



BACKGROUND NOTE

Workshop on Strengthening Seed Systems and Market Development in Kenya:

Perspectives on political economy and policy processes

Panafrican Hotel, Nairobi

July 19-20, 2022



Background and Rationale

Seed systems in Africa south of the Sahara have been a central topic in the public discourse as part of wider conversations on policy options for agriculture and rural development. Although seed systems in the region have followed different development trajectories, they do seem to be affected by political economy, farming system, agroecological, and market development factors that policymakers and stakeholders must address if the systems are to thrive. Political economy issues appear to shape the debate, including limited support for agricultural research, restrictive regulations and inadequate capacity of regulatory agencies, and weak vertical and horizontal coordination among different key actors. Political economy refers to actors and coalitions of actors with competing perspectives, interests, and resources shaping seed policy change processes in each country and for each crop (see Hassena et al. (2016¹) and Alemu (2011²) on Ethiopia). Policy and regulatory reforms are purported to facilitate increased production, delivery, and uptake of improved seeds and technologies. Influencing government agencies to initiate the review of existing and enact new policies involves many stakeholders including a range of seed industry players such as regulatory agencies, parliament, agricultural technical groups, government policy directorates, public and private research agencies and seed associations.

Tegemeo Institute of Agricultural Policy and Development of Egerton University and Centre for African Bio-Entrepreneurship (CABE) in partnership with International Food Policy Research Institute (IFPRI) conducted a study between June and October 2019 to assess the pace and dynamics of policy change and the factors that affect the development of maize and potato seed systems and of markets in Kenya. The study involved a review of key policy, regulatory, and strategy documents relevant to seed system and market development in the country, with a focus on the progress made in strengthening maize and potato seed systems and markets and political economy factors that have influenced policy adoption and outcomes. The review was augmented with information from key informant interviews and focus group discussions with a wide range of actors in the respective seed systems.

Findings of the study suggest that Kenya's devolution process and the Jubilee government's Big Four Agenda—alongside political economy factors related to agricultural extension, seed regulations, and public financing—have

had and continue to have a considerable effect on the seed systems and markets for maize and potato, potentially enabling and constraining progress on several fronts.

Despite devolution's many teething problems, it has emerged as a popular system of governance. It provides an opportunity for county governments to identify problems affecting maize and potato production and local solutions. The Big Four Agenda's prioritization of maize presents an opportunity for maize seed market expansion through demand creation. The agenda's focus on enhancing marketing and storage for grains, area expansion, irrigation, and fertilizer use should both directly and indirectly create demand for seed. That could provide the opportunity to support the growth of small-scale seed companies, and thus expansion of the seed market, and could also contribute to acceleration of varietal turnover on farms. However, it would require proper planning and coordination to ensure a supply of seed to meet the potential demand. That calls for greater coordination between the national government (the initiator of the agenda), counties (implementation level of agricultural initiatives), and seed producers and distributors. The need for a strong research–extension–farmer linkage cannot be ignored if research and technology are to be responsive to farmers' needs. The weak extension system in Kenya implies weak linkage between research and the farmer, and that has in part contributed to many maize seed varieties being produced by research but only a few being adopted by farmers. Innovative extension service delivery approaches that bridge the gap between farmers and research are needed.

Prioritizing the potato value chain and emphasizing seed multiplication/ distribution in both the Big Four Agenda and the Agricultural Sector Growth and Transformation Strategy (ASTGS) should give a big boost to the development of the potato seed system, given the political context of the Big Four Agenda. But weak coordination between the national and county governments and a lack of transparency in allocation of resources to counties for implementation of the agenda's initiatives may hinder implementation. The scarcity of certified potato seed in the country, lengthy process of seed production and multiplication, and bilateral negotiations between the Kenya and foreign governments all have contributed to allowing importation of basic seed for multiplication

¹ Hassena, M., Hospes, O., and De Jonge, B. 2016. Reconstructing policy decision-making in the Ethiopian seed sector: actors and arenas influencing policymaking process. *Public Policy and Administration Research* 6(2): 84-95.

² Dawit, A. 2011. The Political Economy of Ethiopian Cereal Seed Systems: State Control, Market Liberalisation and Decentralisation. *IDS Bulletin* 42(4): 69 -77

and germplasm for production of basic and subsequent classes of seeds. However, opposition has emerged regarding importation of foreign potato varieties for multiplication locally. The actors that oppose the idea cite pests and diseases and problems with quality given the different agroecologies in Kenya and Europe, while those that support the idea view the contrary arguments as restricting business. These stances indicate both a contest between domestic and foreign seed and the existence of vast market opportunities in the local potato seed system.

There seems to be little urgency to review the National Seed Policy despite acknowledged recognition of the need for its review following devolution and the need to address concerns that the regulations governing the seed sector are not adequately addressing vegetatively propagated crops such as potato. Classifying potato as a scheduled crop whose seed must undergo mandatory certification in the formal system appears insensitive to the reality that the supply of certified potato seed is quite low and that most farmers could not afford such seed even if it were readily available. The suggestion to allow for Quality Declared Seeds (QDS) for potato seems to be reasonable but that would require changing regulations. It is unlikely that such a change would occur in the near term given the argument that formalizing QDS would work against efforts to control potato pests and diseases. Nevertheless, the need to review seed regulations to guide the use of vegetative propagation technologies such as apical cuttings persists.

Financing to agriculture affects research and extension. Research is key to seed variety development while extension is an important interface between research (variety development) and seed use (demand). However, budgetary allocation to the agricultural sector in Kenya has been generally low, with the share of that allocation in the total national budget declining over time. The current public investment in the agriculture sector is very low – 2-3% of national budget against the CAADP target of 10%. Funding for agricultural research and extension and advisory services is also woefully low, with targets often not met. For example, the World Bank (2019³) reports that the share of expenditure on agricultural research in total expenditure for the agricultural sector averaged 3 percent against a target of 12 percent outlined in the medium-term plan for the sector. Similarly, expenditure share on extension and advisory services in the agriculture sector's total expenditure averaged 3 percent against a target of 6 percent. Although donors and NGOs fund research and extension through projects, the government needs to lead funding for research and extension. This situation calls for innovative financing mechanisms, in particular private public partnerships – with government-backed guarantee funds.

The convening team proposes a national stakeholder workshop to engage policymakers, a range of seed industry players, and development practitioners at the country level to discuss the findings of the research and share ideas and insights for strengthening seed systems and promoting market development in Kenya.

Objectives of the convening



Disseminate the findings of the research



Validate the findings of the research



Provide a platform for the stakeholders to engage in conversations that generate insights to support and influence policy for strengthening seed systems and promoting market development in Kenya.

Expected Outcome



Findings of the research shared with and validated by a diverse group of stakeholders in the maize and potato seed systems in Kenya.



Insights for supporting and influencing policy for strengthening seed systems and promoting market development in Kenya generated and shared with various stakeholders.



A platform/mechanism for continued seed systems stakeholders' interaction and engagement mutually agreed upon.

Structure and approach

The workshop will focus on the political economy issues affecting the development of maize and potato seed systems and markets in Kenya. Consolidated evidence from the study conducted between June - October 2019 will be shared in the form of key policy messages for discussion and validation. In addition, there will be plenary and breakout sessions, and interactive learning sessions to facilitate conversations for ideas and insights that will support and influence policy for strengthening seed systems and promoting market development in Kenya. To ensure the safety of all participants, current COVID-19 protocols laid out by the Ministry of Health, Kenya and WHO shall be fully observed.

³World Bank. 2019. "Improving the Quality of Public Expenditures on Agriculture". Draft Report.

Target Stakeholders

Sixty participants are expected at the workshop. The participants will include senior officers from the Ministry of Agriculture, Livestock, Fisheries & Cooperatives (MoALFC), and specifically Crops and Policy Directorates, and representatives from research and development organizations, farmer organizations, industry associations,

and non-state actors. Government representatives from selected counties relevant for maize and potato and seed companies, producers, traders and users (farmers) located in the counties will also be invited. See system regulatory bodies/ agencies and development partners will also be among the participants.

Partners



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 topical agricultural issues of the day, and in outreach to disseminate research and analysis findings to a range of stakeholders in the agriculture and development space, including government, with a view to influencing policy and decision making processes.



CABE: The Centre for African Bio-Entrepreneurship (CABE) is a Non-Governmental Organisation in Kenya. CABE is established as a knowledge sharing organization that works to enhance the skills of smallholder farmers, women and youth agripreneurs in Kenya to advance their meaningful participation in agriculture and agribusiness activities.



MoALFC: Kenya Ministry of Agriculture, Livestock, Fisheries and Cooperatives is currently comprised of four State Departments: Crop Development & Agricultural Research; Livestock; Fisheries, Aquaculture & The Blue Economy; and Cooperatives. In the devolved government structure, one of the core functions of the MoALFC is formulation, implementation and monitoring of agricultural legislations, regulations and policies, while the 47 County Governments are each responsible for, among other functions, the direct implementation of the policies.



NPCK: The National Potato Council of Kenya (NPCK) is a public private partnership (PPP) and a multi-stakeholder organization that has the responsibility of planning, organizing, and co-coordinating value chain activities of the potato subsector and developing it into a robust, competitive, and self-regulating industry.



IFPRI: The International Food Policy Research Institute (IFPRI) provides research-based policy solutions to sustainably reduce poverty and end hunger and malnutrition in developing countries. Established in 1975, IFPRI currently has more than 600 employees working in over 50 countries. It is a research center of CGIAR, a worldwide partnership engaged in agricultural research for development.



ISSD Africa: The Integrated Seed Sector Development (ISSD) is an international community of practice, supporting seed sector transformation and innovation on the African continent. ISSD approach aims to strengthen different seed systems on a national and continental scale. The ISSD approach supports the development of a vibrant, pluralistic, and market-oriented seed sector.

Stakeholder Workshop Programme

**Day
1**

Tuesday, July 19, 2022

0800hrs – 0900hrs	<p>Arrival & Registration</p> <p>Light refreshments</p>
0900hrs – 0930hrs	<p>Introductions & Story telling</p> <p>The journey/experience of the farmer, extension officer and marketer from the ground.</p> <p>Facilitator/Moderator: Michael Ondialla, Founder, C.E.O - Agronomy Plus</p> <p>Rapporteur: Sharon Waswa, Centre for African Bio-Entrepreneurship (CABE)</p> <p>Sketch Artist: Harrison Chege, Founder, CEO, Artmania Creatives</p> <p>Speakers:</p> <ul style="list-style-type: none"> • Ephantus Kiome (input and extension access in potato)– Meru • Rosemary Wanjiru (potato marketing) - Nyandarua • Emelda Naliaka, (input and extension access in maize) – Trans Nzoia • Peter Waboya (maize marketing) - Bungoma
0930hrs – 1015hrs	<p>Welcoming remarks and a brief background on the context and the primary goals and objectives for the convening.</p> <p>Facilitator/Moderator: Michael Ondialla</p> <p>Speakers:</p> <ul style="list-style-type: none"> • Wachira Kaguongo - Chief Executive, National Potato Council of Kenya (NPCK) • Lucy Njenga - Director of policy, MoALFC • Hannington Odame - Executive Director, Centre for African Bio-Entrepreneurship (CABE) • Gideon Obare - Director, Tegemeo Institute of Egerton University • Bockline O. Bebe - Ag. DVC, R&E, Egerton University
1015hrs – 1100hrs	<p>Session I: Official Opening and Keynote Address</p> <p>Francis Owino, Principal secretary, State Department for Crops Development and Agricultural Research Ministry of Agriculture, Livestock, Fisheries & Cooperatives (MAoLFC)</p> <p>Moderator: Charles Mbuthia, Chief Executive Officer of the Agriculture Council of Kenya</p> <p>Panel Discussion:</p> <p>Key note speaker</p> <ul style="list-style-type: none"> • Mr Wachira Kaguongo - Chief Executive, National Potato Council of Kenya (NPCK) • Mary Nzomo, CEC Agriculture Trans Nzoia County • Mary Wambui, Program Officer, Seed Savers Network (SSN)
1100hrs – 1130hrs	Q&A
1130hrs – 1200hrs	Health Break, Group Photo & Press Briefing

1200hrs – 1220hrs	<p>Session II: Strengthening Seed Systems and Market Development in Kenya: Perspectives on Political Economy and Policy Processes</p> <p>Objective: Share policy research findings and their relevance to policy and practice for Strengthening Maize and Seed Systems and Market Development in Kenya</p> <p>Moderator: Anna Wamache-Managing Director & Technical Lead, Agriculture & Strategy Consulting, Le Brit Services Limited</p> <p>Speakers:</p> <ul style="list-style-type: none"> • John Olwande – Tegemeo Institute, Egerton University • Hannington Odame - Executive Director, Centre for African Bio-Entrepreneurship (CABE) <p>Q&A</p>
1220 – 1230hrs	<p>Breakout Session A: The place of Evidence in seed systems and market development</p>
1230hrs – 1310hrs	<p>Objective: Generates insights to support and influence policy for strengthening seed systems and market development in Kenya</p> <p>Facilitator: Joyce Malinga, Director Planning, Performance Management and Quality Control, KALRO.</p> <p>Break-Out 1: Access to quality seed and inputs</p> <ul style="list-style-type: none"> • Session Chair: Simon Mwombe, MoALFC <p>Break-Out 2: Access to extension</p> <ul style="list-style-type: none"> • Session Chair: David Campbell, MEDIAE Ltd (Shamba shape up) • Session Chair: David Ombalo, MoALFC <p>Breakout Session A: Group presentations and Q&A</p>
1310hrs – 1330hrs	
1330hrs – 1430hrs	<p>Lunch Break & Exhibitions</p>
1430hrs – 1530hrs	<p>Session III: Policy and Regulatory Spaces for strengthening Maize and Potato Seed Systems and Market Development in Kenya</p> <p>Objective: Explore spaces to improve policies and regulations governing the seed sector</p> <p>Moderator: Sanni Kayode, Leader of Alliance for Hybrid Rice in Africa (AHyRA)</p> <p>Speaker(s):</p> <ul style="list-style-type: none"> • Simon M. Maina, Head, Seed Certification and Plant Variety Protection <p>Panel Discussion:</p> <ul style="list-style-type: none"> • Duncan Ochieng Onduu, Executive Officer, Seed Trade Association of Kenya (STAK) • Margaret McEwan, Senior Scientist, Seed Systems, International Potato Center (Nairobi) • Mulemia Maina, Managing Director, AgriExperience Ltd Nairobi, Kenya <p>Plenary Q&A</p>
1530hrs – 1600hrs	
1600hrs – 1630hrs	<p>Wrap-up for the day</p> <ul style="list-style-type: none"> • Michael Ondialla, Founder, C.E.O - Agronomy Plus • Sharon Waswaa, Centre for African Bio-Entrepreneurship (CABE)
1730hrs – 2100hrs	<p>Networking Reception and Dinner</p> <p>Facilitators – Michael Ondialla and Sharon Waswaa</p>

0800hrs – 0900hrs	<p>Day registration and welcome</p> <p>Light refreshments</p>
0900hrs – 1000hrs	<p>Recap of Day I:</p> <p>Emerging storylines of journeys/experience of the farmer, extension officer and marketer from the ground as captured by Sketch Artist</p> <p>Facilitator/Moderator: Michael Ondialla, Founder, C.E.O - Agronomy Plus</p> <p>Sketch Artist: Harrison Chege, Founder, CEO, Artmania Creatives</p>
1000hrs – 1030hrs	<p>Session IV: Promoting integrated seed systems and market development for inclusive and sustainable growth</p> <p>Objective: Supporting the development of a vibrant, pluralistic, and market-oriented seed sector in Africa</p> <p>Moderator: Fadda, Carlo, Director, Biodiversity for Food and Agriculture</p> <p>Speaker:</p> <ul style="list-style-type: none"> ● Dawit Alemu, SWR Country Representative & RAISE-FS Project Manager, Addis Ababa, Ethiopia <p>Panel Discussion:</p> <ul style="list-style-type: none"> ● Jacinta Waliaula, County Assistant Director of Agriculture, Tranzoia ● Mr. Anthony Kioko, CEO, Cereals Growers Association (CGA) ● Daniel M. M'Mailutha, CEO, Kenya National Farmers' Federation (KENAFF) ● Onesmus Makhanu, CDA, Bungoma County
1030hrs – 1100hrs	<p>Session IV Plenary Q&A</p>
1100hrs – 1130hrs	<p>Health Break, Group Photo & Press Briefing</p>
1130hrs – 1200hrs	<p>Session V: Finance & Investment Solutions in Maize and Potato Seeds Systems Development</p> <p>Objective: Draw lessons from innovative finance & investment options for seed Systems and Market Development in Kenya</p> <p>Moderator:</p> <ul style="list-style-type: none"> ● Timothy Njagi, Research Fellow, Tegemeo Institute <p>Speaker:</p> <ul style="list-style-type: none"> ● Gem Argwings Kodhek, Consultant <p>Panel Discussion:</p> <ul style="list-style-type: none"> ● Agatha Thuo, General Manager, ASNET ● James Mutonyi, Managing Director, Agmark ● Joseph Komu, E-Voucher Programme, Coordinator
1200hrs – 1230hrs	<p>Session V Plenary Q&A</p>

<p>1230hrs – 1310hrs</p>	<p>Session VI: Breakout Sessions: Innovative Regulation, Finance & Investment in maize and potato seed Systems and Market Development in Kenya</p> <p>Objective: Draw Lessons from innovative Regulation, Finance & Investment in maize and potato seed Systems and Market Development in Kenya</p> <p>Facilitator: Timothy Njagi, Research Fellow, Tegemeo Institute</p> <p>Break-Out 1: Regulations for Strengthening Seed Systems and Market Development</p> <ul style="list-style-type: none"> • Session Chair: Beatrice Aiyabei , Export and Distribution Manager, Kenya seed Company Ltd <p>Break-Out 2: Promoting integrated seed systems for inclusive and sustainable growth</p> <ul style="list-style-type: none"> • Session Chair: Jackson Langat, MLE Officer, Tegemeo Institute <p>Break-Out 3: Finance & Investment Solutions in and Market Seeds Systems Development</p> <ul style="list-style-type: none"> • Session Chair: Philip Musyoka, Private Consultant
<p>1310hrs – 1330hrs</p>	<p>Breakout Session B: Group presentations and Q&A</p>
<p>1330hrs – 1430hrs</p>	<p>Lunch Break & Exhibitions</p>
<p>1430hrs – 1500hrs</p>	<p>Session VII: Closing panel</p> <p>Objective: Draw lessons from the National stakeholder Workshop on Strengthening Seed Systems and Market Development in Kenya</p> <p>Moderator: John Olwande, Research Fellow, Tegemeo Institute</p> <p>Panel Discussants</p> <ul style="list-style-type: none"> • Wachira Kaguongo - Chief Executive, National Potato Council of Kenya (NPCK) • Lucy Njenga- Director of policy, MoALFC • Hannington Odame - Executive Director, Centre for African Bio-Entrepreneurship (CABE) • Lusike Wasilwa - Director of crop systems, KALRO
<p>1500hrs – 1530hrs</p>	<p>Evaluation, Vote of Thanks and Closing Remarks</p>

