

Country Name	<Smallholder Horticulture Empowerment and Promotion Project for Local and Up-Scaling (SHEP PLUS)>
Kenya	

I. Project Outline

Background	<p>The agriculture sector in Kenya contributed 24% to GDP, employed around 80% of the labor force, and generated over 65% of foreign exchange earnings. Horticulture, with an average annual growth rate of 15-20%, was largely dominated by smallholders. Support was needed for smallholder horticulture farmers to benefit more from domestic and export markets. The Government of Kenya (GoK), through the Ministry of Agriculture and Livestock Development (MOALD, former Ministry of Agriculture, Livestock and, Fisheries and Cooperatives) and Horticultural Crops Development Authority (HCD/AFA), along with JICA, implemented "Smallholder Horticulture Empowerment Project" (SHEP) on a pilot basis in four districts from 2006 to 2009. GoK established the Smallholder Horticulture Empowerment and Promotion Unit within the Crop Management Directorate in MOALD to support smallholder horticulture farmers. JICA supported this unit through "Smallholder Horticulture Empowerment and Promotion Unit Project" (SHEP UP) from 2010 to 2015. As SHEP UP ended, GoK requested a new technical cooperation project from Japan to promote the SHEP Approach at national and county levels.</p>														
Objectives of the Project	<p>Through improvement of the SHEP Approach in the target counties, implementing the SHEP Approach at targeted counties, establishment of the monitoring and evaluation system between Project Coordination Unit (PCU) and the target counties, conducting in-country training and advisory missions to African countries, the project aims at establishment of an Implementation System to support smallholder horticulture farmers in implementing Counties, thereby contributing to the improvement of Livelihood of Smallholder horticulture farmers applying the SHEP Approach.</p> <ol style="list-style-type: none"> Overall Goal: Livelihood of Smallholder horticulture farmers applying the SHEP Approach in implementing Counties is improved. Project Purpose: Implementation System to support smallholder horticulture farmers in implementing Counties is established. 														
Activities of the Project	<ol style="list-style-type: none"> Project Site: Nairobi and 18 Counties (Elgeyo Marakwet, Uasin Gishu, Nakuru, Kiambu, Muranga, Kirinyaga, Nyamira, Kisumu, Homa Bay, Embu, Meru, Makueni, Kitui, Machakos, Busia, Bungoma, Kwale and Kilifi) Main Activities: Improvement of the SHEP Approach in the target counties, implementing the SHEP Approach at targeted counties, establishment of the monitoring and evaluation system between PCU and the target counties, conducting in-country training in and advisory missions to other African countries. Inputs (to carry out above activities) <table border="0" style="width: 100%;"> <tr> <td style="width: 50%;">Japanese Side</td> <td style="width: 50%;">Kenyan Side</td> </tr> <tr> <td>1) Experts: 10 persons</td> <td>1) Staff Allocated: 11 persons</td> </tr> <tr> <td>2) Trainees Received in Japan: 80 persons</td> <td>2) Office space for Japanese experts</td> </tr> <tr> <td>3) Trainees Received in the third countries: 13 persons</td> <td>3) Local Cost: Cost not covered by JICA support</td> </tr> <tr> <td>4) Equipment: Vehicle, Copy Machine</td> <td></td> </tr> <tr> <td>5) Local Cost : Local cost for the activity of Japanese Experts</td> <td></td> </tr> </table> 			Japanese Side	Kenyan Side	1) Experts: 10 persons	1) Staff Allocated: 11 persons	2) Trainees Received in Japan: 80 persons	2) Office space for Japanese experts	3) Trainees Received in the third countries: 13 persons	3) Local Cost: Cost not covered by JICA support	4) Equipment: Vehicle, Copy Machine		5) Local Cost : Local cost for the activity of Japanese Experts	
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Project Period	(ex-ante) March 2015 – March 2020 (60 months) (actual) March 2, 2015 – March 1, 2020 (60 months)	Project Cost (Japanese side only)	(ex-ante) 820 million yen, (actual) 764million yen												
Implementing Agency	<ul style="list-style-type: none"> - State Department for Agriculture in MOALD (former State Department for Crops in Ministry of Agriculture, Livestock and, Fisheries and Cooperatives) - HCD/AFA - County Governments 														
Cooperation Agency in Japan	None.														

II. Result of the Evaluation

<Constraints on Evaluation>

• Due to time and financial constraints, the field survey was conducted in three of the 18 counties targeted by the project. In addition, the implementing agency, MOALD was unable to provide the necessary data to verify the continuation status of the project purpose. Therefore, the continuation of the effects of the project purpose at the time of the ex-post evaluation and the degree of achievement of the overall goal were verified based on the results of the field survey.

1 Relevance/Coherence

[Relevance]

<Consistency with the Development Policy of Kenya at the Time of Ex-Ante Evaluation >

"Kenya Vision 2030" emphasized agriculture as a key pillar of economic development, aiming to transform small-scale farmers into commercial and modern farmers. The "Agricultural Sector Development Strategy" (2010-2020) envisioned "innovative, commercially oriented, competitive and modern agriculture" by enhancing the competitiveness, productivity, and commercial viability of agricultural products and businesses. The project was consistent with the development policy of Kenya at the time of ex-ante evaluation.

<Consistency with the Development Needs of Kenya at the Time of Ex-Ante Evaluation >

Small-scale farmers, with an average of 0.97 hectares of land, were crucial to Kenyan agriculture, producing 70% of market crops and 80% of horticultural products. However, they faced challenges in production, sales, and distribution, leading to insufficient income. Targeted support, including farmer organization, capacity building, and stronger market linkages, were essential to improve their income and promote the agricultural sector. The project was consistent with the development needs of Kenya at the time of ex-ante evaluation.

<Appropriateness of Project Design/Approach>

The project was designed by taking into consideration the equality of benefits for vulnerable group including youth, women, men, and the differently abled persons. The project utilized the lessons learned from the past similar projects; Being a county-led project, the county took the lead in inclusively selecting farmer groups, providing support supervision and technical solutions attributable to the project's success. The shared vision among the farmer groups led to positive outcomes, making them more focused and helping them choose more profitable production and enterprises. The issues of sustainability were not directly related to the design of the project, therefore the project design/approach was appropriate. No problem attributed to the project design/approach was confirmed.

<Evaluation Result>

In light of the above, the relevance of the project is ③¹.

[Coherence]

<Consistency with Japan's ODA Policy at the Time of Ex-Ante Evaluation>

In the "Country Assistance Policy for Kenya" (2012) identified agricultural development as one of the five priority areas for assistance. The project was consistent with the Japan's ODA policy to Kenya at the time of ex-post evaluation.

<Collaboration/Coordination with JICA's Other Interventions>

The collaboration/coordination between the project and "Project on Enhancing Gender Responsive Extension Services in Kenya" (PEGRES, 2014-2017) and "Sustainable Smallholder Irrigation Development and Management in Semi-Arid Lands Project" (SIDEMAN-SAL, 2012-2016) and was planned at the time of ex-ante evaluation; and was implemented. PEGRES contributed the development of training materials and manuals for SHEP Approach, and SIDEMAN-SAL contributed to the target farmer group's water access improvement. In addition, this project hosted the third country SHEP training and SHEP workshop and it contributed to raising the capacity of the project's counterparts. The collaboration/coordination between the project and the two above mentioned projects of JICA was planned at the time of ex-ante evaluation and was and was implemented, the positive effects expected were confirmed at the time of ex-post evaluation.

<Cooperation with other institutions/ Coordination with International Framework>

Although the cooperation/coordination with other donors including the World Bank, International Fund for Agricultural Development, and the African Development Bank was planned at the time of ex-ante evaluation and was not implemented².

<Evaluation Result>

In light of the above, the coherence of the project is ③¹.

[Evaluation Result of Relevance/Coherence]

In the light above, the relevance/coherence of the project is ③¹.

2 Effectiveness/Impact

<Status of Achievement of the Project Purpose at the Time of Project Completion>

At the time of project completion, the Project Purpose was achieved beyond the plan. One indicator was set for Project Purpose.

Three counties adapted the SHEP Approach in 2016 and 2017, and 11 counties adapted the SHEP Approach in 2018 and 2019. In total 14 counties (78%) adopted/adapted the SHEP approach (Indicator 1).

<Continuation Status of Project Effects at the Time of Ex-Post Evaluation>

By the time of the ex-post evaluation, the project effects have been partially continued.

The information on Indicator 1 was not available in MOALD. For that reason, based on the result of the field survey, the indicator was evaluated. All the three selected counties, Uasin Gishu, Bungoma and Kisumu have still applied SHEP Approach.³ Therefore, though there was a constraint of the data however based on the result of the field survey, it could be concluded that the effects of the project have been partially continued.

The reason that the monitoring information was not at MOALD, there seemed to be no monitoring SHEP activities at national level since project completion.

<Status of Achievement of the Overall Goal at the Time of Ex-Post Evaluation>

At the time of ex-post evaluation, the Overall Goal has been achieved as planned. One indicator was set for Overall Goal. Indicator 1 was achieved beyond the plan based on the survey conducted on the three target counties, Uasin Gishu, Bungoma and Kisumu. 67% of farmers recognized the improvement of the standard of living. However, there was a difference in the percentage within the three counties. In Kisumu County, the percentage of the farmers who recognized the improvement of the living standard from the contribution of horticulture Income to the surveyed farmers was lower than other two counties. This could be related to relatively poor market access and the severe effects from natural disasters (e.g., drought) and human-wildlife conflicts.

<Other Impacts at the Time of Ex-Post Evaluation>

Based on the interviews with County Agriculture Officers in the surveyed counties, there was a positive impact for the marginalized groups including persons with disabilities and female in that they were able to learn, and through teamwork they were able to achieve as much as other groups in the community. The project empowered women and youths as productivity at household levels have increased due to the enhanced participatory roles resulting from gender mainstreaming. In addition, the spillover effects of the SHEP Approach were confirmed, as it was adopted in a government-led program and a private company. No negative impact was found.

¹ ④ : very high, ③ : high, ② : moderately low, ① : low

² However, HCD/AFA recognized the applicability of the SHEP Approach and have adopted the business linkage forum, renamed Horticulture Business Linkage Forum (HOBLINK), which was adopted by the other donor-funded projects. HOBLINK provided a platform for farmers/farmer groups to have mutually beneficial interactions with different stakeholders in the horticulture industry to address specific constraints.

³ Due to the time constraints and budget limitations of the survey, it was not possible to conduct the survey in all the target counties. The three counties selected for the survey were chosen based on the following criteria. (1) large number of farmer group/farmers, (2) accessibility to county.

<Evaluation Result>

In light of the above, the effectiveness/impact of the project is ③.

Achievement of Project Purpose and Overall Goal

Aim	Indicators	Results	Source																				
(Project Purpose) Implementation System to support smallholder horticulture farmers in implementing Counties is established	Indicator 1 By the end of the project period, at least 50% of implementing Counties adopt/adapt the SHEP Approach	Status of Achievement (Status of the Continuation): Achieved beyond the plan (partially continued) (Project Completion) Three counties adapted the SHEP Approach in 2016 and 2017, and 11 counties adapted the SHEP Approach in 2018 and 2019. In total 14 counties (78%) adopted/adapted the SHEP Approach. (Ex-Post Evaluation) Since the information on the indicator was not available in MOALD, the supplemental information, the results of the field survey in the selected three counties (Uasin Gishu, Bungoma and Kisumu) were utilized for this analysis. All the farmers groups in the three counties have still applied SHEP Approach.	Project Completion Report Interviews with the three counties' agricultural officers and focus group discussion with three farmers groups in Uasin Gishu, Bungoma and Kisumu																				
(Overall Goal) Livelihood of Smallholder horticulture farmers applying the SHEP Approach in implementing Counties is improved.	Indicator 1 3 years after the project completion, 50% of small-scale farmers improve the standard of living from the contribution of horticulture Income	Status of Achievement: achieved as planned (Ex-Post Evaluation) Based on the field survey in the three counties (Uasin Gishu, Bungoma and Kisumu) ⁴ , 67 % of farmers of the target farmers groups in the three counties recognized the improvement of the standard of living. Table 1: Awareness of improving the livelihoods of farmers <table border="1"> <thead> <tr> <th>County</th> <th>(a)</th> <th>(b)</th> <th>(c)</th> </tr> </thead> <tbody> <tr> <td>Uasin Gishu</td> <td>29</td> <td>25</td> <td>86%</td> </tr> <tr> <td>Bungoma</td> <td>25</td> <td>22</td> <td>88%</td> </tr> <tr> <td>Kisumu</td> <td>27</td> <td>7</td> <td>26%</td> </tr> <tr> <td>Total</td> <td>81</td> <td>54</td> <td>67%</td> </tr> </tbody> </table> (a) Number of farmers surveyed (b) Number of farmers who recognized the improvement of the living standard from the contribution of horticulture Income (c) Percentage of (b) to (a)	County	(a)	(b)	(c)	Uasin Gishu	29	25	86%	Bungoma	25	22	88%	Kisumu	27	7	26%	Total	81	54	67%	Focus group discussion with three farmers groups in Uasin Gishu, Bungoma and Kisumu
County	(a)	(b)	(c)																				
Uasin Gishu	29	25	86%																				
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Total	81	54	67%																				

3 Efficiency

The project cost was within the plan and the project period was as planned. (the ratio against the plan:93 % and 100 %, respectively).

	Project Cost (Japanese side only, yen)	Project Period (months)
Plan (ex-ante)	820 million	60 months
Actual	764 million	60 months
Ratio (%)	93%	100%

Outputs were produced as planned.

In the light above, the efficiency of the project is ④.

4 Sustainability

<Policy Aspect>

At the time of ex-post evaluation, "Kenya Vision 2030" was still in effect. "Agriculture Sector Transformation and Growth Strategy (ASTGS)" (2019-2029) was developed by the Ministry of Agriculture, Livestock, Fisheries and Irrigation, and it aimed to strengthen commercialization through value addition to achieve 40% increase in income by smallholder farmers. Also, "Kenya Agricultural Sector Extension Policy (KASEP)" (2022-2032) endowed the importance of a consultative process with counties to enhance agricultural extension services. Not only the national level strategy/policy, but also the county's level Agribusiness Policy/Strategy were developed though they were not approved yet, to support the smallholder farmers towards market-oriented agriculture through the extension service. This direction to support for the promotion of SHEP Approach would be likely to be continued in the future as KASEP acknowledges SHEP Approach as one of the promising extension methodologies in Kenya.

<Institutional/Organizational Aspect>

At the national level, the successor project has been implemented, and the SHEP PCU was established under the MoARD to support the expansion of SHEP Approach. There was ongoing development of a technical unit embedded within the structures of Kenya School of Agriculture across the country to backstop counties and "agripreneurs"⁵ on extension. HCD/AFA has continued to streamline the SHEP Approach within its day-to-day activities along its mandate of regulating horticultural production. Most of the officers who were counterparts of this project have continued the provision of training on SHEP Approach.

⁴ One farmers group was surveyed from each of the three counties that were the subject of the field survey.

⁵ Young agricultural practitioners that had knowledge/skills to provide expert-service to farmers at a fee in Kenya.

In all counties, there was ongoing recruitment of agripreneurs to promote on-demand extension services through collaborative work with the Ward Agriculture Officers (WAOs).⁶ Most counties had at least an extension officer deployed to the Ward level and at the county headquarters to provide regular services and/or on-demand extension services and where retirement happened, gaps are filled from neighboring wards. However, in some counties, issues have been identified in the continuation of extension services due to the retirement of extension workers and staff shortages. In all the three counties surveyed, there was general deployment of WAO and Group Facilitator at the smallest unit of smallholder farmer level - groups.

At the time of the ex-post evaluation, there was no network or cooperative linkages to disseminate SHEP Approach to other counties, however it was expected that MOALD and counties would establish a lasting and effective system to expand the SHEP Approach.

<Technical Aspect>

HCD/AFA has continued to provide SHEP training to its relevant staff that allows them to become implementers of SHEP activities under the organization. According to MOALD, trained officers have continued to support counties that implemented the SHEP Approach, most of the extension officers who received SHEP training have continued to support farmers and induction of new officers. Therefore, in most cases, the counties have entrenched the support of trained officers to strengthen the spread of technical skills across board. However, due to a severe lack of funds, there were the counties that faced difficulties in sustaining these trainings, even though they wanted to continue them through regular refresher programs. In addition, at national level, SHEP training materials developed by the project have continuously been utilized for training while the HCD/AFA; and at the county-level, it was found the training manual/materials were utilized in the three visited counties in the evaluation. From the above, it could be said that the technical skills/knowledge have continuously existed, and it was likely to be continued.

<Financial Aspect>

The certain level of budget was allocated within MOALD, and the counties surveyed for agriculture. However, no specific budget for extension service was allocated. Also, at the county level, they heavily relied on the budget from the national government. There was a lack of deliberate funding for extension by counties which continues to weaken the effort of grassroots support to smallholder farmers.

<Environmental and Social Aspect>

No issue on environmental and social aspects has been observed, and it has not been necessary to take any countermeasures.

<Evaluation Result>

In light of the above, slight problems have been observed in terms of the policy, institutional/organizational and technical aspects of the implementing agency; and problems have been observed in terms of the financial aspect of the implementing agency. Therefore, the sustainability of the project effects is (2).

5 Summary of the Evaluation

The project achieved the Project Purpose beyond the plan which was to establish the implementation system to support smallholder horticulture farmers in implementing Counties. After the project completion, the project effects have been partially continued. The Overall Goal to improve livelihood of smallholder horticulture farmers applying the SHEP Approach in implementing Counties was achieved as planned. Regarding sustainability, there have been slight problems that have been observed the policy, institutional/organizational and technical aspects and problems have been observed in terms of the financial aspects of the implementing agency and surveyed counties. However, trained extension officers have continued supporting farmers and training new staff, while SHEP training materials remain in use at both national and county levels.

Considering all of the above points, this project is evaluated to be satisfactory.

III. Recommendations & Lessons Learned

Recommendations for Implementing Agency:

In some counties, extension officers have retired, or some wards have no staff leading to high demand for extension services to farmers. . The ratio of officer to farmers should be improved to enhance the quality of the service. It is desirable that the government of Kenya shall annually provide the adequate financial and human resources for the provision of extension services to smallholder farmers at the county level to enhance the project impact and the sustainability of the project.

Lessons Learned for JICA:

After the project completion, the lack of deliberate funding by counties for the expansion of the SHEP Approach highlighted issues of limited ownership on the Kenyan side. Combined with budgetary constraints of the Kenyan government, this hindered the securing of sufficient funds for scale-up. In future cooperation, it is recommended that JICA further promote the ownership of the partner government and encourage the involvement of other stakeholders, such as the private sector (agribusiness firms, microfinance institutions, and farmers' cooperatives, etc.), to address financial limitations.

⁶ For example, in Uasin Gishu County, the Agriculture Department has been restructured to strengthen extension and promote commercial agriculture, by creating the Directorate of Agribusiness in 2024. Similar arrangement was already ongoing in several other counties with the support from the "National Agriculture Value Chain Development Project" on a one-year pilot.



Cabbages farm owned by a farmer who applied SHEP Approach



Improved housing and water tank owned by a farmer who applied SHEP Approach