

## Policy Impact Workshop - Notes

### Programme

#### Day 1

- Registration
- Opening
- Introduction of the participants and to the purpose of the workshop:
- Exercise: How smallholder dairy production has changed in Kenya
- Presentation: An overview of the SDP
- Group work: 1) The SDP; 2) SHD Policy Context Changes
- Brainstorm/Exercise: Smallholder Dairy Sector Stakeholders

#### Day 2

- Recap of Day 1 and DELIVERI Project Example
- Key Actor Behaviour
- SDP and External Behaviour
- Causal Links

#### Day 3

- Completing the map
- Identify issues for further investigation & who to talk to.

### Opening

Dannie Romnie opened the workshop. Cokro Leksmono introduced the workshop and asked participants to introduce themselves.

### Participants (Facilitators: Lexy, John, Dannie)

- Amos Amori, ILRI, SDP
- Julius Nyangaga, ILRI, SDP
- Henry Magara, Strengthening the Informal Sector Training and Enterprise, previously with MoLD in Kiambu
- Margaret Wambugu, ILRI, SDP & KDDP
- Lucy Chege, MLF, Kiambu
- Josephine Kirui, Land O' Lakes Inc.
- Steve Ashley, UK Consultant, the IDL Group, doing the final project review of SDP, also facilitated the SDP 2001 log frame workshop
- Rachel Sila, Public Health Officer, MOH Muranga
- H.G.Muriuki, ex MoLD & SDP
- Nick Hooton, worked for SDP for 2½ years on policy interface and knowledge and information systems in the dairy sector in Kenya.
- Professor Arimi, University of Nairobi Dept of Veterinary Medicine, worked with SDP on health risk assessment
- Professor Gangethe, University of Nairobi, Public Health
- Gabriel Karanja, Milk Trader, Thika
- George Gichungu, DLPO, Thika

## **How the Smallholder Dairy Sector has changed in Kenya**

Participants were asked to write what they think has changed in the smallholder dairy sector in Kenya in the last few years, on cards which were then organised into categories:

### **Organisational Change**

- There has been a lot of changes of the main actors like Directors of Livestock Production, MD KDB
- Changes in Ministry Structure that gave Dairy Department prominence

### **Policy Change**

- Steps taken to mainstream the informal milk
- The revised co-operative societies act
- New dairy bill now recognises the important role of milk raw milk market has been re-drafted and finally presented to parliament in 2004
- Raw milk traders now being licensed
- Increased liberalisation in milk marketing
- Liberalisation of delivery of services to the private sector has continued, such as Veterinary service and AI

### **Practical Change**

- Privately owned milk processors play a big role where there was an increase in the number of processors followed by decrease, to end with a few large scale processors
- Introduction of new products into the market, e.g.: yoghurt, cheese
- KCC died and milk sold by private processors and hawkers, now KCC showed trend to be resurrected
- Market liberalisation of dairy products
- Entry of imported semen into the market – improved germplasm of smallholder stock
- Entry of informal trader into the dairy sector, not organised into any co-operatives but individual enterprises – more income from milk sales
- Cost of input keeps raising
- Improved economic status of smallholder due to availability of market
- The dairy processing sector has seen some major processors consolidate their market niche and are able to control producer prices
- Spread of headsmut resistance Napier which have assist farmers at tea zone
- Government ministry able to understand milk market
- More household involved in dairy production
- Hygiene practices have improved and that smallholders is equipped with relevant information/training-clean milk production through trainings
- Land sizes are smaller and dairy farmers are relying more on external sources feeds
- The SITE project with KDB
- Artificial insemination services are privatised leading to importation of semen
- Dairy goat are spreading fast
- The realisation of raw milk market

### **Behavioural changes**

- Public debate on the public health concerns of informally marketed milk
- Recognition of the importance of the informal market sector
- Informal milk marketing has been playing a major role
- Farmers place increased importance on dairying as a cash earner due to collapse of other cash earners sectors such as coffee and tea

- Positive attitudinal change by highest level policy makers towards the role of informal milk market
- Understanding quality change in milk hawkers also sale of quality milk
- Emphasis change from need to increase production to need to improve marketing
- More attention to Kenya dairy sector in the media
- Mismanagement of dairy societies leading to farmers opting for the informal milk market
- Hawking of milk has reduced since through training smallholders have been encouraged to acquire premises which then can maintain good health standards
- Organised groups have been formed and therefore better follow up in case of advice
- More informed and knowledgeable farmers joining the industry
- Quality milk product i.e.: adulteration is minimal and therefore reduce cheating and malnutrition to users which might depend on milk, e.g. : infants
- Increased awareness of benefits of training informal market agents

#### **Need further discussion (changes with no evidence)**

- Impacts on the ground are unknown
- Increase in milk consumption per person
- Regional efforts to improve the sector
- Dairy farmer are relying more and more to private extension providers
- Reduction of disease spread through milk either contamination or diseases since they can be detected through simple test taught to smallholders

#### **Questions and Comments**

- What's the difference between policy change and behaviour - policies are usually written.
- The increase in private suppliers was a result of liberalisation
- The new Dairy Act is not yet passed but is already having an impact on behaviour
- The process of finalising policy takes too long in Kenya. The situation has often changed before the policy are finalised and put into practice
- Higher yields on farms have been measured by SITE.
- Although the overall consumption of milk has increased due to population growth, the individual consumption has gone down.
- Should we separate attitudinal changes from behavioural change?

#### **An introduction to the SDP**

Presentation about the history, organisation and activities of the SDP by H.G.Muriuki

#### **Group Work:**

Participants were divided into groups: Group 1 (SDP Staff) – to develop a project time-line and identify the key events and changes; Group 2 (Other Participants) to develop a “rich description” of the current policy context for smallholder dairy production in Kenya and in 1996 and Identify any key external events which have influenced how the policy context for smallholder dairy production has changed.

## Group 1: The SDP Timeline

1996	1997	1998	1999	2000	2001	2002	2003	2004
Project Preparation (from 93 - 97)	Rapid Appraisal (Nov 97)	Central Characterisation Study (3-4 mth/mid 1998)	SDP Retreat (1) Naro Moru, Phase 2, October 99, Activities planned and 3 task teams developed (1. chrctrn' and diag. 2. val and dissem. 3. Mngmt)	Snapshot Review, start of phase 3, Oct 00	Lake Elementaita meeting to design new log frame to incorporate policy influencing, 4-8 Feb 01	SDP retreat 2 Aberdares. Activity planning-log-frame changed but not staff behaviour. So, needed to discuss how SDP will deliver on new LF	Policy strategy workshop (elementaita)-strategy to influence policy developed (Jan 03)	Meeting with Minister of Livestock-Jan '04
Kaimbu Characterisation		Kiambu Longitudinal Study (1 yr/1998)	Phase I Achievements seminar at NARL, May/June 99	Western Characterisation, 3-4 mths, 00	Public Helath stakeholder workshop and formation of PHC, 14 Feb 01	OPR San Chema, Jan 2002	OPR, Sam Chema 03-Development of DFID business services prospect)-engagement with raw milk sector-throughout 2003)	MoLFD Proj. Mngr. changed from HGM to Angela Wokabi-2004
			OPR Reynolds, reviewed phase 1 to phase 2		PHC-started to listen-processors and tetrapak (Brookside, Spinknits) and KDB making biggest noise), 14 Feb 01, <b>controversial</b>	New Government (NARC) Dec, 02	Gichohi becomes MD KDB-June 2003	SDP coast retreat planning for EOP, 16-17 Feb 2004
			Nakuru/Nyandarua Longitudinal Study, 12 mths, 99/2000		KARI asst. Manager changed from Mark Owango to Miano Mwangi, 2001	National level knowledge systems workshop, Nov 2002	Daily Nation article on SDP in Special Journal on Dairy-May 2003	Pre Forum meeting at KARI-March '04 after many 'spoiling' efforts
			Public helath field activity (99-00, x 2 seasonal survey)			Training of milk traders and development of training guidelines/curricula, 2002-2003	Start to plan for policy forum-initial link to NGO partners-Aug 03	Dairy Policy Forum-May '04
							Policy briefs written and start to be used (prior to official launch)	KS key informant workshops

							Launch of tetrapak/processors/KDB 'safe milk campaign'-Dec 03	Miano promoted to AD livestock Production- '04
							Press statement and articles by NGO partners, launched at press conference-Dec '03	GTZ project starts '04 on Agric. Market dev. Including milk and marketing division
							Meeting with minister for Labour-Nov 03	Full session of SDP at KARI Conference-Nov '04
							District level Knowledge system fieldwork (workshops and interview)-Feb-Apr '03	SITE project launched Dec 14th '04 (milk trader manual accepted by KDB)
							SDP field manager change from Bill Thorpe to Steve Staal	SIDA report influenced Permanent Secretary (livestock) leading to new revision of the Dairy Bill

### Comments and Questions

- How come there are more cards towards the end and very few in the beginning?
- Because we are focusing on policy influence, in the beginning there are lots of research and testing training manuals. These activities took up a lot of time and resources and generated the data that was used during the later policy advocacy phase. The annual budget was more or less the same throughout, but much more money was spent on communication activities later on.

## Group 2: The Smallholder Dairy Policy Environment

Policy environment – NOW:	Policy environment – in or just before 1996:
1. Recognition of informal milk traders and their role in the dairy sector. Traders now licensed by KDB – i.e. now legal to sell raw milk.	1. Informal milk marketing was illegal
2. KDB can now do milk quality checks of milk being marketed, enabling the establishment of common centres for informal traders. [N.B. in some areas only]	2. Quality of marketed raw milk was not checked, as activity was illegal, and no chain established between KDB and informal traders.
3. More players in the sector: dairy processors and other service providers (vets, AI service providers, NGOs, feed millers, private extension providers etc).	3. Few processors [3 only: KCC, Meru Central and Kitinda (Bungoma)] and very few other service providers
4. Milk prices are market-driven due to competition amongst the players (processors)	4. Milk prices controlled because of monopoly of KCC, even though liberalised in 1992.
5. Good breeding stock very expensive, when available.	5. Breeding stock was of good quality, was available, and was cheap, due to government intervention.
6. Increased awareness of the importance of the dairy enterprise as perceived by farmers, resulting from collapse of other economic enterprises.	6. Other farm alternatives other than dairy, through which farmers could earn income.
7. Population pressure leading to maximisation of land utilisation.	7. Land pressure was lower; no major economy of scale in land utilisation.
8. Informal traders are able to access greater numbers of producers compared with formal traders, so more volumes being sold.	8.
9. Consumption of raw milk has gone up due to quantity sold and affordability (price)	9. Consumption of milk in urban areas was mainly of processed milk.
10. Greater emphasis is put on the dairy sector when there is a dedicated Ministry of Livestock, compared with when part of Ministry of Agriculture.	
11. Revitalised cooperative sector means that dairy cooperatives have greater impact in the sector.	

### Key External events

1. Collapse of KCC followed by its revival
2. Collapse of government-provided AI services, followed by replacement by private AI services.
3. Collapse of other economic sectors (e.g. coffee).
4. Change of government, with new policies, strategies and vision (more democratic, fewer powerful individuals; KCC and AI services revitalised)
5. Withdrawal of donor support of programmes.
6. Increase in population growth.
7. Collapse of infrastructure.
8. Poor general economic situation.
9. Limited innovation in product marketing.

### Comments and questions

- Although the new Dairy Act has not yet been passed, the KDB is starting to license milk traders. 60 hawkers have been licensed in Thika, and there is now a single point where it is possible to get information about milk sales and milk quality. The chain is established.

- There is a lot of competition between suppliers especially in the dry season leading to an increase in price.
- Is it really true that in 1996 more processed milk was consumed rather than raw milk?
- No – this refers to urban environments where, when KCC etc were still operating, most of the milk that was sold was processed.
- Is it true that the law applied differently for rural and urban areas?
- Before 2000, it was legal for producers to sell milk in rural areas, but not for traders to sell milk and after 2000 it became illegal for producers or traders to sell milk anywhere – except with a licence from the KDB.
- But before 2000 milk bars could sell processed milk
- It's important to note that the licensing of traders is only happening in a few areas – but this is the beginning of
- Looking at the list of external events, what changes can be attributed to the change in government?
- Individuals have less power in the new government, and the new government is keen to find ways of improving things through the revitalisation of KCC and the AI service.

## The Key Players

Participants were asked to name all the stakeholders in the development of the smallholder dairy sector in Kenya:

### 1. The long list

- |  |   |
|--|---|
| <ul style="list-style-type: none"> <li>▪ Agricultural ministries (Agriculture, MoLFD, co-operatives)</li> <li>▪ KDB</li> <li>▪ Co-operatives</li> <li>▪ Stockists</li> <li>▪ Land o' lakes</li> <li>▪ Egerton University</li> <li>▪ Vets</li> <li>▪ Dairy training institute</li> <li>▪ G.T.Z</li> <li>▪ KCC</li> <li>▪ University of Nairobi</li> <li>▪ MoH-Public health department</li> <li>▪ Kenya Bureau of standards</li> <li>▪ DFID</li> <li>▪ SACDEP</li> <li>▪ Farmers Advocacy groups</li> <li>▪ Central Bureau of Statistics</li> <li>▪ Tetrapak</li> <li>▪ Parliament</li> <li>▪ USAID</li> <li>▪ Traders</li> <li>▪ Feed millers</li> </ul> | <ul style="list-style-type: none"> <li>▪ Police</li> <li>▪ ILRI</li> <li>▪ SDP</li> <li>▪ Small mobile milk traders</li> <li>▪ Dairy processors</li> <li>▪ KARI</li> <li>▪ Farmers</li> <li>▪ Advocacy NGOs: increase voice of farmers, lobbying</li> <li>▪ Consumers</li> <li>▪ The Media</li> <li>▪ Amos Omore</li> <li>▪ Nick Hooton</li> <li>▪ Bill Thorpe</li> <li>▪ John Kutwa</li> <li>▪ Mr. Muriuki</li> <li>▪ Director of Livestock Production</li> <li>▪ Mr. Gichohi (Director of Livestock Production 1996)</li> <li>▪ Action Aid</li> <li>▪ SITE</li> <li>▪ ITDG</li> <li>▪ IPAR</li> </ul> |
|--|---|

## 2. Those that have had the greatest impact on smallholder dairying

Participants were then asked to select the three that they thought had had the most impact on the smallholder dairy sector, and to write the reasons why on a coloured card – yellow for their first choice, green for their second choice and blue for the third choice. A score was then calculated for each stakeholder where a yellow card = 3 points, green card = 2 points and blue card = 1 point.

Agricultural Ministries (22)	Liberalisation of Milk Marketing	Prime mover. Consider KDB to be under the ministry influence	Co-ordinator	Attitude change Evolved quickly Willingness to explore new ideas	Because of the milk production	Where decisions are made, people in close contact to the field	MoLFD	Key change agent	Key change agent	The three work closely together to get new technologies to farmers
KDB (9)	Ultimately they are responsible for influencing how milk is traded	Regulates milk marketing and arrest hawkers	It's activities and mandates demands they get concerns with dairy industry							
ILRI (10)	Took lead in the project implementation	Documented evidence	Change agent	Change agent	As the source of the project	Institutional and logistics support				
SDP (8)	It is the one which moved to the people who were affected	Data collection and dissemination of findings	Carrying out research work etc.	Training	Prior to SDP, little or no factual evidence was used in debates on policy changes, most other stakeholders now quotes SDP evidence					
KARI (8)	Together with ILRI, save findings on research	Change agent	Key change agent	Key change agent	Get new technologies to farmers	Links to MoLFD policy makers documented evidence				
Small Mobile Milk Vendors (6)	They handle the largest amount of raw milk	They continued playing hide and seek with KDB even when locked in								

Dairy Processors (6)	Dairy Processors	Tetrapak/KOPA Heavy influence on KDB/MoLFD/public/parliament to stamp out milk traders	Have a lot of money and power and therefore potentially have a big influence on direction of policy	KOPA Are always working hard to influence policy						
Farmers (4)	Farmers Without the farmers there would be no dairy sector	The milk producers								
Advocacy NGO (3)	Through their support and influence to increase voice of farmers groups and take evidence to ministers									
Consumers (3)	With no consumers there would be no need to produce. Also determined how milk should be delivered	Consumers They continued taking raw milk-created the market								

## The DELIVERI Project Example

John Young made a presentation about the DELIVERI project explaining how changes within the project itself, Department of Livestock Services, the External Context and DFID affected project implementation and impact. Questions and issues included:

- The DG probably supported the project because he thought the project was introducing quality control (which he had been interested in while working in the “Inspectorate” in the Department of Agriculture), which is about controlling what happens at end of production line and Total Quality Management - A participatory approach to management includes all actors in decisions about what should be done (which is what the project was trying to introduce).
- How do we look at RELATIVE contribution of these ?
- In DELIVERI (Decentralisation of livestock services in Indonesia) impact assessment was done using a baseline survey at the start of the project – looking at staff behaviours – who they looked to for guidance etc. Also about government spending patterns etc. Used proxy indicators of economic impact. What they did not do was to try and evaluate the relative contribution of the project to policy change.
- Danger of ‘branding’ LOL want to scale up coop idea through others – but THEY are now seen as keen and people don’t want to work with somebody else. Need the core idea to be branded and adopted by individuals rather than the idea being associated with particular individuals – this allows it to spread out.

## Key Actor Behaviour

Participants were divided into groups to consider specific groups of stakeholders and write on cards - their behaviour now, their behaviour in 1996, key points when their “behaviour and attitudes” changed in between, and on the back of those cards, why they think that behaviour change happened, and what impact they think that change has had on others. Group 1 (Mr Muriuki, John Young, Margaret) looked at the Ministry and Consumers; Group 2 (Methu, Leksy and Julius) looked at KARI and Dairy Processors; Group 3 (Amos, Dannie, Rachel) looked at the KDB, Traders and ILRI; Group 4 (Nick Hooton, Lucy Chege, Henry) looked at Advocacy NGOs and Farmers (see the spreadsheet).

Each group then summarised the key points they had written on the cards for each stakeholder:

**Ministries responsible for Dairy (which changed over time):** The new PS is progressive and supportive. What about the economic and recovery strategy? It explicitly mentioned the need to recognise informal sector. The floor agree it should be included. There are other players outside of the ministry who played a role in dairy industry, how should we capture it? Do we need a card to represent the change of dairy bill? The card is there already. Withdrawal of Dairy Bill from the parliament, is it forgotten? We have to capture the whole saga of withdrawal and resubmitting the bill to the parliament. Are we bogged down to detail here? We should capture the most significant change only. Long discussion concluded with adding another card about resubmission of the new dairy bill. MoLFD is more policy focused, what’s the evidence? Let’s not be bogged down to detail.

**KARI:** director changed in 1998, but this did not have any impact on organisational behaviour. Socio-economics division created in 1986 but did not have many staff until much later. When Babu came in as head of SE division things started to become more active. It is felt that there was a general change in behaviour in KARI which ultimately led to Kiome being very proactive in facilitating the policy forum. We should perhaps recognize or consider that indirectly SDP had an institutional impact on KARI since Kiome much more interested in how research can impact on policy following his involvement in the forum. New technical services manager Cheronno was when the tech committee was stopped. A letter from KDB killed the PH committee in 2002 and that was signed by the new technical

manager – think this followed the FAO TCP. In 2001 Ngurare started to give some licences – then stopped around 2002. Then started again in late 2003 early 2004. Feeling is that Ngurare supported the informal market but was influenced by the board.

**NGO advocacy organisations:** Agenda was very clear ie to fight government – very limited links with them and very limited links with grassroots. NOW: More NGOs better networked but role is not clear or changing – ?difficult to advocate pro-poor when govt claims to BE pro-poor. Grassroot networks are stronger and they are pushing this.

**Farmers:** Representative of Kiambu area – not clear how representative this is of general situation [DR Also true for ground change in KDB since info from Rachel in Muranga.

**MoH:** Laws have not changed but are being applied more flexibly [DR – care this info from Rachel who clearly does do this – but was very closely involved with Kutwa and the training programme]. Now more flexible about premises – don't insist on very high standards. She says now form needs approval of PH officer – but she is not sure how widely this is applied – or if it was there before. Now is involved in training. Nick asks – in terms of role of PH what influence do the benefits of good balanced nutrition for humans have on decisions about milk trading. Is the PH role aimed at minimising risks only or do they also look at benefits and therefore assessing risks of limiting access. There is a dept in MoH that think about nutrition. PH act has not changed – some factors affecting Nairobi are not applicable elsewhere. E.g. if piped water not available – cant insist on it but request them to get it from other places. Nothing in MoH has mitigated the change in behaviour it is an individual response. Not really clear if another officer replaced Rachel things would change or not – though she feels the same relaxed attitude would prevail.

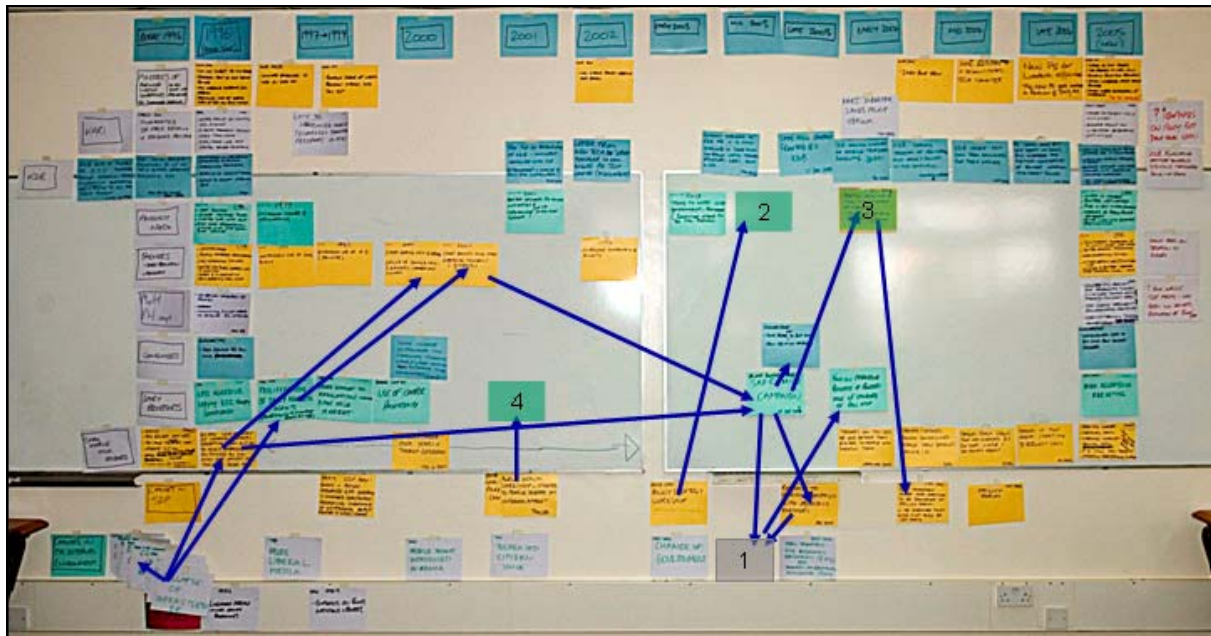
**Consumers:** The time frame around safe milk campaign is not correct. The card is moved. Land o' lakes have a 'drink more milk' campaign. The impact is higher demand of milk. Should we write a card on this? A card is inserted.

**Dairy Processors:** Following failure of safe-milk campaign are now focusing on aggressive marketing of benefits of processed milk (cf dangers of raw milk). Emphasised decreasing cost of their milk by decreasing packaging costs. So somewhere around 2000/2001 plastic pouches started coming in. DR – did change in heart of processors make it easier for KDB to stop harassing traders. There was still a radio campaign against raw milk before the safe milk campaign. The generic advertising of milk has continued under KDDP. In 1996 there were some processors who went out of business owing farmers money. Hostile behaviour to any 'outsiders' (including SDP) and the change of their behaviour now should be incorporated in the chart.

**Traders:** Needs to be clarified if better practice, freer attitude and group formation is a general rule or just those interacting with project where project was active. Information largely from Rachel and Josephine who were very active I the training of traders activities with SDP. Traders at start paid farmers poorly – now there is an improved relationship between farmers and traders. Not necessarily a deliberate act – may just have been bad businessmen. Evidence for this is mainly anecdotal. Muriuki talking about small processors – being bad businessmen and collapsing owing farmers but now getting better. Small-scale traders – even then and now still have bad elements that are bad payers etc. etc. At start very suspicious of anything or anybody representing policy environment – now they are much less suspicious

## Causal Links

Participants were then asked to look at all the factors on the wall and see if they could see any links between them. There was not enough time to complete this. The links that were identified are shown in the photograph below, followed by some notes of the discussions during the process.



**NB:** Numbered Items are new or moved cards: 1) in External Factors – A public and media response to safe milk campaign; 2) In Advocacy NGOs – to show when they started to work with SDP; 3) In advocacy NGOs – this is a card showing that NGOs organised a meeting with the minister that was moved from the SDP line because it was the Advocacy NGOs that actually set up the meeting; 4) In Dairy Processors – a new card to mark the time when they started to perceive SDP as a threat.

- Removal of KCC monopoly led to collapse of KCC and proliferation of small traders and private processors. More marketing outlets lead to farmers starting to sell. The fact that farmers are starting to sell to informal traders means that processors get worried because the informal traders are strong competition and so this becomes an indirect influence that starts the safe milk campaign. [This also happens because the processors see they are not cutting into the traders market – ie there is a lack of change].
- Safe Milk campaign results in consumers decreasing consumption of raw milk [anecdotal info], in a public response from individuals with a social response (?external or still consumers) also that SDP mounts a united challenge to the campaign together with NGO advocacy groups. Also an direct effect of SDP response causing public reaction.
- [Don't forget TetraPak was a major player and is the host of KDPA – so most of money comes form there..... ??Mr Muriukis influence]
- SDP challenge, public reaction and the more balanced presentations in the media led finally to the greater readiness of the public to return to buying more milk.
- Elijah called a meeting with the Minister – was originally placed on SDP line by mistake.
- Public reaction and SDP challenge and advocacy partnership that led to the meeting – without the public reaction Minister may not have agreed to the meeting. This led to explicit support for the forum by the minister – also to discussion of a legal challenge to the safe milk campaign and whole rethinking of the campaign.
- High profile strategy started to be discussed around 2001. Developed further in strategy meeting in 2003, talking specifically about advocacy and preparation of briefs. Policy forum idea came later and preparation started May/June 2003.



### Links “from” SDP

- Collaborative approach to research, involving ministry staff (1) is necessary for the results of research to feed into ministry policy processes. It is a two-way process – ministry involvement also informs content of research. The results of the research throughout the research phase of the project fed through into knowledge and attitudes (though possibly not into behaviour without other factors) among staff in MoLD, KDB, processors and others (35).
- SDP’s continuous provision of information about the scale and role of the informal market and the role of the milk vendors etc contributed to an increased awareness among processors that improving the quality of product provided by small scale traders might present a real threat contributed to the safe milk campaign (2). They were also influenced by farmers starting to sell more milk through informal channels (3), proliferation of traders (4) and the fact that milk quality became a big public issue (5). The Land ‘O Lakes media campaign to increase milk consumption and the support they received from the new Director of KDB (20) also played a role.
- In response to the safe milk campaign (6), SDP asked ITDG to organise a meeting with the Minister of Labour (7) to discuss the possibility of a legal challenge to the safe milk campaign. The project also launched a media and information campaign to inform the public response to the safe milk campaign (13) which then encouraged the dairy processors to change their strategy towards positive advertising of processed milk rather than negative advertising about the dangers of raw milk (14), and generally influenced government attitudes (33) .
- SDP also asked ITDG to organise a meeting with the Minister of Livestock (8), to encourage him to support the Forum (9). SDP had been working with the Director of KARI to support the Forum (10). He insisted that KDB should be fully involved in the Forum, and once SDP had accepted this, he helped convince the Minister of Livestock to host the Forum (11), and to instruct (20) the KDB to be involved (21). Although initially reluctant to be involved, the effort made by SDP to bring them in as an equal partner (which nearly lost the NGO involvement) meant they then had to take the results into account leading (?) to the reported change in behaviour of KDB field staff (22), leading to increased number and the recent licensing of Small Scale Milk Traders. If this is really happening.
- SDPs ability to convince the Director of KARI to support the Forum was partly because the project was working directly with KARI (12), but also because SDP staff (Muriuki) were well connected and politically astute and knew how to connect with senior people using whatever channels they could.
- SDPs production of policy briefs and increased interest in policy advocacy encouraged NGOs to become involved in the milk trader issue (15).
- The Minister’s support and offer to host the policy forum was essential for it to go ahead (16). The Forum took place shortly after Tanzania had passed a similar Dairy Act. This helped convince people at the Forum of the importance of a new Act in Kenya, and the revival of the process of developing the new Dairy Act (17) and the involvement of SDP staff in other donor / government processes to support the new bill (18, 19).

### Links from external events

- The removal of KCC monopoly (24) resulted in the collapse of KCC. This resulted in the proliferation of other private processors, which were invited to join the KDB Board. It also resulted in a proliferation of small scale milk vendors, which then became the target of the KDB (25), and encouraged the processors to support the safe milk campaign (26), but also provided more milk marketing options for farmers (27), as did the emergence of new processors.
- More liberal media, increased citizens voice, and improved communications (29) all contributed to increased farmers’ voice both directly and indirectly through, and with the help of advocacy NGOs (30), and played an increasing role in influencing MoLFD and

KDB attitudes and behaviour (31). The new government in 2003 was much more open to the voice of citizens and NGOs which provided much better access to Ministers etc than they had before, but they also had to provide more constructive inputs (rather than just criticising government) (32).

## **Notes & Discussions**

### SDP behaviour

- Always intended to do research to develop best-bets. The objective was to integrate research and development. Ministry was considered the extension part of the collaborative group. Even in the coast moved from on-station to the field.
- Started off trying to improve livelihoods of dairy farmers specifically. Towards the end we were recognizing livelihoods more broadly in terms of traders, employees etc.
- Phase II captured changes that had already occurred, so in effect modifying PI logframe to demonstrate what actually happens. Even from early on recognized that whole of Kenya was supplying the Nairobi market.
- At the start farmers were seen as being primary beneficiaries – even though recognized that would need to work with traders and other SH as part of Prod to consump approach. In the PII LF the market agents were also explicitly recognized as beneficiaries.
- At start a lot of information gathering with on-station/PTD/action research focused on farmers –
- Consumer survey carried out early – public health survey started in 1999
- Even meetings with processors early 1999ish to ask them to fund some work.
- Main change started in Oct 2000 when the snapshot review was carried out. SDP view: Steve Staal against knowledge systems stuff – less against policy.
- [??DFID also promoting AKIS project planned to follow up from Rees/KARI work. Also LIRE – livestock information Also Farm Africa]
- In PH workshop it was clear that the approach SDP were taking was too confrontational and that different communication methods were necessary. Need to identify palatable truths – politicians need to understand what the GAINS are. E.g. selling the issue of traders by emphasizing the level of CESS that could be gathered.
- Around mid 2002 – needed a concerted effort for somebody to run around trying to get together what was going on elsewhere – finding out that there were other people who had been working and influencing policy – CAPE, Duka project etc.
- Notes April 2001 PI TT looking at logframe and thinking about a policy advocacy process. At that time had 4 themes – infrastructure and competitiveness, livestock and extension services, knowledge, marketing. Thought needed a different strategy for each one because different players and issues in each.
- Not clear when policy advocacy shift focus on milk market – this was more an external influence since it was the hot issue everybody wanted to talk about and what people wanted to discuss about. In policy strategy workshop people looked at the key issues – but even there strategy were broader than informal traders. Ashley views it not really as a strategy since not clearly written down and too flexible. However, we had general principles and directions.
- Also recognized need to understand policy environment and hired Paul Odhiambo. He was hired early to mid 2001.
- Between 2001 and 2003 policy stuff was mostly analysis – but no partnerships and advocacy work.
- In preparing for policy forum – the committee of NGOs and SDP wanted the Minister to convene it but were effectively blocked by Ministry directors. Eventually found a way round this by asking KARI director to convene the meeting.
- Ngurare only MD who really allowed SDP to talk the way we wanted.
- GTZ are funding revision of policy in the Agl commodity marketing programme. They are funding revision of the dairy policy. She came to the forum, followed up with a visit and it

is believe she is behind the fact that Amos and Angela sit on the tech committee. NB - we should note that SDP were AGAINST pulling the bill and

#### Direct influence of SDP

- There is a feeling that extension involved in the characterization surveys visited farmers they did not visit before (the poorer ones) and that they MAY have changed behaviour as a result.
- Collaborative approach meant that research results fed into the ministry directly – also the ministry had a direct effect on what research the project was doing. This resulted into information being fed into the dairy act – NOT in the committee being formed.

#### Influence of external events

- Withdrawal of AI and services resulted in farmers seeking services.
- Tetrapak did not want to be seen to fight with the government.
- The meeting with livestock minister more or less as a result of the campaign response. The policy forum became a forum for both sides to present their facts – but the minister endorsed the meeting. Impression was that he had already met the KARI director. Explained to Kiome about SDP and said wanted him to get minister on board. Kiome said we should have a convenor committee KARI, Ministry, KDB. Kiome ordered ILRI to include KDB and the government in the original partnership that was with the advocacy partners, but agreed to talk to the Minister. Almost ended up alienating advocacy partners though they were kept in
- KARI director instructs SDP to change partnership to include KDB and Ministry as well as advocacy partners and convene the forum officially as a government convened forum. Kiome spoke to Minister and to Gichohi. Because of this some PS and the Minister came which made it much more effective.
- KDDP USAID project came in – and offered up-front funding to initiate campaign. Their mandate was to increase consumption of milk, particularly quality. The idea was that following their input the processors would continue to fund a generic campaign. LOL media person prepared the campaign.
- FAO shifted a number of personnel – leading to change in mindsets. Originally led by Dugdill – he was talking about being more open to informal milk market. FAO were not thinking about informal market until talking to ILRI people and did employment study.
- Passing of Dairy act in Tanzania a few weeks before policy forum – modeled using draft Kenya dairy act. So had gone through process even though they started after – this was an impetus for PS to announce tech committee – seeing Tz passing it when Kenya had been sitting on it for 7 years.
- SDP convinced KDB (under Ngurure) to carry out a pilot licences scheme in one area. KDB said yes just in Nakuru.... Feeling is this led to the licencing in Muranga

#### **Issues for Lexy to follow up**

- The events around the policy forum
- Influence of the SIDA report
- The degree of change in the field in MoH and KDB practice (outside SDP project areas)
- All events leading to and the effect of the safe milk campaign. Did the Land 'O Lakes approach to increasing milk consumption through a media campaign with the processors contribute to the safe milk campaign.
- What really caused the change in marketing strategy by the processors?
- What was the impact of the FAO TCP project in KDB.
- Are significant numbers of small scale traders really being licensed?
- Why did the PS ask for revisions to the Dairy Act.

- Need to understand much more about what happened within KDB and their links between processors and small scale traders.
- Interactions between MoH and KDB licensing requirements for small scale traders.