Transform Nutrition
Kenya Stakeholder Mapping Report

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Background

Undernutrition in early life is responsible for the deaths of millions of young children annually, it reduces the amount of schooling children attain and increases the likelihood of their being poor as adults, if they survive. The human and economic costs are enormous, and yet the rate of undernutrition reduction remains glacial. While research tells us what interventions work to address undernutrition, scaling up is not happening quickly enough. Also, investment in other sectors such as agriculture, social protection, and health systems are not being leveraged to improve nutrition to the extent that they could be. Finally, wider societal norms do not support nutrition as well as they could: better nutrition is in everyone's interests, but is nobody's responsibility.

Transform Nutrition is a major Research Programme Consortium funded by the UK's Department for International Development and is represented in Ethiopia by Save the Children (UK). It aims to address these challenges by strengthening the content and use of nutrition-relevant evidence to accelerate undernutrition reduction. The focus is on the 1,000 day period from pre-pregnancy to 24 months of age—the "window of opportunity" where interventions are most effective at reducing undernutrition. Research is structured around three core pillars relating to direct and indirect interventions, and an enabling environment for nutrition.

Objective of this report

During the inception phase of this project, Transform Nutrition undertook stakeholder workshops in the programme's four focal countries: Ethiopia, Kenya, Bangladesh and India. These workshops allowed us to work with stakeholders to co-construct understandings of policy processes and how we might engage them. Specifically, these activities aimed to explain: a) Who is and who could be influential in nutrition in Kenya? b) Who is supportive of nutrition in Kenya? c) How can we engage with these audiences most effectively? How do they like to be engaged with?[1]

The Kenya stakeholder workshop took place in Nairobi on November 24th 2012 and included participants from the Kenya Government, national NGOs and civil society organizations, international NGOs and bilateral and international donors and agencies. Leading up to this workshop, the country team—made up of Save the Children, University of Nairobi, IDS and IFPRI—held internal consultation meetings. The workshop was facilitated by IFPRI.

Methodology for Stakeholder Analysis

The primary method used for the stakeholder analysis was the Net-Map method, used in a group interview of select nutrition experts in Kenya. Net-Map (Schiffer 2008) is a participatory interview technique that combines social network analysis (Wasserman and Faust 1994), stakeholder mapping, and power mapping (Schiffer 2007). Net-Map helps people understand, visualize, discuss, and improve situations in which many different actors influence outcomes. By creating maps, individuals and groups can clarify their own view of a situation, foster discussion, and develop a strategic approach to their

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[1] This report describes the results of A and B. Objective C will be examined in follow-up discussions with some of the key actors pinpointed during the stakeholder workshop.

networking activities. It can also help outsiders understand and monitor complex multi stakeholder situations. In additional to Net-Map, review of documents on nutrition on Kenya and other public sources allowed for the development of a list of key stakeholders invited to the mapping workshop and provided a baseline understanding of the current status of policies and programs in Kenya.

Net-Map allows stakeholders to examine not only the formal interactions in the network, but also the informal interactions that cannot be understood by merely studying documents concerning the formal policy making procedures. Actors meet to exchange information and advocate for certain policy goals; local and international initiatives contribute by adding funds or research; and all of these interactions contribute to shaping the content and process of policy making. To get a realistic understanding of these formal and informal links and how the actors use them to influence the policy process, empirical field work is crucial (as only the formal links can be deducted from government documents). To understand how the actors interact with each other in the process, social network analysis (SNA) approaches are especially suitable, as they allow for a complex representation of a system, putting the actions of individuals and organizations into a greater perspective. SNA (Hanneman 2005) explains the achievements of actors and the developments within groups of actors by looking at the structure of the linkages between these actors. Thus, while traditional survey based approaches collect data about attributes of actors, network analysis focuses on gathering information about the network through which these actors connect.

More specifically, in this Net-Map exercise respondents were asked:

- Who plays a role in shaping nutrition policy and program decisions, across sectors, in Kenya?
- Who is advocating to/pressuring who? Who is providing funds to whom?
- How strongly can each actor influence the shaping of nutrition policy and program decisions in Kenya?
- What is the level of active support for nutrition each actor has over other competing priorities?

The answers to these questions were arrived at through group interviews with key stakeholders in nutrition in Kenya, discussing and coming to consensus on each point. The actors' names were written on small note cards and spread across a large piece of paper. Upon nominating an actor to be included, respondents would explain why that actor was important to add. Next funding flows were drawn among the actors. Advocacy and pressure links were not completed with this group, as the majority of participants did not see this as a common way in which actors in the network engaged with each other. Then influence scores were attributes to each actor card, with 0 signifying that an actor has no influence and 5 signifying the highest degree of influence. Finally, each actor was ranked according to their level of active support for maternal and child nutrition, 4 signifying that the actor is highly supportive of and active in nutrition, and 1 signifying that the actor is not supportive of nutrition. The result of this exercise was a visual depiction of the stakeholder network for climate change adaptation in Kenya, and notes from the in-depth discussion during the process. The network data was entered a social network analysis program in order to better assess the network structure. The influence scores attributed by the respondents were inputted as well, so that the nodes (the representations of each stakeholder in the network) can be sized according to its perceived influence over improving climate change adaptation for farmers and pastoralists. (For a more detailed description of the Net-Map process, see the Annexes.)

The visual depictions of this network, and the key lessons we learned from the network and, in particular, from the stories of the respondents, are described in the next chapter.

Highlights and Learning from the Mapping Process

The discussion resulted in rich information about the network and the actors within it. Because we gained this information from a small group of experts, we view the results of this exercise as a snapshot of the important and commonly perceived interactions and roles of actors in the network, rather than a decisive complete network map. In this chapter we will describe the highlights learned from the interview process, including some key actors and groups of actors, actors with potential power or influence, and implications for the Transform Nutrition project.

How do actors influence policy and program decisions

As the group discusses *how* actors who are playing a role in the shaping of program and policy decisions actually engage in policy dialogue, a variety of different perspectives emerged. Following an interesting discussion about how actors do engage in the network in order to influence policy and program decisions, the group consensus was not to draw pressure and advocacy links on their Net-Map.

In the view of some actors, many multilateral and bilateral organizations apply pressure towards the Ministry of Health, in particular to implement policies that they are promoting at a global level. Some of the organizations mentioned were the European Union (EU), UK's Department for International Development (DFID), the World Bank (WB) and the World Health Organization (WHO). However, many of the workshop participants saw these relationships to be more like collaboration and working together. For instance, a representative from the United Nations Children's Fund (UNICEF) described how they share work plans with the Ministry of Public Health and Sanitation (MoPHS) and some NGOs they work with, in order to promote joint progress on nutrition issues. This led to a discussion about funding as a primary way of applying pressure; funding is used as the leverage to apply policy pressure on recipient actors and the funding recipient may feel obliged to please the donor to ensure continuation of funding streams.
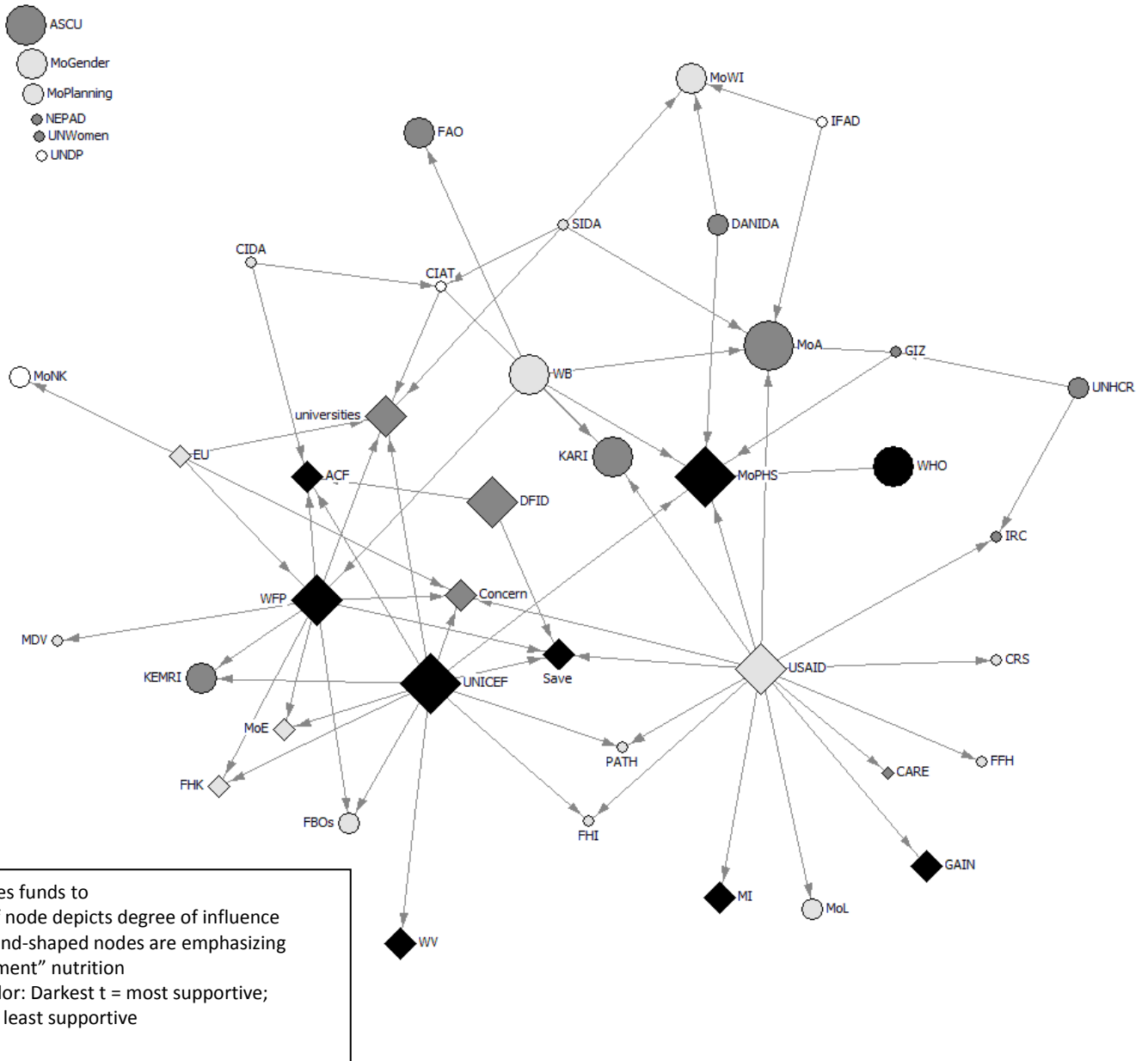
In addition to monetary transfers, the group felt strongly that many organizations provide in-kind transfers of food, materials, staff time, capacity strengthening, and others that are as influential as funds. In particular, when providing funds to government bodies many organizations use in-kind transfers for easier tracking and accountability of spending. Others talked about partnerships with different organization as being highly influential in terms of the non-financial benefits that organizations receive through partnerships. Donors like EU and DFID will also put out guidelines on the type and design of nutrition programs they will fund. This greatly influences the design of programs. The Ministry of Health will also put similar pressure on NGOs in terms of what they work on and where they work, and often to ensure actors comply with national plans.

After much discussion, the group decided to specify which actors were funding other actors in order to understand activities and implicit pressure in the network.

In the network figure below, UNICEF and the US Agency for International Development (USAID) turn out to be the hubs of the funding network. They have the highest number of out-going links (they are funding many actors) and their connections take the shape of a hub and spoke with many connections

radiating from them, but not as many interconnections of other actors. Likewise, the World Food Programme (WFP) has many funding links. However, distinct from the hubs, WFP both provides and receives funds playing more than one role in the network; perhaps acting as a conduit of funds, mobilizing and then channelling funding.

Figure 1: Funding Network

→ Provides funds to
● Size of node depicts degree of influence
◆ Diamond-shaped nodes are emphasizing "development" nutrition
*Node color: Darkest t = most supportive; Lightest = least supportive

Emergency Nutrition and Development Nutrition

In the Kenya context, much of the activity in nutrition focuses on addressing the immediate impacts of drought, famine and other emergencies. The emphasis of the Transform Nutrition programme is chronic nutrition—or *development* nutrition, as referred to by some of the stakeholders.

This stirred debate on determining what activities and issues within nutrition were relevant to the mapping and which should be considered outside of the scope of interest. After reiterating the parameters and interests of the program and the mapping activity, participants were allowed to determine the activities that were relevant for the exercise. This shed some light on how nutrition activities are generally categorised in Kenya. Many of the nutrition-focused organizations had long histories of working on emergency nutrition. And many key bodies in nutrition—such as the Nutrition Technical Forum—are primarily set up to address emergency nutrition issues. The group found it difficult to leave out activities related to emergency nutrition, since those activities would indeed impact some children and mothers.

Furthermore, because the program is interested in activities that affect nutrition both directly and indirectly, the scope of activities was further broadened. There were debates about the inclusion of school feeding programs, vaccination programs, crop diversity programs, livelihoods promotion programs, etc. The group included all of these after debate.

While it was understood that all the actors on the map were in some way engaging in the nutrition policy network, we felt it would be beneficial to pinpoint those actors who were explicitly and intentionally focusing on development nutrition. As such, Figure 1 depicts actors with this focus as a diamond shape.

Influence and Support

Also depicted in the network figures is the information collected on the degree of influence each actor has in the network and the degree of support for nutrition. The size of each actor in Figure 1 corresponds to the degree of influence attributed (the larger, the more influential), while the color corresponds to the degree of active support for nutrition (the darker black, the more supportive).

Shown in a different way, Figure 2 shows actors categorized according to their influence and their support. The x axis depicts the support level, with more supportive actors towards the right, and the y axis shows the influence level, with more influential actors towards the top. We can see that the Ministry of Health and UNICEF are the only actors with the highest levels of support and influence, closely followed by WFP. Lower down in influence but still highly supportive are a group of NGOs with this focus [Save the Children (SAVE), Global Alliance for Improved Nutrition (GAIN), Micronutrient Initiative (MI), Action Against Hunger (ACF), World Vision (WV)].
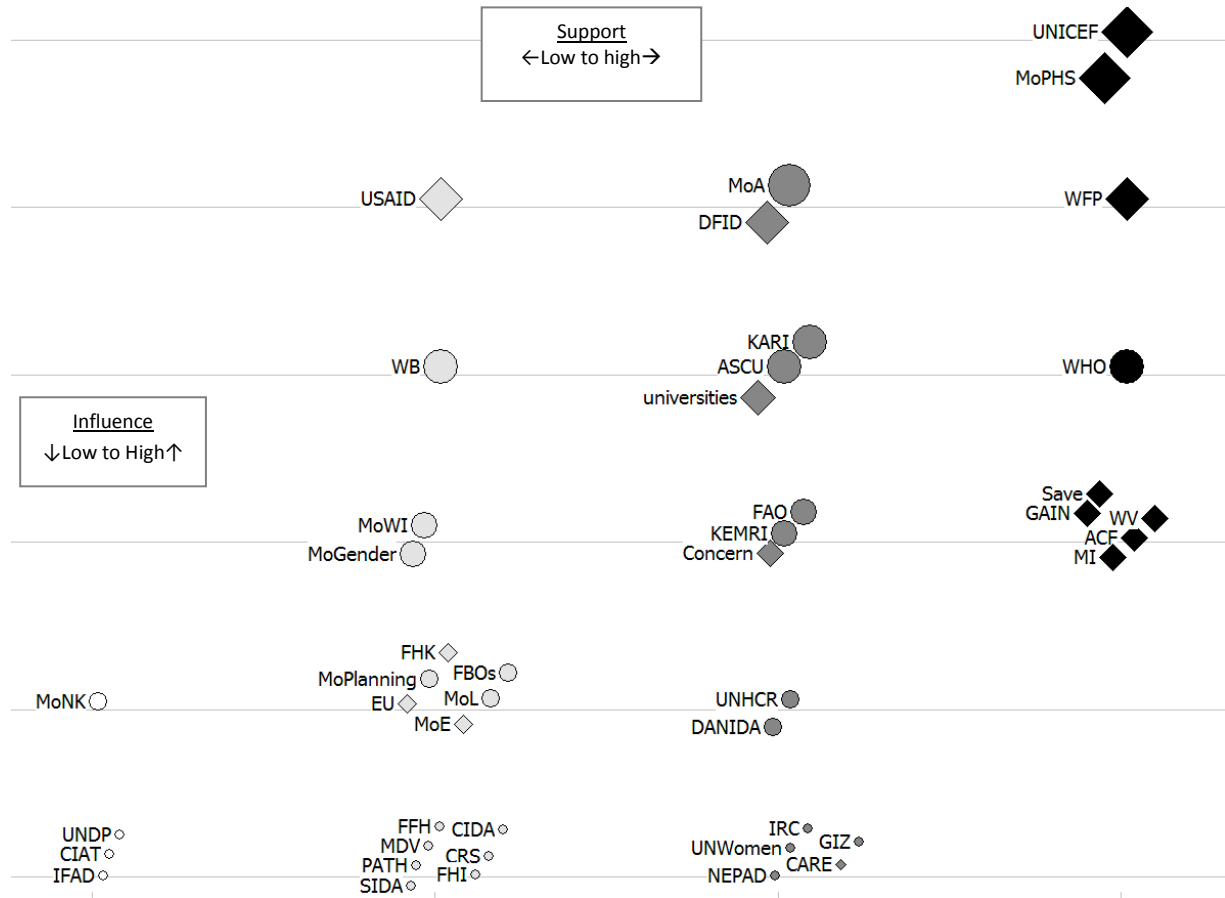
While the Ministry of Agriculture is seen as being somewhat supportive of nutrition and somewhat influential in nutrition policy, all the other Ministries that were named are far less supportive of nutrition and seen as far less influential in this area [Ministry of Water and Irrigation (MoWI), Ministry of

Gender and Social Development (MoGender), Ministry of Planning and National Development (MoPlanning), Ministry of Livestock Development (MoL), Ministry of Education Science and Technology (MoE), Ministry of Northern Kenya (MoNK)].

Table 1: Comparison of links, Influence and Support

Actor	Total # of Links	In-Links	Out-Links	Influence	Support for Nutrition
USAID	14	0	14	4	Some support, among many priorities
UNICEF	12	0	12	5	Highly supportive
WFP	11	2	9	4	Highly supportive
Ministry of Health	6	6	0	5	Highly supportive
Universities	5	5	0	3	Supportive
MoA	5	5	0	4	Supportive
WB	5	0	5	3	Some support, among many priorities

Support
←Low to high→

UNICEF
MoPHS

USAID
MoA
DFID
WFP

Influence
↓Low to High↑

WB
KARI
ASCU
universities
WHO

MoWI
MoGender
FAO
KEMRI
Concern
Save
GAIN
WV
ACF
MI

FHK
MoPlanning FBOs
EU MoL
MoE
MoNK
UNHCR
DANIDA

UNDP
CIAT
IFAD
FFH CIDA
MDV CRS
PATH FHI
SIDA
IRC GIZ
UNWomen CARE
NEPAD

Key Actors

From the network details described above and the in-depth discussion amongst meeting participants, a few actors stood out as being the most important to shaping policy and program decisions in maternal and child nutrition. In addition, some actors were seen as not currently most central or most influential, but with the ability of playing an important role in the future; these actors have also been described below.

Ministry of Public Health and Sanitation (MoPHS)

This Ministry plays a key role in nutrition in Kenya as the policymaking and implementing body for nutrition. Within the ministry, the Division of Nutrition is the government body mandated to work on nutrition. Also within the ministry —or started by the ministry—is the Nutrition Technical Forum. This forum is a powerful body in terms of a convening body wherein information is shared among nutrition actors. It also has the mandate of approving nutrition-related research plans. Interview participants

considered the Forum to have the authority to shift the country's nutrition policies due to its input into the ministry. However, participants also considered its core focus to be emergency nutrition, and only more recently to be expanding to development nutrition.

In Figure 2, we can see that the Ministry of Health is considered to be both highly influential and highly supportive of nutrition. However, in discussion were heard from participants that a key barrier to improving action and investment in nutrition nationally was the somewhat diminished role of nutrition as just one priority of the Ministry of Health, given that the mandated body is only one division of that ministry. While the Ministry of Health is seen as supportive of nutrition and powerful in terms of decision-making on nutrition, in terms of raising the profile of nutrition on the national agenda it was not seen as powerful enough. In fact, the idea of creating a "Ministry of Nutrition" was raised by some participants.

United Nations Children's Fund (UNICEF)

UNICEF is seen as highly active in funding all aspects of nutrition as well as actively engaging in the policy dialogue. It takes the lead, with WFP, in addressing severe acute malnutrition; in fact it is the chief provider of therapeutic food in Kenya. In addition, it funds Maternal and Child Health Services to support immunizations for mothers. UNICEF is also active with the private sector, promoting fortification of various foods in cooperation with salt producers, Kenya Association of Manufacturers, and other actors, and supporting appropriate use of breast milk substitutes according The Code of Marketing[2].

Ministry of Agriculture (MoA)

Although nutrition is not the mandate of this ministry, participants considered it to play a key role in addressing nutrition because it can reach households directly through extension officers. Home Economics officers can pass information to families. However, currently their focus is food security and not nutrition, though there is an increasing focus on crop diversification and promoting indigenous crops, which may impact nutrition. They were described as a "sleeping giant" who could greatly impact nutrition if they took it on.

US Agency for International Development (USAID)

Although USAID has the highest number of funding links, the participants did not see USAID as highly supportive of nutrition. It seems that this perception comes from the fact that USAID has many different priorities within Kenya and nutrition is seen as only one among many, even if they are somewhat active on it. USAID was seen as an organization that can influence policies and programs in nutrition particularly because of its funding flows.

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[2] In spite of this support, some participants noted that promoting appropriate breastfeeding practices has still been largely unsuccessful in Kenya.

One example where USAID has been influential is in reawakening the agreed-upon NEPAD strategy where it has ensured that partners fall in line with that strategy.

The World Food Programme (WFP)

Within the field of Nutrition, WFP funds many different organizations that are particularly focusing on supporting moderate acute malnutrition, which is WFP's global mandate. They also partner with many implementing organizations and government ministries in Food Security, one major underlying cause of malnutrition, and thus are able to link Food Security interventions with nutrition, where and when relevant.. They are seen as having a high level of technical knowledge that allows them to work with the government and thus help shape programmes and policies. They are also seen as being highly supportive of nutrition and to be working on development nutrition in particular.

Research and Capacity Organizations

Discussion on the universities emphasized that they are not largely influential, but their ability to impact the capacity of the nation's nutrition researchers and practitioners was seen as a critical way in which they can impact the landscape. In addition, the Kenya Nutritionists and Dieticians Institute (KNDI) is a professional association that is relatively new. They will eventually set standards for training and examinations for nutritionists.

National Assembly and Parliamentarians

The National Assembly and Parliamentarians were seen as potentially influential, although they were not seen as currently engaging in nutrition. It was discussed that they could be highly influential if they were *activated* and came to see nutrition as important.

Other Relevant Ministries

Views were expressed about the need to engage with other relevant ministries whose activities are key for nutrition but who do not see nutrition as their mandate. Although they were not clear about how to make this happen, they emphasized that it must happen. One specific body mentioned was the Inter-Ministerial Coordinating Committee on Food and Nutrition which must be investigated further to assess its usefulness for ministerial outreach.

Conclusions and implications for Transform Nutrition

From this exercise, we were able to learn about the roles that the various nutrition actors play in the policy landscape in Kenya. While there were some critical barriers to improved nutrition mentioned by participants, it is clear that there is a lot of current activity. As such, an in-depth situation analysis is critical for Transform Nutrition in its inception phase, before the start of core activities.

Some specific barriers mentioned were the weak link between research and policy, as many noted that there is plenty of research undertaken on nutrition on Kenya but links to policymakers must be strengthened. In particular it was noted that the capacity of policy makers to digest the research results may not be strong enough, pointing to a possible niche or Transform Nutrition to assess what forms of information would be accessible for policy makers given their heavy workloads and limited time for reading long research reports.

Another note mentioned was the lack of access by research and practitioners to all the knowledge that has been and is being generated on nutrition on Kenya. While it was discussed that the Nutrition Technical Forum is a place where research results are shared, many insisted that this was too ad hoc and not sufficient as they did not have access to a store of data and other documentation when they required it in their work.

Finally, the actors of potential power that were mentioned are a place for further investigation and outreach for Transform Nutrition.

Annexes

Complete Actor List

Acronym	Full Name
ACF	Action Against Hunger
ASCU	Agricultural Sector Coordination Unit
CARE	CARE International
CIAT	International Center for Tropical Agriculture
CIDA	Canadian International Development Agency
Concern	Concern
CRS	Catholic Relief Services
DANIDA	Danish International Development Agency
DFID	Department for International Development
EU	European Union
FAO	Food and Agriculture Organization
FBOs	Faith-based organizations
FFH	Freedom from Hunger
FHI	Family Health International
FHK	Feed the Hungry, Kenya
GAIN	Global Alliance for Improved Nutrition
GIZ	German Society for International Cooperation
IFAD	International Fund for Agricultural Development
IRC	International Rescue Committee
KARI	Kenya Agriculture Research Institute
KEMRI	The Kenya Medical Research Institute
MDV	Millennium Development Villages
MI	Micronutrient Initiative
MoA	Ministry of Agriculture
MoE	Ministry of Education Science and Technology
MoGender	Ministry of Gender and Social Development
MoL	Ministry of Livestock Development
MoNK	Ministry of Northern Kenya and other Arid Lands
MoPHS	Ministry of Public Health and Sanitation
MoPlanning	Ministry of Planning and National Development
MoWI	Ministry of Water and Irrigation
NEPAD	New Partnership for Africa's Development
PATH	PATH
Save	Save the Children, UK
SIDA	Swedish International Development Agency
UNDP	United Nations Development Programme
UNHCR	United Nations High Commissioner for Refugee

UNICEF	UNICEF
Universities	Universities and colleges for nutrition
UNWomen	UN Women
USAID	US Agency for International Development
WB	The World Bank
WFP	World Food Programme
WHO	World Health Organization
WV	World Vision

Detailed Explanation of Net-Map Process

While the process is briefly described above, this section provides more detail on the process and its outcomes. Please note that the photos are generic and not from this specific mapping activity.

Step 1: Who plays a role in shaping nutrition policy and program decisions, across sectors, in Kenya?

The names of actors are written on small note cards that are attached to the empty Net-Map sheet in no particular order. In this exercise, a small list of core actors were determined in pre-testing and pre-written on note cards. Participants were able to choose from these, or write new actor cards. The note cards are color coded by actor category, according to government, NGO, private sector, multilaterals and bilaterals, etc. If participants mention actors that are of critical importance themselves but also embedded in relevant organizations, the name of the organization is written on a bigger note cards and the name of the individual or sub-departments are written on a smaller post-it attached to it. If a group of actors (e.g. different NGOs) are seen to have the same kinds of links, goals and influence, they could be seen as a composite actor (like faith-based organization). As actors are chosen, the group describes what role they play in the network.

Step 2: Who is advocating to/pressuring who? Who is providing funds to whom?

Participants were asked to point out which actors were: a) pressuring or advocating to other actors and b) providing funding to other actors. Links are only draw when the interaction between actors is a frequent occurrence and is currently happening. It also much be related to our issue of interest: maternal and child nutrition policy and program decisions. For instance, one actor may be funding another to build roads, but this would not be drawn on this map.

As described above, the group decided not to draw pressure and advocacy links, but rather to focus on funding.
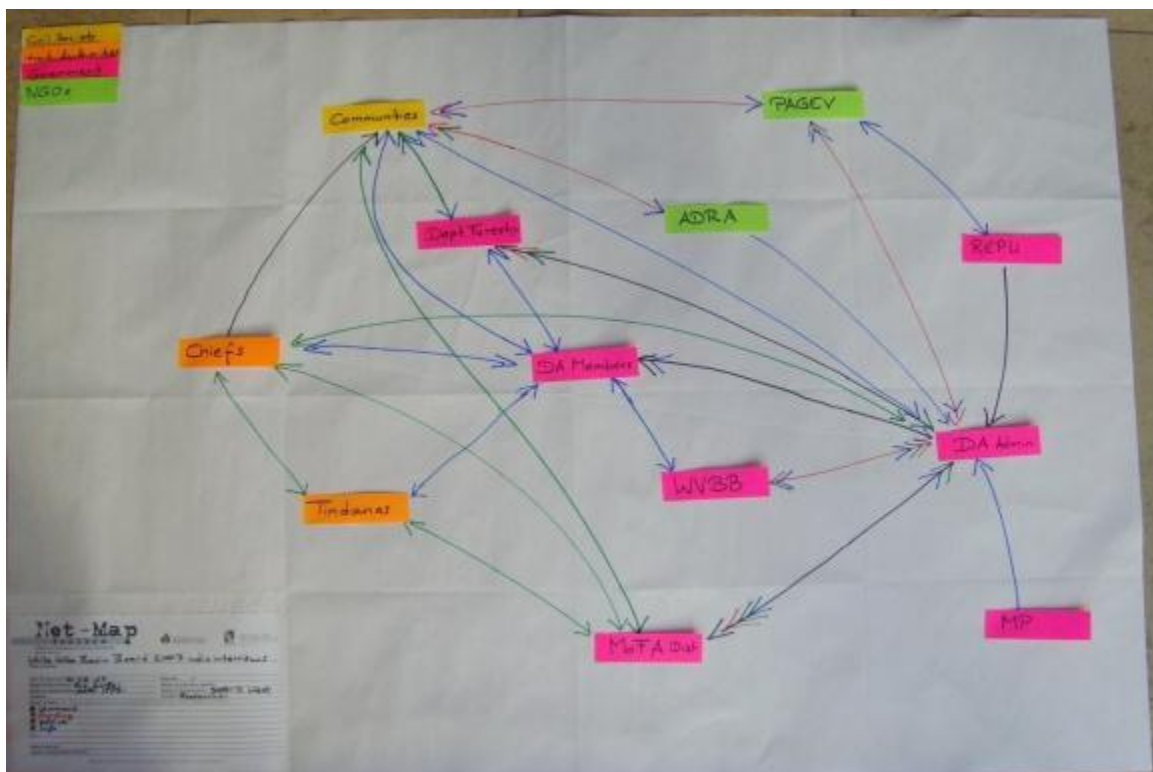
Step 3: How strongly can each actor influence the shaping of nutrition policy and program decisions in Kenya?

Defining influence as the ability to make something happen even in the face of resistance, the participants discuss and rate each actor for its ability to influence (or determine) nutrition policy and program decisions. Participants are given a scale of 0-5, and place small pegs on each actor to form a "power tower" that visually represents their influence score.
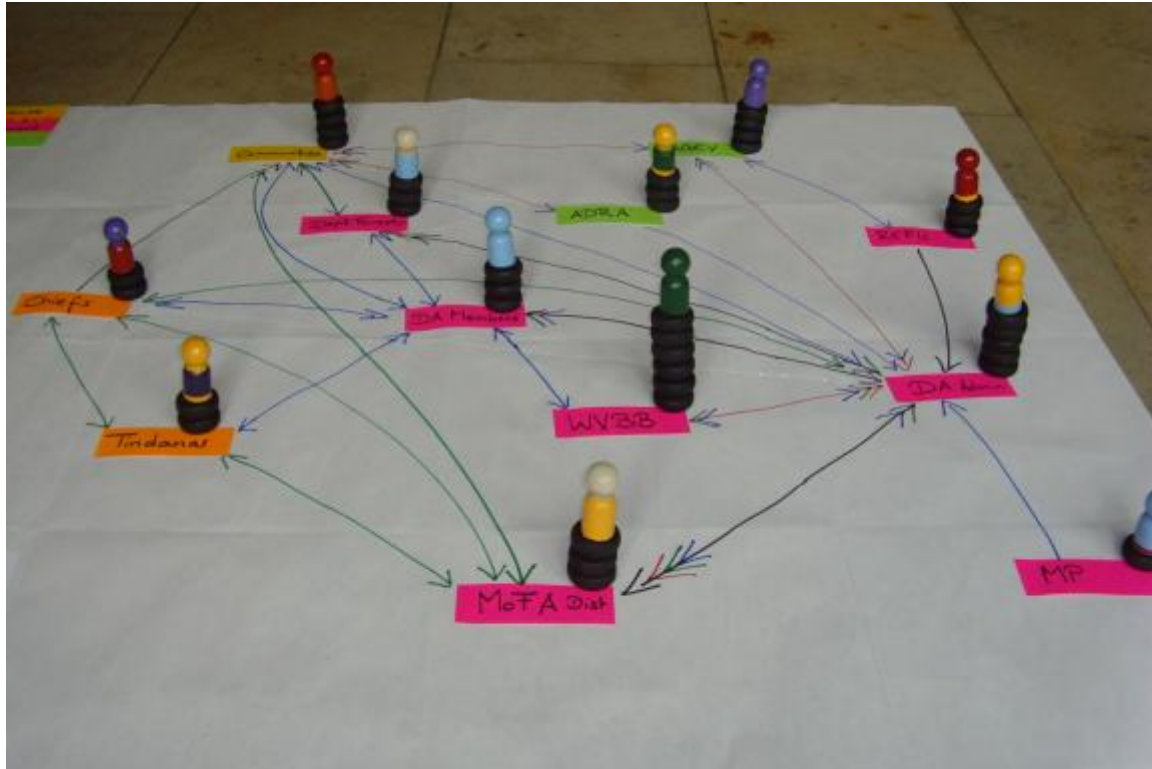
Step 4: What is the level of active support for nutrition each actor has over other competing priorities?

Here we were interested in determining the degree to which each actor supports nutrition, even in the face of competing priorities. Each actor was given a score depicting its level of support for nutrition and this is written on the actor card. The range was from 1 (not supportive) to 4 (highly supportive).

Finally, those actors that were seen to engage explicitly in development nutrition were marked with a D.
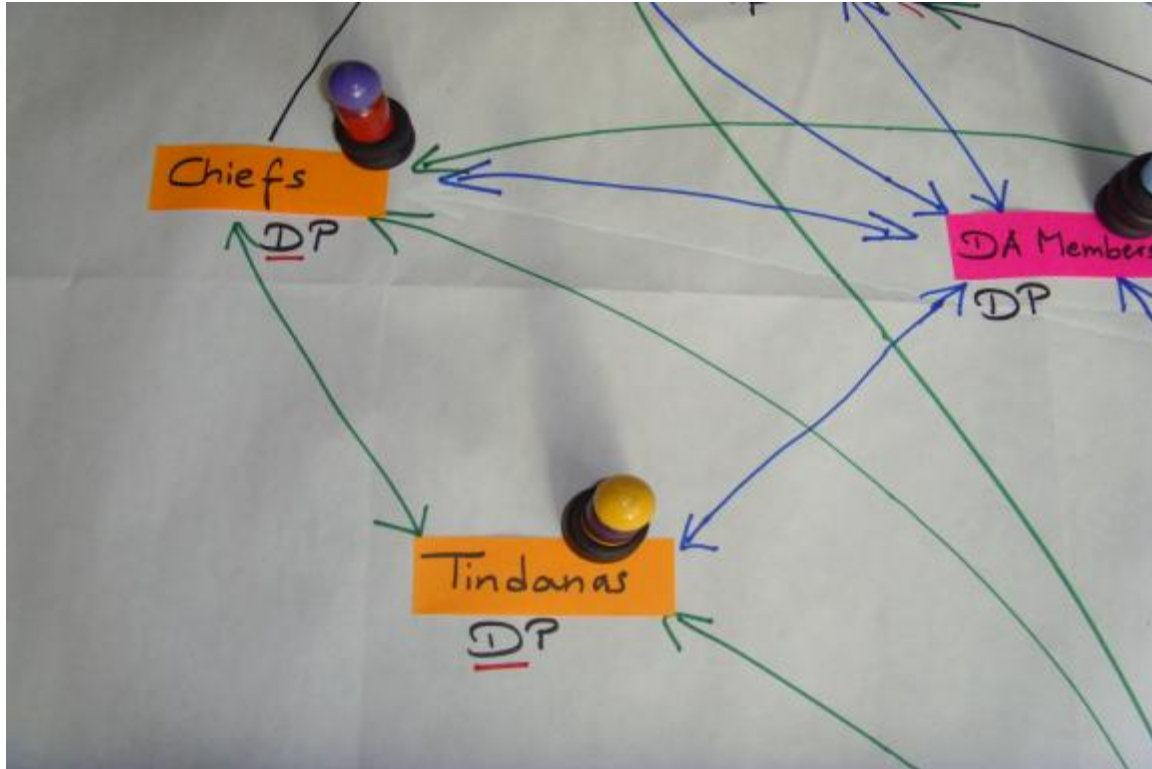
Step 6: Discussion

Finally, participants were asked a series of questions about their understanding of the network. These included:

a) Are there any actors of potential importance, not currently engaged in the network but who could be influential in the future?
b) Of the actors listed here, which ones are the most important for us to engage with?
c) How would you engage with them (b) to be most effective?