

KADP

Kenya Accountable Devolution Program

PARTICIPATORY BUDGETING IN KENYA

Counties: Makeni, West Pokot, Baringo, Kwale
and Elgeyo Marakwet



WORLD BANK GROUP

April 2017



Participatory Budgeting (PB) is being tested in five counties as a way to achieve more inclusive and effective citizen engagement processes while complying with national legal provisions. The Kenya Participatory Budgeting Initiative (KBPI) is implemented under the Kenya Accountable Devolution Program (KADP) and is jointly led by the Social, Urban, Rural and Resilience Global Practice and the Governance Global Practice of the World Bank.

KPBI partners with key government institutions namely, the Council of Governors, the Ministry of Devolution and Planning, the Kenya School of Government, Commission on Revenue Allocation and the participating counties: Makueni, West Pokot, Baringo, Kwale and Elgeyo Marakwet. The photos capture the key highlights of participatory budgeting in the counties from October 2015 to March 2017.

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1st Participatory Budgeting Workshop for Counties
held at Kenya School of Government (KSG)
29th - 30th October 2015







1. Deputy Governor, Kisii County H.E. Joash Maangi (representing Council of Governors) arrives at the KSG for the first PB workshop accompanied by Chris Finch of the World Bank, Riika Raitikinen of the Finnish Embassy and representative of the KSG, Dr. Kemoli Sagala.
2. Martin Anyango, acting Director, Capacity Building, Ministry of Devolution and Planning, speaks during the opening session of the workshop.
3. County Executive Committee Member of Finance Ms. Mary Kimanzi and Deputy Director of Budget Karanja Waigi from Makueni County listening to proceedings.
4. PB Expert, Giovanni Allegreti (University of Coimbra, Portugal) introduces the concept of PB to the county representatives.
5. Panel discussion: County Representatives from Kiambu, Bungoma, Makueni and Uasin Gishu shared their experiences on implementing public participation with their colleagues.
6. Presenters: Giovanni Allegreti (University of Coimbra, Portugal), Bruce Macphail (World Bank) and Wanjiru Gikonyo (The Institute of Social Accountability).
7. Ms. Mwanamaka Mabruki, Former Principal Secretary Ministry of Devolution and Planning, speaking at the closing of the workshop.
8. Counties that participated in the PB workshop, PB experts and World Bank staff pose for a group photo.

PHASE I

Participatory Budgeting Design Workshop for selected Counties Phase I

Six counties were identified to participate in the Kenya Participatory Budgeting Initiative through self-selection and meeting a set of criteria. Three counties Makueni, West Pokot and Kakamega received further training on design and implementation of PB for the first phase of PB implemented in Financial year 2015/16.



9. County officials from West Pokot deliberate on their action plans during the PB design training workshop held in January, 2016.
10. Mr. Jackson Pengat, Chief Officer Finance, and Kennedy Tegeret, Planning and Economic Officer, West Pokot County present their action plan to workshop participants.

Participatory Budgeting implementation in Makueni County
Phase I
(February - March 2016)



Children play outside a nursery school in Makeni









PRIORITIES

MAKINDU SUB-WARD

1. Kamoo ECDE Training Centre Siithan
2. Kai Basehole - Yimukam 2
3. Kisingo ECDE Training College
4. Kiwa' Adult Learning Centre ^{Stadium (Near S.C. Office)}
5. KiwB' Dispensary - Boma H.
6. Manyatta - Deaf School - Ngukuni Pri.

KIBOKO/TWARANDU SUB WARD

1. Yimwaa Dispensary - Upgrading
2. Kavete ~~Kangii Halmi Rd~~ Dispensary ^{Maketa wing}
3. Mwangeni earth dam
4. Mauloni Dispensary
5. Public toilets Kiboko D.M.K.T
6. Kalii Dispensary Maternity

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MAKINDU WARD

1. ~~KWA~~ - Makindu Stadium - Kiwa'
2. Kiboko/Twarandu water project
3. ECDE Training College - Kikweo
4. School for the Deaf - Ngukuni Pri.
5. Kavete Dispensary - Maternity Wing
6. Ngukuni earth dam ^{Planned}
(County Proj Project) ^{→ Ndakani Village}
Xland Surveyed

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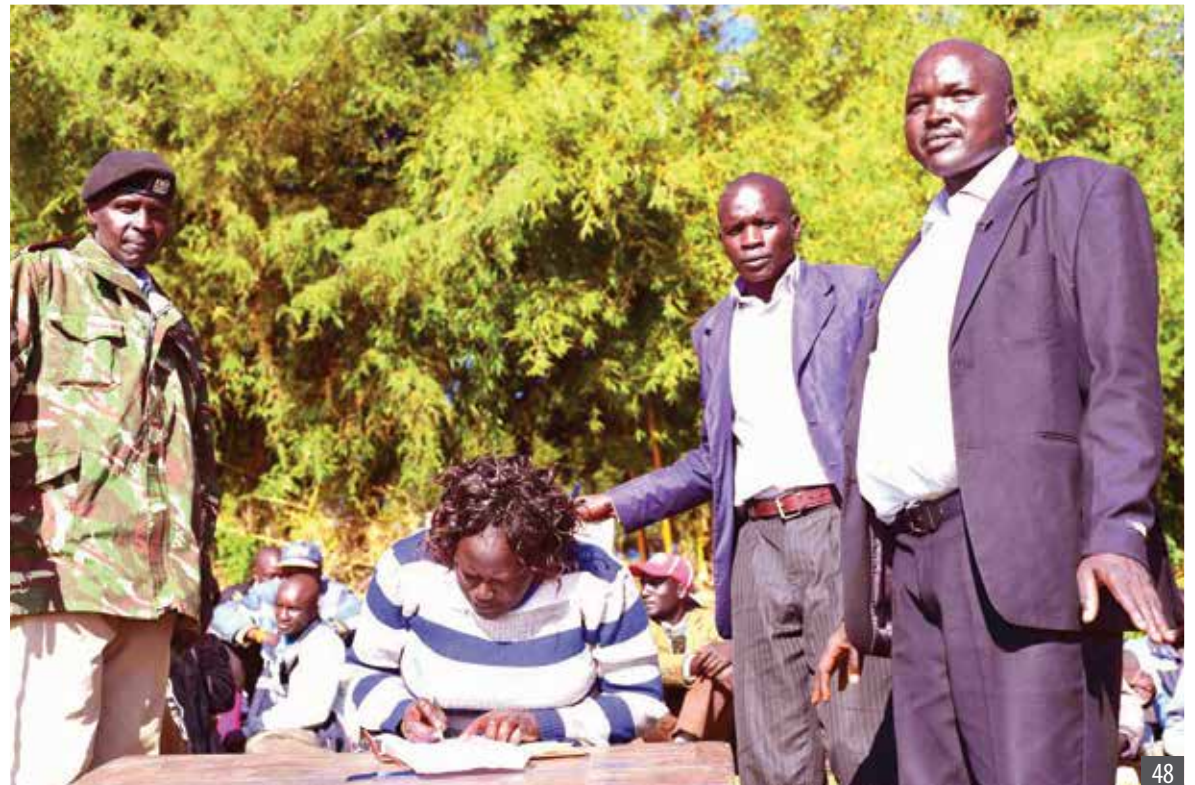


- 17 Thomas Mutuse, Director, Administration (in charge of all Ward Administrators in the County) confers with the chairperson of the Makindu Ward Forum. All forum meetings are facilitated by a citizen representative.
- 18 Chairperson of the Makindu Ward forum meeting (who is elected by citizens) reads out ongoing county projects to the community members.
- 19 Ward administrator, Makindu ward guides the citizens in identifying major issues affecting special groups: women, youth, persons with disabilities
- 20 Citizens during the Makindu ward level meeting.
- 21 Senior citizens confer during the meeting.
- 22 A participant emphasizes his point of view.
- 23 Citizens draw up the Makindu Ward resource map to guide their deliberations.
- 24 Karanja Waigi, Deputy Head of Budget provides his budget team with guidance on the prioritization process.
- 25,26 & 28 Women were active participants and keen listeners during the PB deliberations.
- 27 The meeting breaks out into respective sub-wards (Makindu and Kiboko-Twado) to select their priorities.
- 29 List of the sub-ward priorities as selected by the community members.
- 30 Voting for final list of priorities.
- 31 Final list of priorities for the ward.
- 32 Participants at the Makueni County Forum, the final budget formulation meeting, where the budget is read out in entirety, including the proposed projects selected at ward level.
- 33 & 36 One of the projects implemented by the county government is the Nzau Kalili Earth Water Dam Project. Each project has a project management committee selected by community members to monitor the implementation of the project.
- 34 H.E. Governor Kivutha Kibwana takes notes during the Makueni County Budget Forum. He is flanked by the CEC Finance, Ms. Mary Kimanzi and the County Secretary Mr. Joshua Wambua.
- 35 Ward level representatives present their complaints to county officials on projects erroneously captured in the final project budget list at the complaints desk.

Participatory Budgeting implementation in West Pokot County
Phase I
(February - April 2016)















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38 Governor Simon Kachapin reads his message inviting citizens to the public budget forums. The pre-recorded audio message was sent to community members via their mobile phones. Standing by to assist is the Director of communication, Joshua Ruto.

39 The County Executive Committee member for Finance and Economic Planning, Joshua Ngolekong, at the start of the PB forums. His department is responsible for running the budget forums.

40 - 42 A glimpse of the vast terrain in the county that the officials have to cross to access citizens at the sub-location level, where for the first time PB meetings were held. A total of 164 meetings were organized in 2016 up from only 28 (ward level) meetings in 2015.

43 The ward administrator Tapach ward, explains to community residents in Kokpwosis sub-location the public participation process and how the priorities will be arrived at. Through the PB process the county adopted a system of selecting 3 main citizen project priorities.

44 A county official records the details of community members present at the Kokpwosis sub-location public budget meeting in a register.

45 – 47 Citizens present their views during the Kokpwosis sub-location public budget meeting.

48 Ms. Cheporenger Nguriadomo signs the projects' submission form capturing the agreed upon citizen priorities. Following her active participation during the meeting, she was elected as the venue witness to represent the community at the Ward level budget hearing meeting.

49 The Ward Administrator, Riwo ward, gives community members a briefing on the PB process at the budget hearing meeting held at Serewo sub-location. The meeting brought together neighbouring sub-locations.

50 Community members listen attentively to their roles in contributing to the budget formulation process at the Serewo meeting.

51 - 53 Community members broke into their respective sub-locations to deliberate and come up with their three main priorities.

54 Community members take a welcome refreshment at the close of the Serewo public budget meeting. Holding the meetings close to the community residences, means the county does not have to pay a transport allowance to citizens. It does however provide them with refreshments.

55 The MCA Chepararia ward addresses participants at the Chepararia Ward Budget meeting. The meeting had a large number of women present given the proximity of the venue to their homes.

56 - 58 During the meetings, women sat separately from the men, but during the selection of priorities, there was deliberate engagement of women by the ward administrators particularly sub-locations that were closer to urban centers such as Korellach in Chepararia Ward. Women's priorities included construction of maternity wings in local dispensaries, construction of Early Childhood Development (ECD) centers and boreholes to address water issues.

59 It was a fete to celebrate when a woman was selected to represent Kokpwosis sub-location in the final ward prioritization meeting which are held at the sub-county level. She was the only female representative from the sub-locations to attend the meeting.

60 - 63 The county introduced voting as a method for deciding on the top three priorities out of the long list of projects that citizens propose. In Simotwo citizens voted by raising their hands and then stood aside to facilitate the counting of votes.

62 There was a lot of excitement in Chepararia when citizens had to vote to select their representative to the ward prioritization meeting.

63 Voting carried the day in Serewo sub-location when community members could not reach a consensus on priority projects.

64 Children play outside their school in Serewo as their parents deliberate on projects affecting their lives. Water and good roads were a priority in this very remote location.

65 The final ward prioritization process was characterized by intensive discussion, negotiation and consensus to arrive at decisions. The meetings were held at sub-county level and each representative from the sub-location congregated in their respective wards to arrive at final ward priority list.

66 Devolving budget meetings to sub-location levels led to the opening up of roads to once inaccessible places. This grader was captured breaking down a rocky, hilly terrain to pave way for a road.

67 Residents in the remote Suam ward were amongst the beneficiaries of PB meetings held within their locality.

PHASE II

Participatory Budgeting Lessons' sharing and design training workshop
August 2016
(Participating Counties: Baringo, Elgeyo Marakwet, Kwale,
Makueni, and West Pokot)





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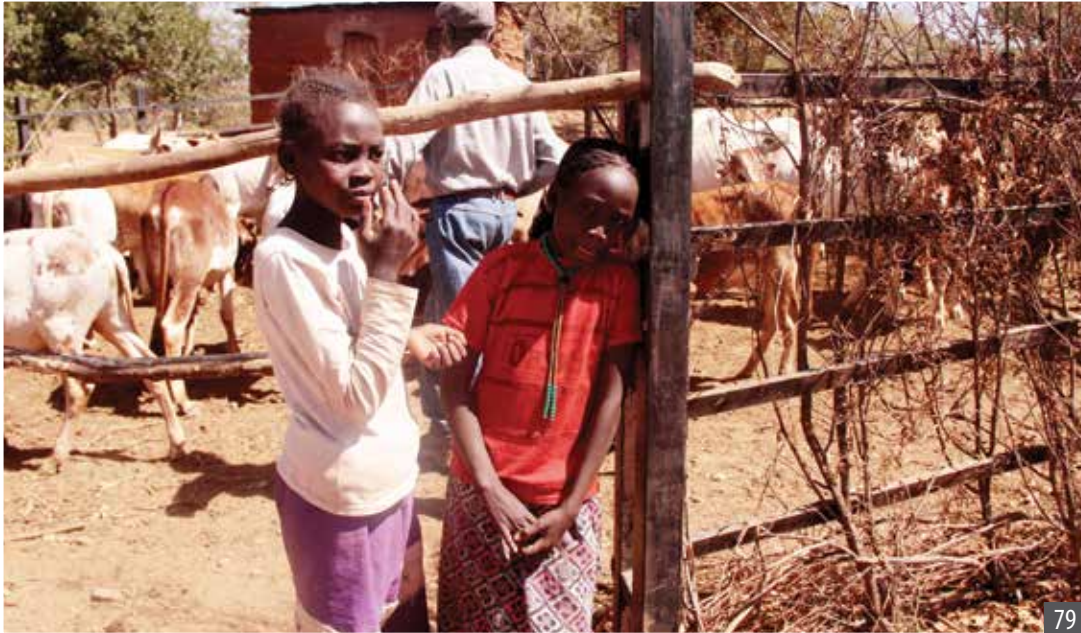
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- 69 Former Commissioner at the Commission on Revenue Allocation, Ms. Rose Osoro gives remarks during the opening of the workshop
- 70 Rose Wanjiru, World Bank Consultant, leads West Pokot and Makeni County Representatives, Ms. Chebbet Mungo and Mr. Kawive Wambua in discussing their county experiences implementing PB.
- 71 Tiago Peixoto (Senior Governance Specialist, World Bank) and PB experts Giovanni Allegretti and Jez Hall listen keenly to presentations by the counties.
- 72 Annette Omolo (Social Development Specialist, World Bank) summarizes key highlights of PB implementation in the counties.
- 73 - 74 PB Experts Bruce Mcphail and Jez Hall take participants through the 10 steps in Investment planning and budgeting respectively.
- 75 - 77 County officials from West Pokot, Elgeyo Marakwet and Kwale work through their action plans assisted by World Bank staff, Tiago Peixoto, Annette Omolo and the PB Experts.

Participatory Budgeting Implementation in Baringo County
(November - December 2016)



Lake Baringo











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79 Two young girls stand outside the cattle shed as the community prepares to take their cattle to the dip.

80 The young men lead the cattle to the dip, which was built by the county after it was proposed by community members as a project through the public participation process.

81 - 83 Cattle go through the dip, which has proved useful to the community, but still faces a shortage of water to adequately cater for regular use.

84 Water is the lifeline of the community. The pastoralist community largely rely on the livestock for their livelihood. The livestock struggle to drink the water in the shallow water reservoir.

85 This goat tries a different angle but is still unable to access the water due to its low levels.

86 The main source of water for the community is this shallow manually operated borehole. Following the introduction of PB consultative meetings at sub-location level, community members identified the upgrading of the borehole to a solar powered one.

87 - 88 The community representative to the PB ward level meeting, demonstrates how the women struggle to fetch water from the borehole.

89 These women wait in anticipation for the meeting to commence, hopeful that their concerns would be effectively captured during the meeting.

90 The ward administrator officially opens the meeting and presents its agenda and outline. This meeting would be different from previous public participation meetings as citizens would be required to vote and select top priorities.

91 The ward MCA Mr. Thomas Minito, gives opening remarks and impresses upon the community the importance of their participation in the PB prioritization process.

92 Head of Budget, Mr. Jacob Kendaghor, presents the budget ceilings to the community and guides them in selecting priorities as per the KShs. 25 million ceiling.

93 Community representatives break out into their respective sub-locations to deliberate on their final priorities.

94 Representatives from Churo-Amaya shelter from the hot sun behind this vehicle to deliberate on the key concerns affecting their community. They maintain that water remains a priority and select the upgrading of the borehole into a solar powered borehole and construction of pipes from the borehole to feed water to the cattle dip and water reservoir.

95 Community members also select ward flagship project during the meeting. Here these women strategize to vote together with their youth for a local youth polytechnic to minimize cases of drug abuse and unemployment.

96 A section of the youth vote for the polytechnic and simultaneously celebrate as the show of hands within the entire community forum indicate a clear win for them.

97 The CEC for Lands, Housing and Urban Development gives the floor to two youth representatives to present the issues affecting them before the community members.

98 Community members applaud priorities selected by the sub-location representatives and the ward flagship projects.

99 This young boy runs off to fetch water after the meeting. If the Assembly approves the ward level priorities as selected by the community, life for him and other children will improve due to closer access to water points.

Participatory Budgeting Meeting in Kabartonjo Ward, Baringo
(December 2016)









100 It was the first time for the county to engage persons with disabilities in their public budget meeting.

101 A sign language interpreter facilitates the engagement of persons with hearing challenges.

102 A physically challenged person addresses the meeting in sign language, as the interpreter assists.

103 Persons with disabilities raise their hands to support a view from one of their colleagues.

104 Roda Chepkonga carries her physically challenged daughter Judy Kaptuya Chepkonga to the dais.

105 Persons with Disability representative presents Judy's case before the County. Judy suffers from cerebral palsy, and at 9 has never been to school. Judy's mother would like the county to construct ECDs that can accommodate children with special needs and employ teachers with skills to manage the children.

106 Head of Budget, Jacob Kendagor and his team distribute summary copy of ongoing county projects to citizens.

107 Citizens scrutinize the Kabartonjo ward project implementation report summary. The summary would guide their selection of projects for the budget process 2017/18.

108 Governor Benjamin Cheboi addresses the meeting.

109 A woman sells her wares at the local Kabartonjo Market. The County, in response to issues raised by persons with disabilities, agreed to set up a fund to support tools of trade for them.

Participatory Budgeting in Kwale County
(December - January 2016)



Indian Ocean, Wasini Island



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- 111 Residents of Mkoyo village, Tiwi ward gather for 2017/18 budget meeting at the chief's camp. Meetings were cascaded to the village level for the first time.
- 112 A civil society member of the County Budget and Economic Forum chairs the meeting, government officials are on hand to support and provide clarification to citizen queries.
- 113 -115 Women were more active than the men in Mkoyo village budget meeting.
- 116 A gentleman raises a point during the meeting in Mkoyo.
- 117 Annette Omolo (World Bank) addresses the meeting, explaining the collaboration between the World Bank, KSG and the County Government.
- 118 Andrew Rori (Deputy Director of Learning and Development, KSG) speaks to the residents. He emphasized that effective public participation is the back bone of program based budgeting.
- 119 Residents of Simkumbe village, Tiwi ward at their budget meeting at Chai Primary School.
- 120 Community members from Shimoni village walk towards the venue of their meeting.
- 121 A county official distributes the list of proposed projects as listed in the Annual Development Plan for deliberation by citizens.
- 122 - 123 Citizens give their opinions during the meeting.
- 124 Sometimes the meeting got a little bit heated.
- 125 These fishermen weigh their catch of the day. Cooling and storage facilities were some of the main priorities of this fishing community.
- 126 Residents from Wasini Island (pictured) requested ambulance services to enable them access medical care. Often times they have to use small boats to get to the main land (Shimoni).
- 127 A section of the Shimoni slave caves, a tourist attraction site. Residents requested the county to boost the tourism industry by setting up an online platform providing details of the historical site.
- 128 A fisherman docks his boat and closes shop for the day. The community requested the county to provide them with funds to purchase fishing equipment and glass-bottomed boats to meet tourist demands.
- 129 A final County budget validation workshop was held on 12th January 2017 at Matuga, at the Kenya School of Government.
- 130 Governor Salim Mvurya addresses citizen representatives at the Matuga meeting. Looking on is Rose Wanjiru (World Bank PB Consultant).
- 131 Citizens broke out into their respective wards to finalize the project proposals.

Makueni and West Pokot County Officials participate in
an international conference on Participatory Budgeting
in Edinburgh, Scotland¹
(October 2016)

¹ Photos courtesy of PB Scotland Network.



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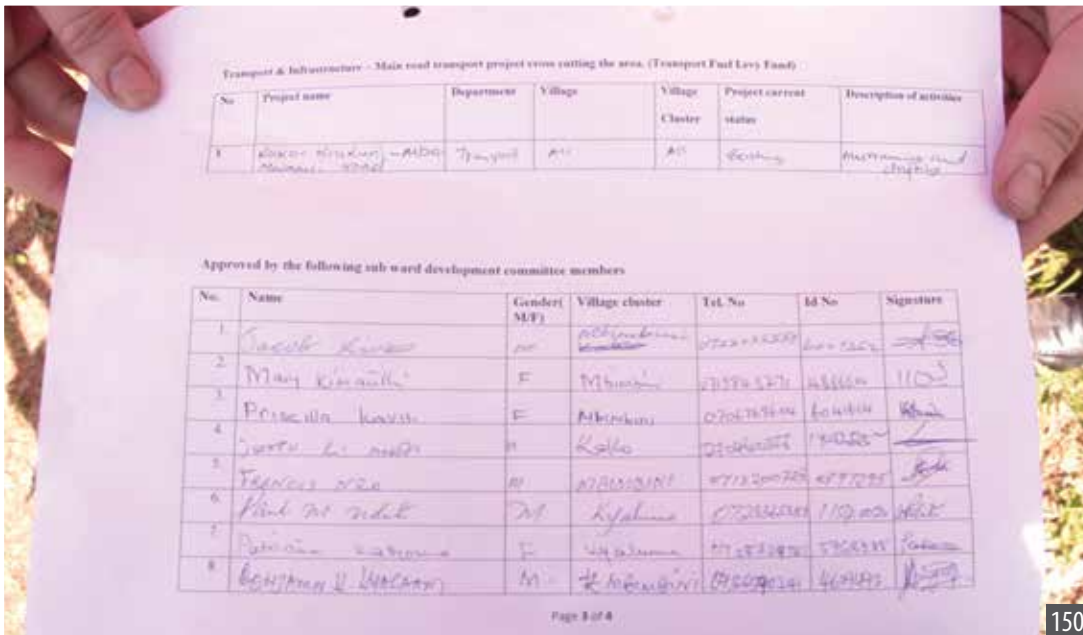
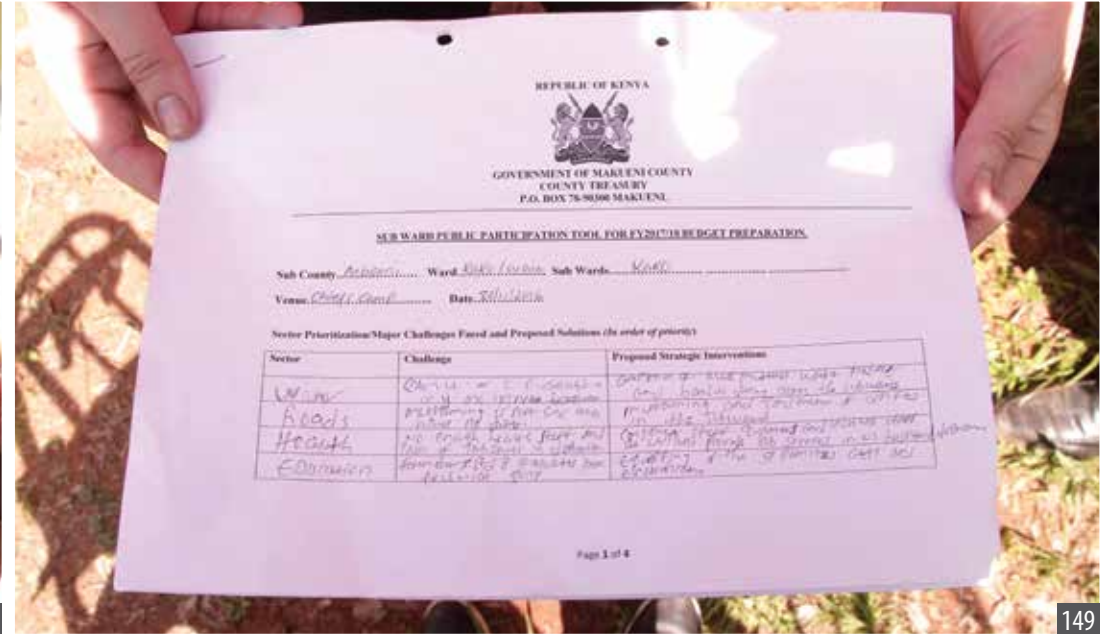
- 132 The Makueni County Executive Minister for Devolution and Public Service, Robert Kisyula makes a contribution at the conference.
- 133 Makueni County officials gain insights on how to innovatively engage with the youth from Fife County Council officials during a study visit.
- 134 Makueni CEC Member for Finance, Ms. Mary Kimanzi exchanges notes with former Scottish Minister for Local Government on building relationships with the political class.
- 135 -136 Chebbet Mungo, Head of Budget speaking on West Pokot PB implementation during the 'lived experiences session'.
- 137 Participants at the workshop.

Participatory Budgeting in Makueni County
Phase II
(November 2016 - February 2017)



Flagship project: County government equips hospitals with heavy duty generators







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139 - 140 PB Meeting kicks off at Kako Sub-ward.

141 - 143 The women were passionate about the issues affecting the sub-ward.

144 Residents got creative with mother nature.

145 Kwale County government officials and members of the Budget and Economic Forum were on a study visit to learn about holding meetings at the hyper-local level.

146 - 148 Holding meetings at hyper-local levels means senior citizens like Luli Mulwa (99 years) get to participate.

149 - 150 A snapshot of the forms used to capture challenges and solutions proposed by the community.

151 - 152 After PB training, the county for the first time conducted technical evaluation prior to citizen's final prioritization. Karen Munyae, the sub-county planning officer explains the project appraisal process to citizens.

153 - 154 Citizens provide feedback and decide on the final projects from an informed position.

155 -156 Some of the farming terrain in Makueni County. Water projects were a key priority for this largely farming community.



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Urban Areas' Participatory Budgeting Meeting at
Makindu Social Hall: Makueni Innovates



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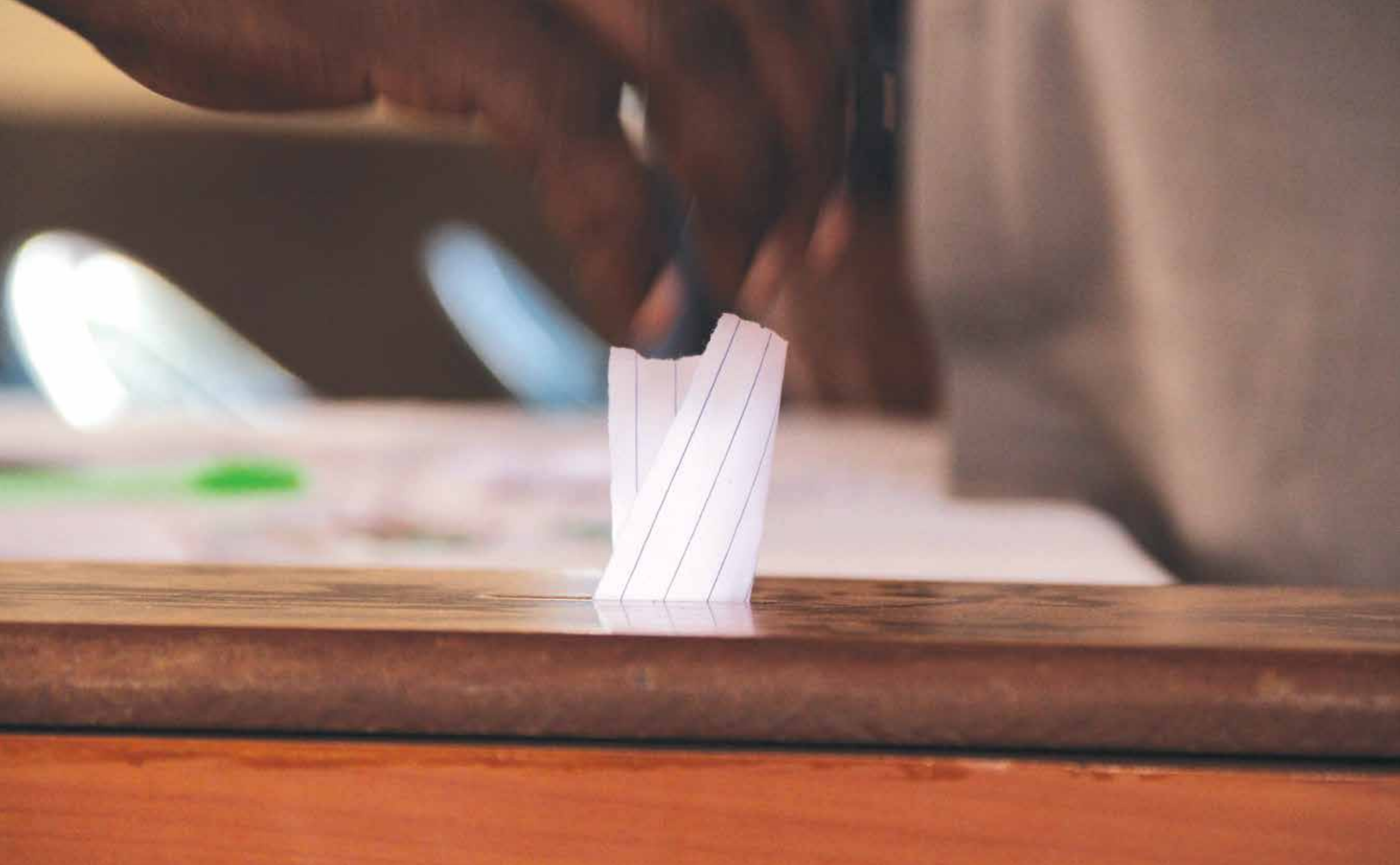


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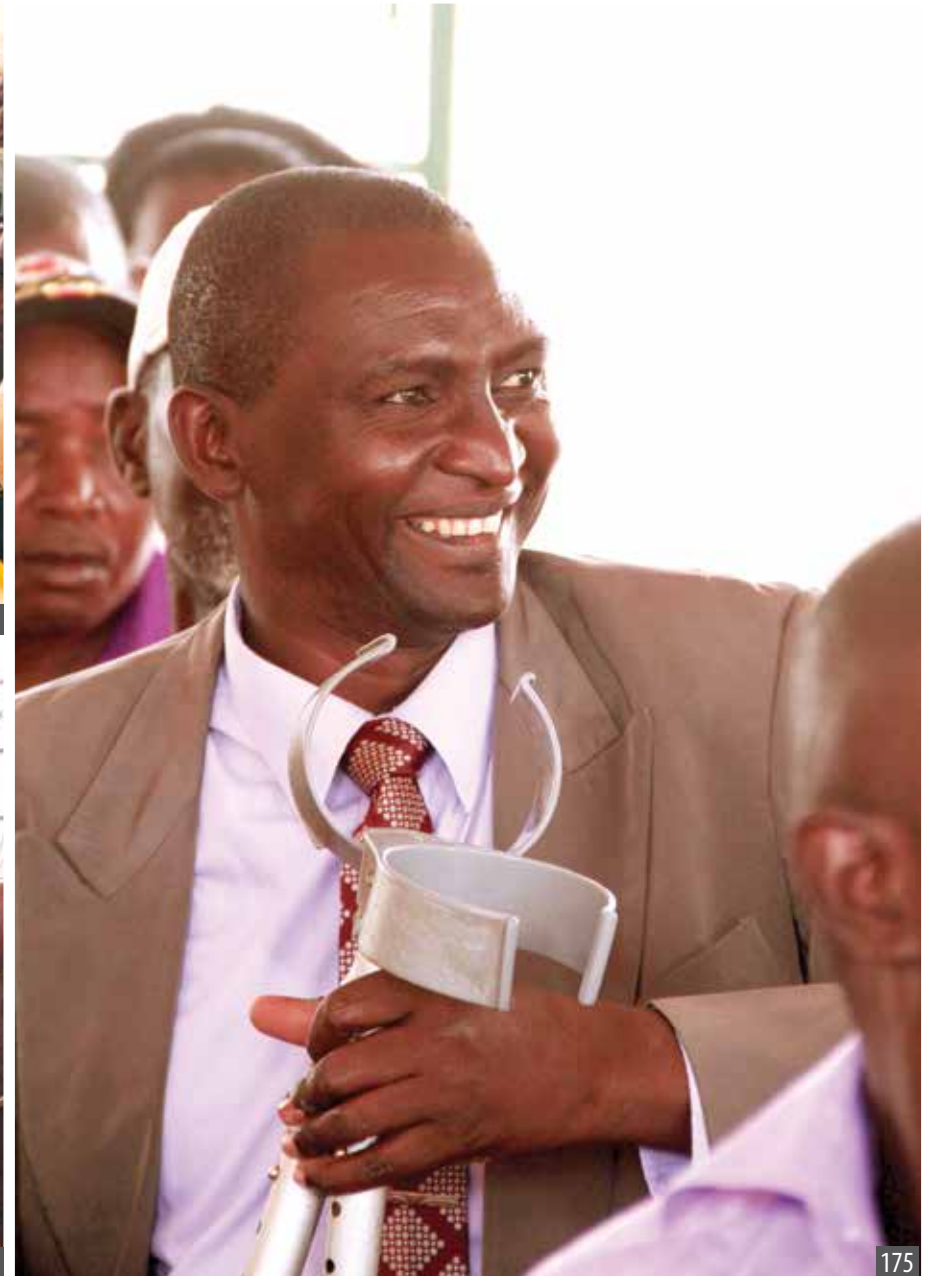


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- 157 - 158 To prioritize urban planning, the county gathered together elected representatives from three market centers of Makindu, Emali and Kibwezi.
- 159 A bus park in the midst of construction in Makueni. Some of the priorities identified by the traders were construction of market sheds, bus parks, street lighting and sanitation facilities.
- 160 - 162 The representatives were also to decide which of the three centers would be developed into an urban center. Representatives make their pitch for their centers.
- 163 - 166 The representatives resorted to voting by secret ballot to determine which of the three would be selected, a first for Makueni.
- 167 - 171 World Bank team (Joyce Maswai, Annette Omolo and Anne Wangalachi) called in as a neutral party to help tally the votes.
- 172 Market traders from Makindu celebrate as their center emerges first in the vote results.
- 173 The county gathered together special groups to deliberate their needs, namely youth, persons with disabilities and persons living with HIV/AIDs.
- 174 - 176 Persons with disabilities during their deliberation session.
- 177 There was a higher turn-out of youth than in previous ward meetings.
- 178 A young man expresses himself during the meeting. Key amongst youth priorities were entrepreneurial support, opportunities for tertiary education and review of high tariffs.
- 179 The CEC Member of Finance Makueni, Ms Mary Kimanzi takes a keen interest in the deliberations by the youth.
- 180 The County Finance and Budget team during a session organized separately for Persons Living with HIV/AIDs at the Makueni Sub-County Hospital.
- 181-182 Makueni Governor Professor Kivutha Kibwana addresses citizens during the 2017/18 final budget validation meeting.

Participatory Budgeting in West Pokot
Phase II
(January - February 2017)

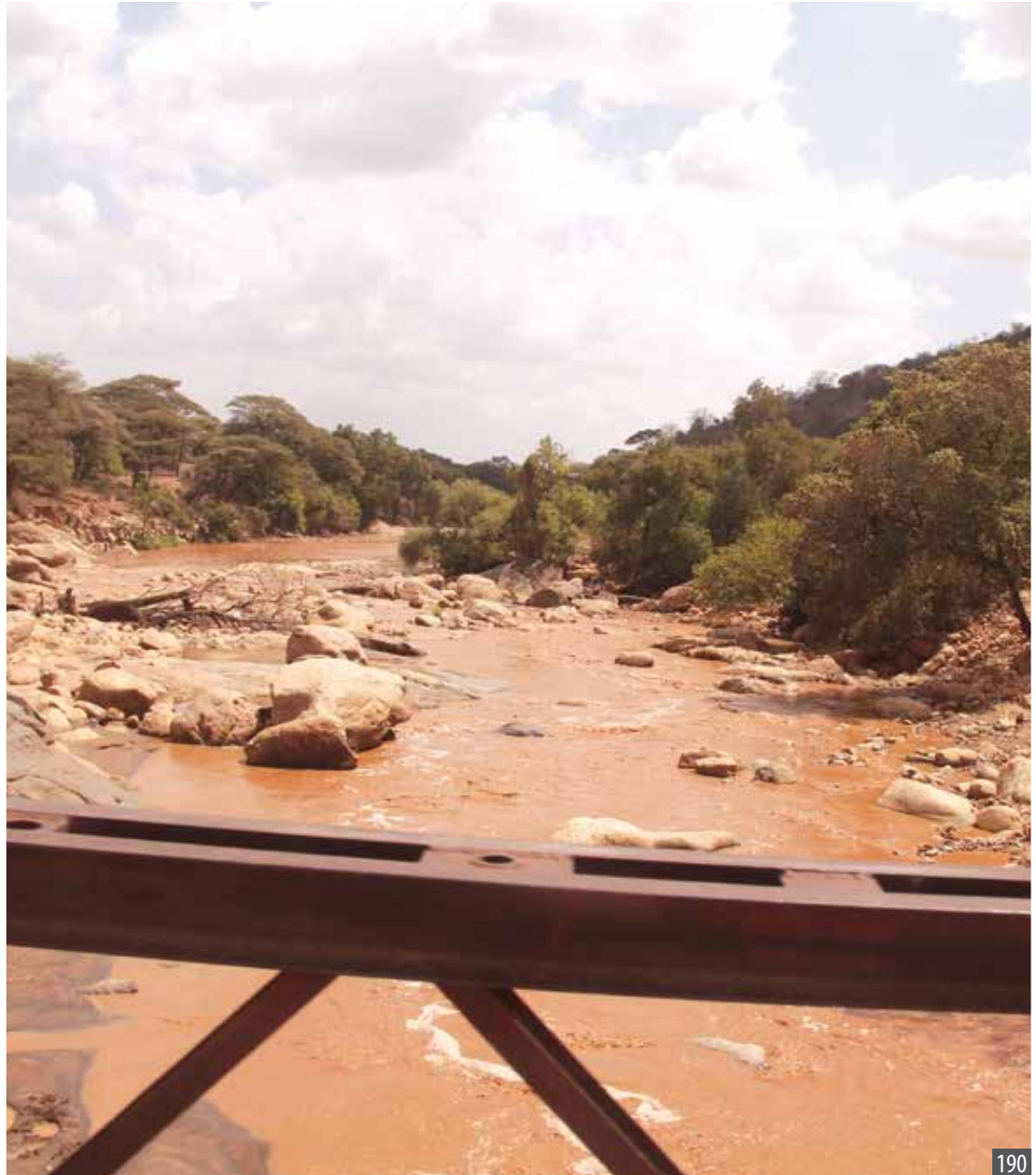


Traditional homesteads



A newly constructed county dispensary













184 -189 PB meetings in Morwebong sub-location, Suam Ward.

190 The county held CIDP consultation meetings in all sub-locations (242) accessing the most marginalized wards like Masol.

191 - 192 The county has had to invest in high school education. Masol Secondary school, is the only high school serving Masol ward which covers 771 square kilometers.

193 - 194 Through public participation, residents agreed to locate the community borehole at the local high school to cater for the students' needs.

195 - 196 Students take a much-needed break; accessibility to water has cut down on the time they would have to spend fetching water.

197 At the PB meeting, residents at Surumben sub-location, Masol ward listed the construction of another high school as a priority.

198 Young children fetch water at a borehole adjacent to the site of the PB meeting. Education is a primary need in this remote locality.

199 Children trek home from their ECD center after school in Lokornoy sub-location, Mnagei ward.

200 - 201 Poor road network and frequent snake bites are a challenge for the community in Lokornoy.

202 - 203 The community tasked the county to complete the construction of the roads in the area and equip the local dispensary to minimize cases of death from snake bites and improve accessibility to maternity services for women.

The Participatory Budgeting process in Elgeyo Marakwet
took place in August 2016 during
Annual Development Plan preparatory process²

² *Photos were taken by the county government of Elgeyo Marakwet.*



Chebloch Gorge, Elgeyo Marakwet



COUNTY GOVERNMENT OF ELGEYO MARAKWET

WARD PROJECTS SUBMISSION FORMS

(Example Provided)

Ward Name ENDO LOCATION Financial year 2017/2018

Serial	Priority	Name of project	Status (New/Ongoing)	Project Description	Estimated Cost (Based on the provided cost reference list)	Location	Sub location
01	Clean drinking water	Kapsowar Borehole	New	Tank construction (100m ³)	1.9m	Chebaror	Mindililwo
①	Piped Water	Kongurut W. Project	New	- Intake - Piping - Tanks (3)	9.8M	Endo	1) Barkelat 2) Kowon ✓
2	Sungach ECD Centre	Sungach	New	- Tink classrooms	2.5M	Endo	Barkelat
3	Sungach Market	Sungach / Sebero	New	- Market Planning - Auction - Street lights	3M	Endo	1) Barkelat 2) Kowon

Priority

15.3

1

Certified By:

Ward AdministratorSignature.....Date.....

Area Chief/Ass Chief ..PUSK. CHESAS..... Signature ..[Signature].....Date 24/08/2016.....

Community Witness 1 ..JASHA. LATIMO..... Signature ..[Signature].....Date 24/8/16.....

Community Witness 2 ..DAVID KILIMO..... Signature ..[Signature].....Date 24/08/16.....



205 - 206 Newly adopted format for the project submission form: Tambach Ward.

207 H.E. the Deputy Governor, Gabriel Lagat makes a presentation during the Kapchemutwa Ward ADP Public Participation at Itebeni IEBC hall.

208 Tambach Ward community members at a Public Participation held at Chief's Office grounds, Tambach township.

This report is a product of the
KENYA ACCOUNTABLE DEVOLUTION PROGRAM

PROUD PARTNERS





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