interventions for vulnerable groups, particularly pregnant women, infants, and children, with inadequate targeting and sustainability.
- Food production strategies emphasize production volume but lack targeted interventions to promote dietary diversity.

## Opportunities and Recommendations

- Establish a high-level, multisectoral food and nutrition security coordination body, ideally positioned within the Office of the President or the Prime Minister, to mainstream food security across agriculture, health, and education, following the models of Senegal and Rwanda.
- Operationalize KEFSA as a fully autonomous institution with a clear mandate and a dedicated budget, integrated with KEBS under a One Health framework.
- Embed nutrition outcome targets (dietary diversity, reduction of stunting, and anemia) within value-chain investment packages rather than treating nutrition as parallel programming.
- Expand and institutionalize the Food Security War Room model to enable real-time, nationwide monitoring of food stocks, prices and supply chains.



## 4. Inclusivity and Equitable Livelihoods

### Policy and Program Framework

Kenya faces significant challenges in reducing poverty. The overall poverty headcount rose to 39.8 percent in 2022, with over 20 million people below the national poverty line, up from 36.1 percent in 2015. Rural poverty and high dependence on agriculture leave many households acutely vulnerable to climate and economic shocks. Agriculture employs a large share of the labor force, and the market is overwhelmingly informal. Key policy instruments include:

- **Kenya Social Protection Act (2011):** Legal basis for the Hunger Safety Net Programme (HSNP) and for cash transfers for older persons and persons with disabilities.
- **Kenya Agricultural Transformation and Livelihoods Support Program:** Aims to modernize smallholder agriculture and improve rural incomes.
- **Kenya Youth Employment and Skills Development Strategy:** Focuses on skills training, entrepreneurship, and youth employment.
- **Universal Health Coverage (UHC) Policy:** Aims to reduce health-related poverty.
- **Land Laws (2011–2012):** Provide mechanisms for secure land titles and property rights, essential for agricultural investment.
- **ENABLE Youth Kenya Program (2018–2025):** Creates agribusiness employment and builds entrepreneurship skills for youth along priority value chains.

- **Youth and Women Empowerment in Modern Agriculture Project (Y-MAP, 2013–2030):** Targets youth and women in horticultural production and agro-processing.
- **Food System Resilience Programme (FSRP) Matching Grants:** Provide active co-financing for smallholder agribusinesses in rice, cassava, and livestock.
- **Kenya Livestock Insurance Program (KLIP):** Protects pastoralist livelihoods through index-based insurance.
- **Rural Finance and Community Improvement Programme (RFCIP):** Reduces rural poverty by expanding last-mile financial access.

## Key Programs

- **Hunger Safety Net Programme (HSNP) (ongoing):** Regularly transfers cash to extremely poor households to improve food security and income, with nationwide expansion capacity demonstrated during COVID-19.
- **Empowering Novel Agribusiness-led Employment Youth Kenya Program (ENABLE) (2018–2025):** Creates agribusiness employment and entrepreneurship skills for youth along priority value chains by providing skills, funding, and business linkages.
- **Youth and Women Empowerment in Modern Agriculture Project (Y-MAP) (2013–2030):** Targets youth and women in horticultural production and agro-processing, building income-generating skills and creating employment pathways.
- **Kenya Agricultural Transformation and Livelihoods Support Program (ongoing):** Aims to modernize smallholder agriculture, boost productivity, and improve the livelihoods of the rural poor.

## Key Institutions

- **Ministry of Agriculture and Livestock Development and County Departments of Agriculture:** Primary delivery channels for smallholder support.
- **Ministry of Public Service and Social Protection:** Leads social safety net programming.
- **National Drought Management Authority (NDMA):** Coordinates drought response and social protection across Arid and Semi-Arid Lands (ASAL) counties.
- **Kenya Agricultural Finance Corporation (KAFC):** Provides affordable credit and financial services to smallholders and cooperatives to support production, marketing, and agribusiness activities.
- **Council of Governors:** Horizontal coordination of county-level agricultural implementation.

## What is Working: Achievements

- The Hunger Safety Net Programme has provided sustained cash transfers to vulnerable households, serving as a proven platform for shock-responsive protection.
- KLIP beneficiaries show higher food security, increased milk production, and improved market value of livestock; the KLIP model is more cost-effective than traditional safety nets.
- ENABLE Youth Kenya Program and Y-MAP have created agribusiness employment and skills pathways for youth and women.
- FSRP matching grants have strengthened market linkages and increased the marketed surplus for participating farmers.
- The devolved governance structure, with 47 county departments, provides a substantial platform for localized agricultural service delivery.





## Weaknesses and Gaps

- High rates of youth unemployment and underemployment persist despite programs, indicating structural economic constraints.
- Social protection coverage remains limited relative to the depth of vulnerability; benefit levels and geographic reach are modest.
- Inequitable resource distribution: unequal access to land, credit, and services perpetuates poverty cycles, particularly for women and youth.
- Institutional fragmentation across multiple ministries and county structures results in missed synergies and inconsistent targeting.
- Land rights implementation remains incomplete for many smallholders, particularly women, who lack the documented land certificates required to access credit.
- Extension and financial services are not yet systematically designed to account for women's time-use and mobility constraints.



## Opportunities and Recommendations

- Design inclusion by default across all NASIP delivery systems: mechanization access, extension scheduling, insurance, and credit products must be designed around women's time-use and mobility constraints.
- Scale the ENABLE Youth and Y-MAP models to provide agri-entrepreneurship skills, funding linkages, and processing cluster employment for youth.
- Deepen and expand social protection programs to reach more vulnerable populations: the elderly, children, and unemployed youth.
- Encourage inclusive producer organizations and cooperatives with intentional governance structures to strengthen the bargaining power and market access of marginalized groups.
- Fast-track implementation of land tenure security measures: the legal architecture is in place, but operationalization and titling are urgent priorities, particularly for women.
- Align social protection programs with NASIP production clusters, enabling vulnerable households to transition from safety nets to productive livelihoods.



## 5. Agrifood System Resilience

### Policy and Institutional Framework

Kenya's agrifood system is highly vulnerable to climate variability. Principal risks include erratic rainfall (droughts and floods), outbreaks of fall armyworm and other pests, desert locust invasions (as in 2020), natural resource degradation, and economic shocks, including supply chain disruptions and price volatility. Key policy instruments include:

- **Kenya Climate-Smart Agriculture (CSA) Strategy (2017–2026)**: Promotes climate-resilient farming, biodiversity conservation, and water management.
- **National Climate Change Action Plan (NCCAP)**: Aims to improve adaptive services at the devolved level and enhance drought and flood management.
- **National Climate Change Response Strategy (2010)**: Mainstreams climate adaptation into planning, budgeting, and development objectives.
- **National Adaptation Plan (NAP) (2015–2030)**: Integrates climate adaptation into national and county-level development planning.
- **Kenya's Nationally Determined Contribution (NDC) (2016)**: Commits to a 30 percent GHG reduction by 2030 and includes adaptation priorities for agriculture, land use, and forestry.
- **National Climate Finance Policy (2018)**: Promotes legal and institutional frameworks for access to and management of climate finance.



- **National Agricultural Insurance Policy (NAIP 2021)**: Mitigates risks related to weather, pests, and diseases for crops and livestock.
- **Kenya Livestock Insurance Program (KLIP)**: Provides index-based livestock insurance that uses satellite data to trigger mobile payouts to pastoralists during droughts; recognized as a premier resilience model.
- **National Drought Management Authority (NDMA)**: Uses real-time data dashboards that integrate satellite imagery and predictive models to support evidence-based drought response.
- **Emergency Locust Response Program (ELRP) (2020–2024)**: Provided a coordinated, multi-country response that successfully controlled the 2020 desert locust crisis.
- **Food Systems Resilience Program (FSRP) (2024–2029)**: Currently operational, advancing food security and resilience.

## Key Active Programs

- **Food Systems Resilience Program (FSRP) (2024–2029)**: Aims to ensure food security and build long-term resilience by investing in climate adaptation, value chains, and smallholder support.
- **Kenya Agricultural Insurance Program (KAIP) (2017–2030)**: Provides crop and livestock insurance to protect farmers against natural disasters.
- **De-Risking, Inclusion and Value Enhancement of Pastoral Economies in the Horn of Africa (DRIVE) (2022–2027)**: Supports pastoral production systems across the Horn of Africa, improving the resilience and economic inclusion of pastoralist communities.
- **Program to Build Resilience for Food and Nutrition Security in the Horn of Africa (BREFONS) (2022–2027)**: Aims to build resilience (including for women and youth) to food and nutrition insecurity, climate change, and conflict across the Horn of Africa.

## What is Working: Achievements

- The Kenya Livestock Insurance Program (KLIP) is a globally recognized best practice in index-based resilience financing: by 2018, it provided payouts exceeding US\$7 million to 32,000 pastoralists; beneficiaries were significantly more food secure and had higher livestock productivity (Bett 2019).
- National Drought Management Authority (NDMA)'s digital dashboards, which integrate satellite imagery, ground reports and predictive models, provide an emerging model for evidence-based drought response.
- The 2020 locust crisis response, coordinated between Kenya, Ethiopia, and Somalia with FAO support, demonstrated effective transboundary resilience management.
- Malawi-inspired Innovation Platforms and Learning Centers have been implemented in climate-smart villages, including Nyando in Kenya, facilitating participatory testing and dissemination of integrated soil fertility and CSA practices among smallholder farmers.
- Push-Pull technology and water management innovations in Machakos County represent scalable, farmer-centered resilience models.

## Weaknesses and Gaps

- According to the Fourth Biennial Review Report (AUC and AUDA-NEPAD 2024), Kenya was not on track to meet the CAADP Malabo Declaration resilience benchmarks. The country consistently underperformed against targets for building resilience of livelihoods of farmers, pastoralists, and other food system actors to climate-related risks and shocks.
- Production remains heavily exposed to rainfed conditions, and output volatility is driven by rainfall variability; irrigation coverage is limited relative to arable potential.
- Most resilience programs rely heavily on external funding after projects end; implementation continuity is at risk, raising sustainability concerns.
- Several climate resilience programs (KCEP-CRAL (Kenya Cereal Enhancement Programme–Climate Resilient Agricultural Livelihoods Window), KCSAP (Kenya Climate Smart Agriculture Project), RLACC (Multinational Rural Livelihoods Adaptation to Climate Change), and TWENDE (Towards Ending Drought Emergencies in Kenya)) have either concluded or are ending soon, with few successors in the pipeline.
- Early warning systems are evolving, but operational triggers, local dissemination mechanisms, and pre-financed response protocols are not yet fully embedded.
- Agricultural insurance uptake remains extremely low outside KLIP; the national framework for scaling weather-indexed crop insurance is not yet operational at scale.





## Opportunities and Recommendations

- Scale KLIP nationally and link it to broader index-based crop insurance under NAIS; tailor products for women and youth with higher climate exposure and lower asset buffers.
- Build and institutionalize Multi-Hazard Early Warning Systems that integrate meteorological, market, agricultural, and conflict data, following Ethiopia's model for proactive food security response.
- Strengthen NDMA's mandate and capacity: sustain and expand its digital dashboard for satellite-based, predictive drought management at the national and county levels.
- Transition from donor-dependent resilience pilots to domestic financing: develop a National Climate Finance Roadmap embedding domestic fiscal provisions for resilience within the NASIP investment structure.
- Institutionalize regional coordination for transboundary risk management through the Intergovernmental Authority on Development (IGAD), using the 2020 locust crisis response as a model.
- Design irrigation, storage, and processing hubs explicitly as resilience investments to reduce both climate exposure and market volatility simultaneously.

## 6. Agrifood System Governance and Mutual Accountability

### Governance Architecture

Kenya's agrifood sector is governed by a diverse array of state and non-state actors operating under various coordination mechanisms. At the apex is the Ministry of Agriculture and Livestock Development, which has the primary mandate for agrifood system policy formulation, regulation, and oversight. Under the Intergovernmental Relations Act of 2012, governance is shared between the national government and 47 county governments. While the national government focuses on policy and capacity building, counties are responsible for the direct implementation of agricultural services.

### State Actors

- **Ministry of Agriculture and Livestock Development:** Primary mandate for policy formulation, regulation, and oversight.
- **Ministry of Environment and Forestry:** Climate policy and environmental oversight.
- **Ministry of Cooperatives and MSME Development:** Cooperative sector governance and SME development.
- **Ministry of Water and Sanitation:** Water resource management relevant to irrigation.
- **Ministry of Arid and Semi-Arid Lands and Regional Development:** ASAL-specific programming and resilience.



- **Agriculture and Food Authority (AFA):** Regulatory oversight and market standards.
- **Kenya Plant Health Inspectorate Service (KEPHIS):** Plant health, quarantine and seed certification.
- **Kenya Agricultural and Livestock Research Organization (KALRO):** Research and technology dissemination.
- **Kenya Food Safety Authority (KEFSA):** Food safety regulation and certification.
- **Kenya Bureau of Standards (KEBS):** Food safety and quality standards enforcement.
- **National Drought Management Authority (NDMA):** A key institution for coordinating disaster risk reduction and drought response.
- **47 County Departments of Agriculture/Livestock/Fisheries:** On-the-ground implementation under devolution.
- **Joint Agricultural Sector Consultation and Coordination Mechanism (JASCCM):** The primary bridge for national-county coordination.
- **Council of Governors:** Horizontal coordination among counties through its technical committee on Agriculture, Livestock, and Cooperatives.





## Non-State Governance Platforms

- **Kenya Private Sector Alliance (KEPSA):** The apex private sector body representing a wide range of sectors and industries, providing a unified voice for the private sector and serving as the primary platform for public-private dialogue with the Government of Kenya.
- **Agriculture Sector Network (ASNET):** Brings together agribusinesses, farmer organizations, commodity associations, input suppliers, processors, and other agricultural stakeholders working to transform agriculture, often in partnership with KEPSA.
- **Kenya Development Partners for Agriculture and Rural Development (KDPARD):** A harmonization platform for international development partners.
- **Kenya National Farmers Federation (KENAFF) and National Farmers' Federation (NFF):** Umbrella organizations representing farmers' interests in national policy dialogues.
- **Various commodity cooperatives and farmer organizations:** Support collective market access and value chain development.

## Mutual Accountability Status

Mutual accountability processes, such as the agriculture Joint Sector Review (JSR), have not been well institutionalized and are conducted only on an ad hoc basis. Only two comprehensive agriculture JSRs have been conducted, in 2017 and 2021. Specific challenges include:

- Agrifood sector JSRs have not been regular; multiple JSR-like processes exist (Economic Review of Agriculture, Public Expenditure Reviews) but do not meet CAADP mutual accountability best practices.
- Digital M&E infrastructure is fragmented across agencies, impeding national-level tracking and evidence-based management.
- The 2017 JSR assessment identified inadequate data availability, quality, and utilization as core constraints.
- Non-state actors, such as smallholder farmers, women, and youth, are not yet formally integrated into accountability processes.

## Weaknesses and Gaps

- Fragmented data and analytics across inputs, production, processing, and consumption hinder understanding of food system dynamics.
- Inadequate M&E systems cannot track impacts on marginalized groups or on specific value chains.
- Governance systems reflect a narrow “agricultural sector” view rather than the food system approach required by the Kampala agenda.
- Upstream and downstream actors in the food system, including input suppliers, transporters, and retailers, are not yet incorporated into formal governance.
- JSRs are ad hoc, not regular, inclusive, or comprehensive, and do not meet CAADP mutual accountability best practices.



## Opportunities and Recommendations

- Institutionalize annual or biennial JSRs as inclusive review platforms to assess NASIP and Kampala Declaration implementation progress and adopt Rwanda's model for holding regular, comprehensive, and inclusive JSRs.
- Integrate the CAADP BR process into the agriculture JSR to improve the efficiency and quality of performance reviews and to strengthen evidence-based policy dialogue.
- Expand JASCCM's role and strengthen its capacity to coordinate NASIP implementation accountability across national and county levels.
- Build inclusive platforms that formally integrate women, youth, smallholder farmers, input suppliers, transporters, and retailers into NASIP governance, transitioning from narrow sectoral governance to food system-wide governance.
- Strengthen parliamentary oversight through standing committees on Agriculture, Livestock, and Fisheries in both the National Assembly and the Senate.
- Build MAFS coordination capacity for "who does what and where" mapping to reduce partner duplication and align external investments with NASIP geographic targeting.





# Conclusions and Recommendations

Kenya has a robust set of policies, programs, and institutions that should remain relevant and applicable as the country implements the Kampala CAADP Declaration. However, several structural changes are required to transition from a narrow agricultural-sector approach to a comprehensive agrifood system approach, the defining shift required under the Kampala Declaration.

Key recommendations for ensuring an effective NASIP implementation in Kenya include:

- **Intensifying sustainable food production, agro-industrialization, and trade:** Address land fragmentation, low R&D investment, and inadequate market information. Prioritize farmer-centered solutions, CSA programs (including irrigation and mechanization), and integrated value chain development.

- **Boosting investment and financing:** Strengthen domestic resource mobilization by increasing the share of public expenditures on agriculture in line with the CAADP 10 percent target; leverage PPPs and scale up blended finance and risk-sharing mechanisms to crowd in private investment; and build the capacity of local investors to access financing mechanisms such as climate funds. Develop and expand agribusiness hubs and specialized agro-industrial zones to catalyze greater private investment in agrifood systems.
- **Ensuring food and nutrition security:** Establish a national coordination mechanism to mainstream food security and nutrition across policies and programs in different sectors; increase food production and productivity; strengthen resilience to climate shocks; improve nutrition education; expand targeted social safety nets; and strengthen food security data systems.
- **Promoting inclusivity and equitable livelihoods:** Improve women's and youth's access to productive resources; expand social protection; promote inclusive cooperatives.
- **Building resilient agrifood systems:** Strengthen early warning systems that integrate meteorological, hydrological, agricultural, and market data to monitor climate and food security risks; strengthen the capacity of NDMA, a key institution for disaster risk management; expand smallholder farmers' access to weather-index-based insurance; promote regional coordination for transboundary risk management through regional bodies such as IGAD, which can facilitate joint risk assessments and early warning platforms to improve collective preparedness; and leverage innovative digital tools for real-time risk monitoring and efficient emergency responses.
- **Strengthening agrifood system governance:** Expand the inclusion of food system actors; institutionalize JSRs; strengthen parliamentary oversight through standing committees in both chambers of parliament; and integrate the CAADP BR into the JSR process once JSRs are institutionalized.



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