



PTD Newsletter

Partnership for Transformational Devolution

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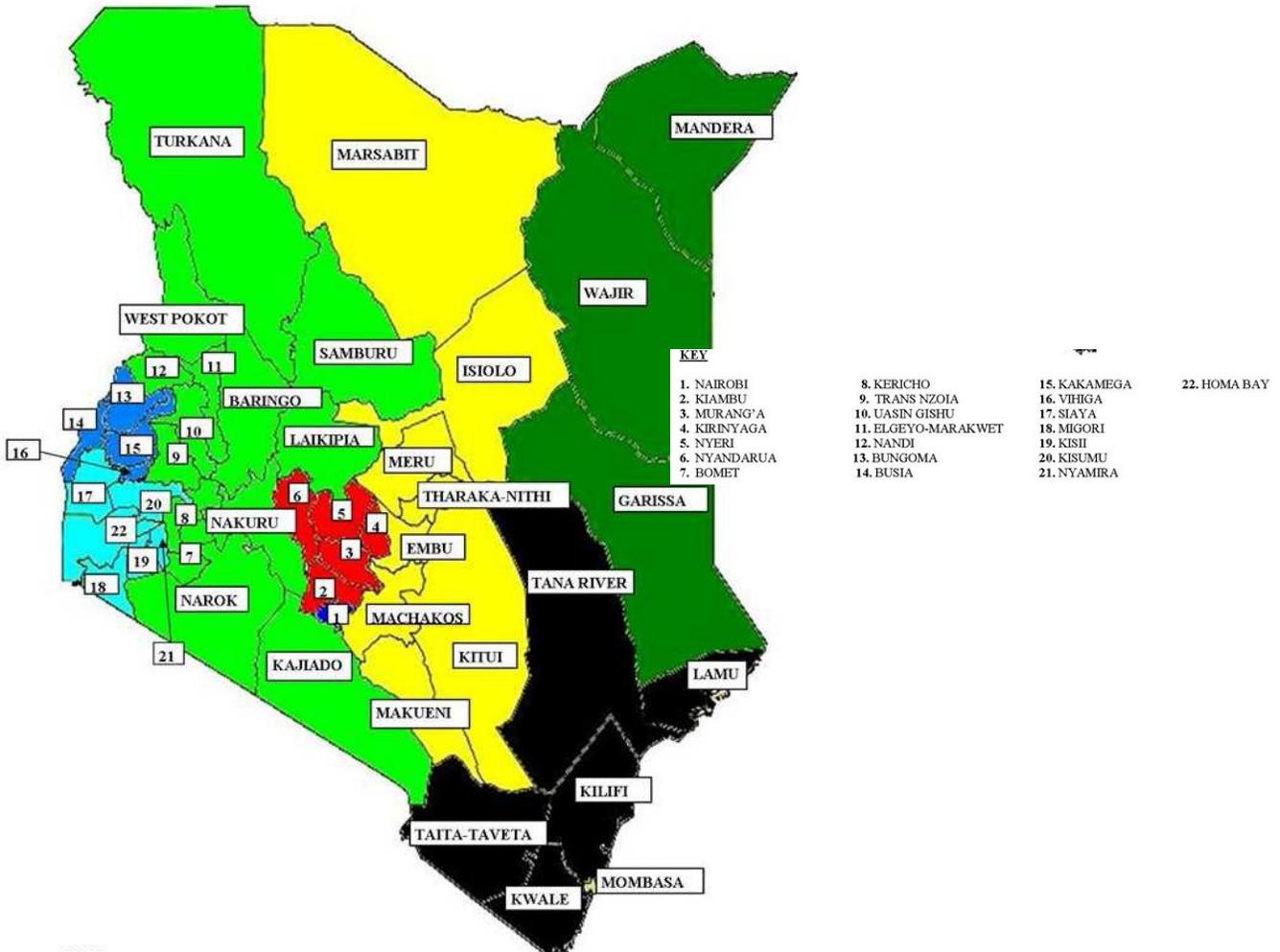
Strengthening the capacities of state and non-state actors
for effective devolved governance in Kenya



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COUNTIES OF KENYA





WORD FROM THE EDITOR'S DESK

Dear Readers,

Thank you for taking interest in and supporting the project “Partnership for Transformational Devolution (PTD)”! This is the newest edition of the newsletter with updates from areas where we have been working with citizens as well as county institutions supported by the European Union to strengthen the devolved governance system by making it more accountable, participatory and effective.

The beginning of this year has been marked by the handshake between President Uhuru Kenyatta and the opposition leader Raila Odinga, which culminated in a signed agreement. The handshake's ramifications are relative political calmness and a recovering economy. It remains to be seen what will be the concrete consequences for devolution in Kenya.

In this newsletter edition, we inform you about our recent events, such as the civil society meeting at our office in Nairobi as well as our breakfast meeting for national editors. Those reports demonstrate how Konrad Adenauer Foundation and its PTD partners are working on devolution through different channels and connecting different actors as well as decision makers.

Our partner organizations CJPC, CEDGG and MAPACA draw our attention to different issues and developments in the counties. This time, the County Integrated Development Plan (CIDP) is highlighted since the new county governments are currently in the formulation process. CEDGG elaborates on how citizen participation in the formulation of CIDP in Rift Valley improved and also CJPC points out a better inclusion of citizens in the process. MAPACA reports about the second phase of the CIDP and the progress that has been made in Lower Eastern with the counties Makueni, Machakos and Kitui.

We hope this Newsletter will be a good read for you!

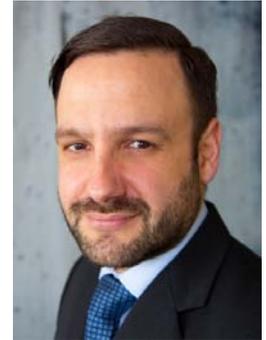
Best regards

The PTD-Project-Team

WORD FROM THE DIRECTOR

Dear Readers,

Elections are always a time of big promises and great hopes. The county elections in Kenya were no exception from this rule and consequently the expectations of citizens are high; sometimes maybe too high. Nevertheless, the newly as well as the re-elected county leaders are supposed to deliver on their promises especially with regard to development, service delivery and an improved life.



As the new office terms have started counties also develop the second generation of County Integrated Development Plans (CIDP) which outlines the development strategy and related projects in the counties for the next five years. They should be tailored to the needs of the respective county and constitute the core document for the new county leadership. However, it also serves as a benchmarking tool for voters at the end of the term. Formulating the new CIDPs requires comprehensive public participation at all levels since citizens must have a say on the development priorities. The adequate engagement of citizens ensures county governments that the people support the plans, implementation is sustainable and expectations are fulfilled.

During the formulation process of the first generation of CIDPs (2013-2017), a lot of counties failed in drafting a proper document for lack of a clear framework for engaging the public in planning.

Many counties are in the processes of drafting the second generation of plans (2018-2022). Some of them have already finalized it and one thing became evident: Many counties have learnt their lesson! In the ten project counties, we see remarkable improvement with regard to public participation, for instance, in Rift Valley Region or Tana River. This is encouraging! However, public participation does not end with the formulation of the CIDP but have to continue at the following stages like the Annual Development Plans (ADP).

As mentioned, citizens have high expectations. Let's hope that county leaders and the new generation of CIDPs live up to these expectations!

Thomas Tödting
Director Program on Devolution Kenya
Konrad Adenauer Stiftung

CONNECT & AFFECT: CIVIL SOCIETY MEETING AT KAS OFFICE NAIROBI

Konrad Adenauer Foundation together with its partners of the Partnership for Transformational Devolution (PTD) held a one-day networking event with other civil society organizations.

Konrad Adenauer Foundation together with its partners of the Partnership for Transformational Devolution (PTD) held a one-day networking event with other civil society organizations (CSO) working on devolution at the KAS Office in Nairobi on the 12th April. The CSOs from different regions in Kenya had the possibility to connect with each other and to identify potential cooperation and synergies.



Policy brief on devolution

During her presentation former Commissioner Rose Osoro pointed out key issues for a more effective and accountable devolution process such as Public Financial Management, Intergovernmental Relations, Corruption, Public Participation and Networks for Peer to Peer Learning and Innovation. Based on the key issues the participants discussed their experiences of the last 5 years and drafted a policy brief.

It also includes concrete policy recommendations that could help to further develop the devolution process. “The idea was to connect civil society actors and affect decision makers. Therefore, we will present the results of the meeting to high-ranking policy makers at the upcoming 5th Annual Devolution Conference in Kakamega”, explains Thomas Tödting, Director of the KAS Program on Devolution.

DEVOLUTION & NATIONAL MEDIA: Konrad Adenauer Foundation hosts national editors

At the end of March Konrad Adenauer Foundation organized a breakfast meeting at the Serena Hotel in Nairobi. The breakfast meeting was attended by national editors from leading news agencies in the country. The keynote speech was given by Commissioner Rose Osoro who talked about the role of the Auditor General and the Controller of the Budget. Both institutions are crucial sources for holding county governments responsible and ensuring the success of an accountable devolved governance system. The discussions centered on the question how media can contribute to the success of devolution and use reports and findings of the Auditor General and the Controller of the Budget for their work.

Roles of the Auditor General

The roles of the Auditor General's (AG) are defined in Article 229 of the Kenyan Constitution. The AG's office is independent and its main task is to oversight and test the utilization of the Public Funds, within the country's Judiciary, Legislature, Executive and Counties. In the reports, the AG confirms, whether the money has been spent in an effective way afterwards. Those findings are presented to the respective county assembly or Parliament and serve as a basis for improvement or change.



Role of the Office of the Controller of Budget

Article 228 of the Kenyan Constitution defines the role of the Office of the Controller of Budget (OCOB). The OCOB act independently as well and its main task is the implementation of budgets, by authorizing withdrawal of public funds of the national and county governments. In comparison to the AG, the OCOB checks the expenses continuously, thus having an in-year control. The OCOB analyses the receipt and exchequer issues, the development and recurrent expenditure as well as the budget performance.

The national editors showed great interest and acknowledged their key role in dissemination and promoting awareness of such information to the public as envisaged in the Constitution.

THE FOURTH ESTATE IN THE COUNTIES: Strengthening the capacities of local journalists

Devolution needs not only strong national but in particular independent, professional and critical local media, which play their role as the fourth estate in the counties. Therefore, the PTD project held its third round of trainings of local journalists in the Coast, Lower Eastern and Rift Valley regions in February.

This year the workshops focused on two areas: Firstly, the facilitators informed on the budgeting and planning processes at the county level since the new generation of CIDPs, county budgets, and ADP are drafted. It is important for local journalists to know more about such processes and the related documents so that they can have a critical look on them. Secondly, participants were trained on tools and methods of investigative journalism although it is often a challenging undertaking to investigate malpractices of county leaders.

Rift Valley: 4 counties – 16 journalists

Together with the facilitators 16 journalists from Nakuru, Baringo, Elgeyo-Marakwet and West Pokot went through training in Kitale. Most of them are working for local FM radio stations which have the highest range, especially in the rural areas. During the discussions, they identified achievements and gaps concerning devolution in their counties as well as challenges for local journalists. Most of them have already participated in the first two rounds of trainings. In the last three years, they were able to deepen their knowledge and skills on various issues relevant to their work with the help of the EU co-funded PTD project.



The workshops showed that the situation is improving, but there is on-going need to strengthen the capacities and professionalism of local journalists. This is a precondition that they can inform citizens and play a strong and independent oversight role in the counties.

WORD FROM IMPLEMENTING PARTNERS: CEDGG

Observable Improvement on citizen participation in formulation of CIDP in Rift Valley PTD Counties

“It’s not the plan that’s important, it’s the planning.” These are the famous words of Dr. Gramme Edwards in his thoughts on planning as an integral part of any administration. Indeed development planning forms the basis for making decisions in the future especially resource allocation. The Constitution of Kenya, the County Government Act 2012 and Public Finance Management Act 2012 require counties to develop a five-year development plan, referred to as the County Integrated Development Plan (CIDP). More important, the law envisions a participatory process where the citizens play a pivotal role in influencing the trajectory of the county’s development agenda.

As counties embarked on formulating the second phase of the CIDP, the lessons from the implementation of the premier CIDP came in handy. Indeed the Counties made efforts to make the process more participatory and informative.

Each of the four PTD counties in Rift Valley Region started with the establishment of the CIDP secretariat, sensitization of stakeholders and then proceeded to implement robust information gathering strategies. Nakuru, Baringo and Elgeyo Marakwet Counties partnered with Civil Society Organizations in community mobilization and dissemination of information. Going by the level of turnout, the quality of discussions and inclusivity,



Baringo County Liaison Officer Godfrey Kipsoi sensitizing residents of Ilchamus ward on the CIDP formulation process on 23rd January 2018.

there was a glaring improvement compared to the process during formulation of the CIDP in 2013-2017. The best case was observed in Baringo County where the County Government partnered with CSOs to hold community sensitization and preparatory meetings prior to the actual CIDP consultative meetings. As result of sensitization, the concept of community priority was much clearer. It was evident when communities in Elgeyo Marakwet, Baringo and West Pokot prioritized access to water and food security.

In Nakuru Municipality, improvement of urban infrastructure, including upgrading of the sewerage and drainage systems, dominated the conversations while residents in rural parts of Nakuru County proposed revival of pyrethrum and horticulture industries. Social protection concerns were also evident in Nakuru and Baringo County where CSOs advocated for establishment of Rescue Centres for survivors of Gender Based Violence. Persons with Disabilities also used the opportunity to articulate their concerns. For instance two sub-county level PWDs networks in Baringo County presented written submissions.

Despite the successes registered, the process was not devoid of challenges. For instance the CIDP review reports were not shared. In addition, there were few reported cases of political interference where elected leaders sought to influence the choices of citizens. In some instances technical County officers failed to provide technical guidance on viability of proposed programmes and functions of county government *vis a vis* the functions of the national government. Citizens are now looking forward to seeing their County Integrated Development Plan 2018-2022. Once published, it would be important for citizens to familiarize themselves with the CIDP not only as a guide for subsequent county budgeting process but also as a County government commitment that shall inform social accountability initiatives.



CEDGG regional trainer, Evans Kibet, guiding PWDs group on development of CIDP Memorandum on 18th January 2018 at NG-CDF office Marigat

By Evans Kibet
Regional Trainer
Rift Valley
Video link: <https://youtu.be/9xTvMvwNMwM>



WORD FROM IMPLEMENTING PARTNERS: CJPC

New generation of CIDP in Tana River: Review & formulation process

The County Integrated Development Plan (CIDP) comprehensively captures the socio-economic issues affecting a County and the strategies to address those issues articulated save for a few cases where strategies were formulated without thorough sectoral analysis. Several projects costing huge amounts of money have been implemented outside of the CIDP leaving a large percentage of the CIDP unimplemented due to lack of financing.

The CIDP identifies various robust sources of finance but most of them remain untapped with the county only relying on National Government remittance. There are tangible results on the ground particularly in the roads, education, health and water sectors but it is not easy to draw conclusions on impact attribution and contribution given that most projects were implemented outside of the CIDP.

In the case of Tana River County for example, the main challenges facing implementation of the CIDP include but not limited to: vastness of the county with poor communication and transport network making overall stakeholder engagement difficult; low literacy levels among the locals; inadequate project governance structures leading to poor project selection and management; non-functional monitoring and evaluation framework making CIDP implementation validation and control difficult; lack of a proactive revenue raising strategy; and lack of a functional operations and maintenance plan to manage transition of completed projects and maintain realization of benefits from those projects.

Following these challenges it is recommended that: stakeholder, risk and change management be managed as a key objective of CIDP delivery; the CIDP governance mechanism be strengthened to distinguish day-to-day management from policy and oversight; a functional monitoring and evaluation framework be implemented with a clear budget; the CIDP backlog be reassessed to ensure that the issues therein are still viable, desirable and achievable before being included in the second phase of CIDP; untapped sources of finance such as private-public partnerships be explored to widen the county financing.

Despite the challenges that faced the delivery of the debut CIDP, there has been remarkable improvement in the road network with at least 15 kilometres of tarmac road within Hola Town in Tana River County. Several access roads have also been constructed thereby opening up remote areas, dams and water pans have been sunk to address the perennial water shortage, over 100 ECD Centres constructed across the County, health services have greatly improved with 50 dispensaries constructed within the last 5 years across the county with increased staffing for these health facilities. The street lighting project has enhanced security in various towns at night, veterinary services have been improved, a modern market put up in Garsen town and Bangale while Bika livestock markets, and Bura household fresh market will greatly boost trade.

Stakeholder participation in the CIDP development

The 2013-2017 CIDP was done in a rush. As such, most stakeholders did not get the opportunity to participate in its formulation. For the few who were involved, an opportunity was not afforded to them to verify and validate the final document. There was a general sense of lack of ownership of the first phase of the CIDP at the County and community level which put sustainability of the projects to be implemented in jeopardy. In view of this, it is recommended that for the subsequent CIDPs:

- Sensitisation sessions should be conducted with key stakeholders both at County and community level to enable them appreciate the need for the CIDP and to understand that all development projects within the County should be informed by the CIDP;
- Collect the expectations of the key stakeholders to capture their sentiment on what socio-economic issues they want solved in the following five years;
- Form a representative committee to conduct a focused review of these expectations, prioritize them and make recommendations for the expectations that can feasibly be met in the next five-year plan;
- Conduct a key stakeholder workshop to validate the recommendations of the Committee and provide approval;
- Form a committee of technical experts within the county to formulate development projects around the validated expectations;
- Conduct a final stakeholder workshop to communicate the projects to be implemented and agree with them on their role during implementation and monitoring of the projects;
- Develop a robust operations and maintenance plan (benefits review plan) that will be used as a basis of engaging stakeholders during implementation and post-project. This is important to ensure sustainability of project benefits beyond project implementation and also provides an opportunity for stakeholder ownership of the project benefits

Improved CIDP 2 formulation: Lessons Learnt

Informed by the strengths and challenges with the formulation and implementation of the first phase of the CIDP, the County Government of Tana River and stakeholders ensured that;

- Public participation was done in all the fifteen wards
- All stakeholders were involved
- Civil society were given the chance to mobilize communities
- Public were guided by Citizen Oversight Forum Tana River (TANACOF) members to participate effectively
- TANACOF presented a memorandum touching on all sections
- Public concerns were noted by the county officials
- They stakeholders led by the County Government adhered to the guidelines issued by the Ministry of Devolution and Planning detailing how the review of the first and the formulation of the second generation CIDP should be done



- Public forums were advertised in the local dailies and the local FM stations
- The county had more emphasis on stakeholder engagement plan so that they can help where the county might be overwhelmed depending on their areas of interest.

Dahir Daud, County Liaison Officer, Tana River County
Festus Rotich, Regional Coordinator, CJPC



WORD FROM IMPLEMENTING PARTNERS: MAPACA

CIDP in Lower Eastern: Citizens plan their county development

The second phase of the County Integrated Development Plan (CIDP) process in Machakos County started in December 2017, and one week into January 2018 it was all stakeholder engagement. Different stakeholders gave their inputs to the document. This paved way to the ward level for public participation whereby the County is collating the public inputs for a draft document. The validation process is yet to be done.

The County Government of Machakos had no budget provision for the process of CIDP as it had been scrapped off by the former Assembly and so the process was led by the civil society in particular the Citizen Oversight Forum (COF) which was set up by the Partnership for Transformational Devolution (PTD) and funded by World Vision as well as the organization I Choose Life which are both member organizations of the Machakos COF.

In Kitui the CIDP process also made progress. It started early this year and the County Government engaged a consultant to lead the process. During the month of February, public participation was done where all the 40 wards in Kitui County were reached for the same. There different and specific stakeholders were involved including the civil society. The PTD founded Citizen Oversight Forum was among the key informants. Other stakeholders presented their memoranda as it was an open kind of engagement. The County Budget and Economic Forum (CBEF) was wholly involved and gave their inputs to the document. At the moment, the County is compiling the first draft.

In our third project county Makueni, the second phase of the CIDP started late last year in November and December with public participation at village level. The County had developed a tool to capture socio-economic data which include proximity to water points, County Technical Training Institutes (CTTIs) and health facilities so as to determine their accessibility to the people. Concurrently the citizens were prioritizing the projects in their area for budget development. The process then moved to sub-ward where all village clusters were involved before advancing to Ward level. Different stakeholder groups were engaged including the civil society, business community hawkers, youth, and farmers, people with special needs and also children. The county also organized people in the diaspora of Mombasa and Nairobi who gave their views to the CIDP. The CBEF was fully involved in the process. The socio-economic planning directorate under department of Finance was instrumental towards finalizing of the draft CIDP.

All 11 delegates from each of the 30 Wards and other stakeholders met at County Peoples' Forum to validate the draft CIDP. In the end Makueni CIDP was validated by the Forum at Kwa Kathoka then forwarded to the national Ministry of Planning and Economic Planning for advice and the same was simultaneously send to the County Assembly for scrutiny.

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“This project is co-funded by the European Union.”