



Case Title:	Co-creation & Co-funding of Joint Workplans with County Governments Improves Accountability & Sustainability in Northern Kenya
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LMS operates in five Counties in Northern Kenya (Isiolo, Marsabit, Garissa, Turkana, and Wajir). This region of Kenya has historically been marginalized politically, and the arid/semi-arid climate subjects leaves citizens vulnerable to drought, desertification, locust invasions, and other shocks, which are further exacerbated by the refugee influx from South Sudan and Somalia.

Climate difficulties are compounded by the devolution of authority to the County Governments in 2010, who are now responsible for policy, legislative, institutional, and administrative matters to meet their obligations to their constituents. County governments have been hindered by a lack of sufficient technical legislative capacity, absence of proper systems and structures, and a lack of clear guidelines on the process of formulating legislation. LMS is contributing to strengthening these weaknesses and facilitating the enabling of the counties to perform their functions through various capacity building initiatives.

This context combined with USAID KEA's shift to locally led development created an opportunity to adapt LMS's work-planning process to include the County Governments more substantively. By being inclusive and involving the County Governments, relationships with County Governments have improved, increasing trust, and more efficiently pooling resources to achieve long-lasting results. The new planning process has led to better results and will ensure sustainability as LMS moves into its final year of implementation in 2022.

LMS has gained notoriety from USAID and County Governments for the new process and are witnessing other programs adopt the work planning process.

Think about which subcomponents of the Collaborating, Learning & Adapting (CLA) Framework are most reflected in your case so that you can reference them in your submission:



- Internal Collaboration
- Openness
- External Collaboration
- Relationships & Networks
- Technical Evidence Base
- Continuous Learning & Improvement
- Theories of Change
- Scenario Planning
- M&E for Learning
- Pause & Reflect
- Adaptive Management
- Knowledge Management
- Institutional Memory
- Decision-Making
- Mission Resources
- CLA in Implementing Mechanisms

What is the general context in which the case takes place? What organizational or development challenge(s) prompted you to collaborate, learn, and/or adapt?

LMS operates in five arid and semi-arid counties in Northern Kenya including Isiolo, Marsabit, Garissa, Wajir, and Turkana. These counties suffer from regular shocks and stresses such as drought, floods, environmental degradation, all further exacerbated by weak governance, lack of diversified livelihood opportunities, and overall poor economic growth. Since 2017, LMS has worked in these counties to strengthen the livestock market system through economic push and pull factors at the household, firm, and community levels. The Activity’s collaboration with County Governments is crucial to ensuring that the various LMS interventions in the areas of livestock markets, livestock policy, livestock health, livestock enterprises with a focus on youth and women are aligned with County government priorities and retain support after the life of the program through better public policy, more effective livestock extension services, and improved business enabling environment; ultimately resulting in healthy and resilient communities that can better withstand the consequences of external shocks and stresses.

Previously, LMS created in its annual work plans in coordination with the County government and tried to collaborate to ensure activities were in line with the County Integrated Development Plans. However, overall, there was a lack of transparency from LMS and the County Government’s around resource allocation, number of activities, and priorities, leading to uncertainty and lack of motivation to follow through on sustainability plans from both LMS and Counties. County Government’s work planning cycles also do not coincide with USAID’s planning processes, resulting in a relationship that was informative in nature rather than truly collaborative.

USAID KEA ushered in a locally led approach to Activity design in 2020 which resulted in LMS having an open and transparent discussion around sustainable activities and active input and decision making from each of the five County governments. LMS adapted its work-planning process to include each of the County government counterparts and collaborated with them in a brand-new way that highlighted transparency of process, budget, and priorities. Ultimately, this resulted in a more trusted partnership and accountability for both LMS and the County Government.

Why did you decide to use a CLA approach? Why was CLA considered helpful for addressing your organizational or development challenge(s)?

County Government work-planning in past years was limited by meagre resources, uncertainty of the final budget allocation from the National Government, technical capacity gaps, and vested, often conflicting interests between the development agenda and the political agenda of the individual. As a USAID implementing partner, LMS was merely stepping into this existing system and struggling to generate changes.

Relevant County Government Departmental staff (Livestock & Fisheries, Trade & Investment) provided technical input to the LMS workplan, but competing factors prevented activities from being followed through and measured in the next year’s workplan.

The CLA Case Competition is managed by USAID’s CLA Team in the Bureau for Policy, Planning and Learning (PPL) and by the Program Cycle Mechanism (PCM), a PPL mechanism implemented by Environmental Incentives and Bixal.

The CLA approach to changing the status quo was encouraged by USAID KEA and ACIDI/VOCA leadership. As a market systems project, LMS was accustomed to examining current methods and seeking improvement. This change was able to take place because LMS and County Governments shared the common goal of achieving development goals efficiently and LMS activities aligning with the needs of County Livestock Departments. The CLA approach's establishment of a technical evidence base and changing culture were two critical elements to LMS' County Work-planning co-creation shift.

We were able to leverage the trust gained through established personal relationships to encourage co-funding and co-implementation of activities between the County government and LMS. The success of these activities would be then used to show the public that County Governments were spending funds responsibly, creating policies, and enabling a thriving economic environment.

Tell us the story of how you used a collaborating, learning and /or adapting approach to address the organizational or development challenge described in Question 2.

The co-creation process started internally with the LMS technical teams approaching the FY2021 workplan with an emphasis from the donor on County-led and Owned development for sustainability. The team resolved on a bottom-up approach beginning with community consultations as part of needs assessments to determine how households, businesses, and community institutions were involved in county government consultations and work-planning process. LMS conducted extensive community consultations and solidified the needs assessments of different value chain actors (fodder, livestock, cooperatives, livestock marketing associations, fisheries, etc.). This step established the vision of inclusive County work-planning and LMS used that information to inspire County Government partners.

Next, LMS held separate consultative meetings with other partners & private sector actors, which included banks, chambers of commerce, and cooperatives. This was a critical step for LMS to identify alliances that would accelerate the realization of results while ensuring protection of gains in the highly uncertain and turbulent operating environment. From the implementing partners, LMS was keen to access complementary resources and competences which would improve efficiency, borrow from their experiences and benefit from their innovations. It was also an effort to share risks and remain accountable to wider network including shareholders in the partnering formal institution and civil society.

Third, LMS held **17 One on One consultations with Key Government Departments** including National & County Planning, Livestock, Trade/Cooperative, and the National Drought Management Authority. These discussions captured the common goals to be achieved through implementing a better County Workplan and the wishes of each participating member. Better understanding the role, openness, relationship network, decision-making, knowledge management, and resources of each government entity made it possible to identify points of intervention and allowed the team to strategize on how to reach compromises between departments.

LMS held Co-Creation meetings with County government executives to present the departmental workplans and discuss how activities would satisfy everyone's needs. LMS helped ensure that the County Workplans clearly made progress on development agendas to obtain the blessing of governors.

Perhaps the most key aspect of the process was the **commitment of resources for the co-created activities**. For joint activities, LMS shared budget estimates and encouraged County Departments to do the same. Sharing financial needs increased trust between LMS and County Governments and moved discussions beyond the theoretical. For the first time, County Governments shared their resource allocation information with LMS.

Finally, **LMS will subgrant directly to county governments using in-kind grants.** Subgrants to counties will help county departments carry out their initiatives, monitor implementation, and allocate adequate resources for future programming, thereby strengthening the institutions that best serve the interests of LMS's target population and facilitating new and stronger long-term relationships well beyond the scope of the activity.

Once LMS and County Governments completed the FY2021 Workplans, the team **held a joint validation exercise between the LMS awards and county governments co-chaired by the USAID Mission Director and each of the five County Governors** to review and endorse the co-created work plans. LMS created an accountability plan consisting of:

- Monthly Monitoring/Review Meetings chaired by the County Secretary, relevant CECs, Chief Officers, or Technical Directors. Participation will include LMS County Project Coordinators and /County Program Managers, and their technical team.
- Quarterly Monitoring/Review Meetings in each county with technical teams. This virtual meeting chaired by the Governor, Deputy Governor or County Secretary or their designate, the CECs, USAID AOR team and activity COPs and DCOPs will convene these meetings to monitor progress against the work plans.
- Bi-Annual Review Meeting. This meeting by the USAID Mission Director or designee and the respective County Governors together with County Technical team including CECs and Directors, USAID AORs team and the COPs and DCOPs will be organized on a bi-annual basis in each of the 5 LMS counties.
- Annual Reports Sharing- LMS will develop and share its annual report with County Secretaries every November.

**Organizational Effectiveness: How has collaborating, learning and adapting affected your team and/or organization? If it's too early to tell, what effects do you expect to see in the future?
This space is for describing the difference we could expect to see with and without CLA.**

The LMS team appreciates the new approach. Now that joint activities are in the workplan, ad-hoc requests appear less often and do not burden the team. Costs are easier to project, and staff have more time to prepare for activities, leading to higher-quality implementation. Recently, staff have been meeting a demand for presentations our the LMS County Co-creation method. The Wajir and Isiolo County LMS teams led feedback sessions and presented the plan at the Counties' request.

In the future, we expect to solidify collaboration with County Government by eliminating the LMS physical county office space and moving staff into the County Government offices. The move will save on LMS operational costs and encourage deeper synchronization with County Government.

As the activity moves into the final year of implementation, it will be a natural transition for County Government to adopt the roles currently carried out by LMS. Our CLA approach is focused on the sustainability of results achieved. Pastoralists' safety and livelihoods, the economic success of livestock markets, and the health and safety of animals are all easier to imagine now that LMS has successfully co-created County Workplans.

Development Results: How has using a CLA approach contributed to your development outcomes? What evidence can you provide? If it's too early to tell, what effects do you expect to see in the future?

Several of LMS' key outcomes are to increase access to financial services, cement gains through youth employability programs, providing training for County officials to enforce livestock quality standards, and strengthen organization's

capacity for CLA processes. Through our CLA efforts such as the development of the work plans with the County governments we have improved outcomes in several ways:

- The Isiolo County government has signed a memorandum of understanding with an LMS-supported private sector player to utilize government owned pastureland for a period of 5 years. This partnership is stronger with the government's understanding of LMS training that will be conducted on the land, which will lead to increased fodder quality and animal health.
- A state-owned banking parastatal has leveraged LMS funding to **build and operate a branch** in Marsabit County, thereby increasing access to capital in Northern Kenya.
- Through an LMS feasibility support to Turkana county, potential private investors are now approaching the government to **lease out and operationalize a government-owned breeding facility**.
- **Evidence of** implementing partners adopting co-creation processes: Localworks, Northern Rangelands Trust, and Palladium have all collaborated with County Government to ensure that County Workplans are symbiotic with IP workplans after learning about our co-creation method.
- In Isiolo County, the Government co-financed a fish value chain analysis with LMS to determine viability of aquaculture development. The analysis was promising, which led the County to cite data from the analysis as they planned future activities.
- **COVID-19 Response Activities:** LMS held 15 coordination meetings with the respective line departments and the county COVID-19 coordination teams. Useful insights informed AAI's COVID response activities and led to greater precision and optimum utilization of available resources. Counties noted that AAI's budget transparency allowed county staff to be open on their available funding and make realistic commitments.

What factors enabled your CLA approach and what obstacles did you encounter? How would you advise others to navigate the challenges you faced?

LMS would not have been able to introduce this new process without previously established positive engagement with local stakeholders, especially the County governments. ACIDI/VOCA has operated in Northern Kenya since 2012, this 9-year positive history with County Government and familiarity with key officials made it easier to collaborate. County Government's willing to participate and dedicate substantial time to coordination meetings was the driver of our CLA efforts and the biggest key enabling factor of success.

A major obstacle is the short-term nature of County Government staff terms. LMS relied heavily on individual relationships to drive the process in hopes that the benefits of co-creating workplans will generate strong enough results to guarantee future support from future Government officials. However, political risk remains a threat to the process. If enough time is not granted to allow for co-creation of workplans then donor activities may be at risk of not being supported by County governments.

For future programs who hope to gain traction with Government Departments, being able to integrate activities into their County Integrated Develop Plans will provide the best chance of success.

Was your CLA approach prompted by a response to the COVID-19 pandemic? If so, how?

Kenya LMS' CLA approach of co-creating work plans was not prompted by the COVID-19 pandemic. However, the Kenyan and American Government's response to the pandemic made funding available for activities designed to mitigate the spread of the virus and to measure its' impact. LMS is collaborating with Departments of Livestock in several counties to mitigate the economic downsides of the pandemic among those dependent on livestock for their livelihoods.

In Turkana County, before the pandemic, LMS had trained 40 Chamber of Commerce board members to improve strategy design and give the Chamber a renewed mission, leading to hundreds of new members and an additional KES 600,000 in revenue.

This positive collaboration set the stage for Kenya LMS to help the County's Chamber of Commerce conduct a survey of business operations and analyze the findings. The report helped the County understand the secondary effects of the pandemic, used to inform policy decisions.