



REPUBLIC OF KENYA



COUNTY PEER REVIEW MECHANISM (CPRM)



MAKUENI COUNTY REPORT - 2024

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FOREWORD BY THE GOVERNOR OF MAKUENI COUNTY



**H.E. Mutula Kilonzo Junior,
CBS, Governor, Makueni
County**

Devolution is one of the key reforms brought about by the Constitution of Kenya (2010). After the promulgation of the Constitution, the first elections in 2013 gave birth to the 47 County Governments. Devolution was initiated in an effort to address historical injustices and promote inclusivity; reduce regional disparities and promote balanced growth; improve the delivery of public services such as healthcare, education and infrastructure by bringing decision-making closer to the people; allow for greater accountability and transparency as County Governments are more accessible to citizens, making it easier for them to hold officials accountable for their actions; promote citizen participation in decision-making processes and

encourage grassroots democracy; and provide a mechanism for managing conflicts by allowing different communities to have control over their own affairs.

The County Peer Review Mechanism (CPRM) process helps Counties to assess themselves on the achievements of their Mandate as spelt out in the fourth Schedule of the Constitution of Kenya 2010 and promote peer learning and experience sharing among themselves. It also provides a platform to assess the progress in implementation of Devolution in general.

The Makueni County Review Report evaluates the performance of the County Government for the first two electoral cycles since its inception. Among the key achievements the County Government has attained include: setting up of the governance structures and office buildings; recruitment of office bearers along the critical and essential functional areas; promotion of political and democratic governance through enhanced public participation and civic education programmes; enhanced and sound public finance management; and the creation of an enabling environment for the micro and small business enterprises to prosper.

In the promotion of sustainable development, the Government has

implemented poverty reduction strategies within the existing environmental constraints. These pro-poor strategies targeted mostly the under-developed areas and communities to ensure they have their first foot stepped on the development ladder. Uniquely, the County has facilitated the communities to elect their own Project Management Committees as a way of shoring up ownership and sustainability. The members of these Committees are elected by the project beneficiaries.

The above, however, has not been without a challenge. The County Government experienced political wrangles and mistrust in the first term of Devolution. There was slow Policy formulation and implementation to allow for full operationalization of the devolved functions. The capacity to absorb development funds has often been affected by the delay in transfer of the allocated equitable share from the National Exchequer. The County is also among the Arid and Semi-Arid Lands (ASALs) Counties affected by frequent droughts and climate change effects. Lastly, there is also inadequacy of some of the key skills and competences in some functional units, which has further affected proper implementation of some of the functions.

This Report, therefore, plays an important role as it provides the County Government, National Government and development partners the much-needed evidence in various spheres of interest for appropriate interventions. My Government has internalized the Report and flagged key areas for sustenance and improvement towards enhanced service delivery performance. It is also my sincere hope that the Report will be useful to all stakeholders. My Government will intentionally work with all partners to embrace this peer review mechanism to ensure that we collectively achieve the desired objectives.



**H.E. MUTULA KILONZO JUNIOR, CBS,
GOVERNOR, MAKUENI COUNTY**

WORD FROM THE DEPUTY GOVERNOR



**H.E. Lucy Mulili,
Deputy Governor, Makueni County**

This County Review Report presents a clear picture of where we stand as a County after 10 years of Devolution. We have made significant strides forward. Our economy continues to grow steadily, creating new opportunities for our citizens. Several Acts, Policies and Regulations have been developed and implemented. Institutional arrangements are in place and critical staff with various skills and competences have been employed. We celebrate our successes.

At the same time, we acknowledge the areas where improvement is needed. The Report highlights areas of concern that demand our immediate attention. We recognize the need to address disparities between the expected and actual outcomes. We must redouble our efforts to combat poverty and inequality, water scarcity and low agricultural production and productivity, as well as lifting up those who are marginalized or disadvantaged. We cannot ignore the urgent threat of climate change which requires bold action to mitigate its impact and build resilience in our communities.

As we reflect on the findings of this Review Report, we recommit ourselves to the task of building a brighter future for all who call this County home. Let us harness the insights gleaned from this Report to inform our Policy decisions and drive meaningful change.

Together, we have the power to shape the destiny of Makueni and create a more prosperous, equitable and sustainable future for generations to come. Let us seize this opportunity with courage, determination and unity of purpose.

A handwritten signature in blue ink, appearing to read 'Lucy Mulili', enclosed within a simple circular outline.

**H.E. LUCY MULILI,
DEPUTY GOVERNOR**

MESSAGE FROM THE CHIEF EXECUTIVE OFFICER

The NEPAD/APRM Kenya Secretariat extends its appreciation to the Governor of Makueni County for embracing the County Peer Review Mechanism (CPRM) and becoming one of the twelve pioneering Counties in this initiative. We acknowledge your personal dedication and commitment to serving your people, particularly through your demonstration of openness, transparency, and accountability which persuaded you to voluntarily accede to the CPRM. Your involvement in this process significantly supports the maintenance of our democracy and the realization of our Constitutional ideals. Participation in the County Peer Review Mechanism enables Counties to identify challenges, share best practices, and enhance their governance systems.

The CPRM process began with a sensitization exercise, followed by an invitation for Counties to conduct their governance self-assessments as duty bearers. The Secretariat then facilitated Focus Group Discussions (FGDs) and Key Informant Interviews (KIIs) with participants drawn from both State and non-State actors, including ordinary wananchi (citizens) across all the Wards in the County. This comprehensive engagement led to the creation of the consolidated County Self-Assessment Reports, detailing a County's operations, performance, and achievements against each of the 14 devolved functions.

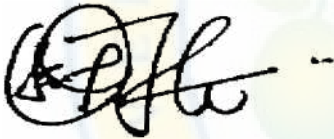
In Makueni County, a validation exercise, led by a member of the Panel of Eminent Persons, Mr. Salesa Adano Abudo, a Commissioner at the Teachers Service Commission, was conducted at the Sub-County level to ensure the credibility of the Report.

This initiative is a first in the African Continent, where the top-most Sub-National level leaders peer review each other with the goal of enhancing service delivery across the Counties. The County Peer Review Mechanism is modelled against the African Peer Review Mechanisms where Heads of State and Government review each other. The CPRM provides a structured framework for stakeholders to offer constructive feedback, which would be used to identify areas where the counties are performing well and areas requiring attention on account of underperformance. The Mechanism

requires that key recommendations be captured in an implementation matrix, referred to as the County Programme of Action (CPOA), and integrated with the County Integrated Development Plans (CIDPs).

We thank the National Governing Council (NGC) for their invaluable support at the Policy level and helping to establish CPRM and strategic levels, ensuring the success of the County Peer Review Mechanism and establishing it as a unique model to be replicated across the continent. This initiative shores up our leadership role in the promotion of good governance.

Finally, we are also truly grateful to all the stakeholders for their commitment to supporting this process. The Secretariat commits to continue executing its mandate around the promotion of good governance and continuous improvement of service delivery performance in Kenya and the Eastern Africa region.



Amb. Dr. Samori Okwiya

CHIEF EXECUTIVE OFFICER

NEPAD/APRM KENYA SECRETARIAT

ACKNOWLEDGEMENT

The CPR Panel is most grateful to the leadership of the County Government of Makueni for its facilitation and co-operation in the preparation of this Report. Special thanks go to His Excellency Governor Mutula Kilonzo Jr., CBS and Her Excellency Deputy Governor Lucy Mulili, for their commitment to the CPRM and volunteering to be among the first Governors to undergo an independent Governance Assessment.

The CPR Panel also extends its gratitude to the National Government, through the NEPAD/ APRM Kenya Secretariat, for organizing a widely-participatory and inclusive County self-assessment that involved both State and non-State stakeholders throughout the 9 Sub-Counties. The Panel witnessed vibrancy and dynamism in the multi-stakeholder dialogues during the validation Workshops. The level of openness, self-criticism and engagement, which have characterized CPRM public forums, are highly commendable. We acknowledge the active participation and coverage of CPRM meetings by the local media.

The Panel expresses its profound gratitude to the County Secretary Makueni, Dr. Justin Kyambi, the County Secretary for providing overall leadership and the County Review Team (CRT) composed of Ms. Damaris Mumo Kavoi - County Executive Committee Member for Finance, Planning, Budget and Revenue, Chief Officer Boniface Mutua, Francis Nthuku, Dr. Daniel Ksee, Ms. Zipporah Wambua, Mr. John Waigi Karanja, Mr. Stanlus Matheka and all Departmental Economists.

Finally, the CPR Panel would like to thank the NEPAD/APRM Kenya Secretariat, led by its Chief Executive Officer, Amb. Dr. Samori Okwiya, for providing the requisite backstopping support to the review mission and ensuring timely completion of this Report. The Panel specifically appreciates technical co-ordination done by Ms. Evalyne Githinji, Ms. Caroline Ndwiga, Ms. Rhoda Chepng'etich, Ms. Joan Amboka, Mr. Frankline Kaburu, Mr. David Yalla, Mr. Maxwell Zange, Dr. Rose Kitur, Mr. Mulei Muia under the leadership of Mr. Peter Kimemia, Director, APRM & Governance.

I commend the high level of professionalism, competence and dedication with which CRT carried out the review.



Mr. Salesa Adano Abudo

CPR PANEL MEMBER



ACCRONYMS AND ABBREVIATIONS

ADP	Annual Development Plan
AGPO	Access to Government Procurement Opportunities
AHF	AIDS Healthcare Foundation
AI	Artificial Insemination
AIDS	Acquired Immunodeficiency Syndrome
AMREF	African Medical and Research Foundation
ANC	Antenatal Clinic
APR	Annual Progress Report
APRM	African Peer Review Mechanism
ASK	Agricultural Society of Kenya
ATC	Agricultural Training Centre
ATM	Automated Teller Machine
BOQ	Bill of Qualities
CACCOC	County Anti-Corruption Commission Oversight Committee
CAP	Community Action Plan
CBC	Competency-Based Curriculum
CBEF	County Budget and Economic Forum
CBO	Community Based Organization
CBROP	County Budget and Outlook Paper
CCPP	Contagious Caprine Pleuropneumonia
CDD	Community Driven Development
CECM	County Executive Committee Member
CEV	Community Extension Volunteers
CFLA	County First Ladies Association
CFSP	County Fiscal Strategy Paper
CHU	Community Health Units
CHV	Community Health Volunteers
CIC	Community Infrastructure Centre
CIDP	County Integrated Development Plan
CIG	Common Interest Groups
CIM	Christian Impact Mission
CIMES	County Integrated Monitoring and Evaluation System
CMR	Child Mortality Rate
CO	Chief Officer

COG	Council of Governors
CPRM	County Peer Review Mechanism
CPSB	County Public Service Board
CRF	County Revenue Fund
CRRIT	County Rapid Results Initiative
CRV	Community Resource Volunteers
CSOS	Civil Society Organizations
CSP	County Spatial Plan
CSR	Corporate Social Responsibility
CTTI	County Technical Training Institute
DC	Development Committee
DQA	Data Quality Assessment
EACC	Ethics and Anti-Corruption Commission
ECDE	Early Childhood Development Education
EPZ	Export Processing Zones
EU	European Union
FBO	Faith Based Organization
FCFS	First Come First Served
FGD	Focus Group Discussion
FMD	Foot and Mouth Disease
FY	Financial Year
GAP	Good Agricultural Practices
GBV	Gender Based Violence
GBVRC	Gender Based Violence Recovery Centre
GCP	Gross County Product
GDP	Gross Domestic Product
GIS	Geographic Information System
GIZ	Germany International Development Agency
Ha	Hectares
HCD	Horticultural Crop Development
HH	Household
HIV	Human Immunodeficiency Virus
HOD	Head of Department
HPT	Health Products and Technologies
IBEC	Intergovernmental Budget and Economic Council

ICT	Information Communication Technology
IEBC	Independent Electoral and Boundaries Commission
IFMIS	Integrated Financial Management Information System
IGRTC	Inter-Governmental Relations Technical Committee
ILRI	International Livestock Research Institute
ISO	International Standards Organization
KADU	Kenya African Democratic Union
KALRO	Kenya Agricultural Livestock Research Organization
KANU	Kenya African National Union
KCB	Kenya Commercial Bank
KDSP	Kenya Development Support Programme
KEBS	Kenya Bureau of Standards
KEMSA	Kenya Medical Supplies Authority
KeNHA	Kenya National Highways Authority
KEPROBA	Kenya Export Promotion and Brand Agency
KEPSHA	Kenya Primary Schools Head Teachers Association
KeRRA	Kenya Rural Roads Authority
KESSHA	Kenya Secondary Schools Heads Association
KIBT	Kenya Institute of Business Training
KIHBS	Kenya Integrated Household Budget Survey
KIPPRA	Kenya Institute for Public Policy Research and Analysis
Km	Kilometre
KNBS	Kenya National Bureau of Statistics
KNCHR	Kenya National Commission for Human Rights
KNCCI	Kenya National Chambers of Commerce & Industry
KNFJKA	Kenya National Federation of Jua Kali Associations
KNUT	Kenya National Union of Teachers
KPHC	Kenya Population Housing Census
KPLC	Kenya Power and Lighting Company
Kshs	Kenya Shillings
KUPPET	Kenya Union of Post Primary Education Teachers
KURA	Kenya Urban Roads Authority
LIMS	Land Information Management System
LPO	Local Purchase Orders
LSD	Lumpy Skin Disease

M&E	Monitoring and Evaluation
MAGRAINS	Makueni Grains Farmers' Cooperative Society
MCA	Member of County Assembly
MESPT	Micro-Enterprise Support Programme Trust
MFPP	Makueni Fruit Processing Plant
MOU	Memorandum of Understanding
MSME	Micro Small and Medium Enterprise
MT	Metric Tonnes
MTEF	Medium Term Expenditure Framework
MTP	Medium Term Plans
MYAP	Makueni Youth Apprenticeship Programme
MYES	Makueni Youth Empowerment Services
MYWO	Maendeleo Ya Wanawake Organization
NCA	National Construction Authority
NCD	New Castle Disease
NCIC	National Cohesion and Integration Commission
NCPWD	National Council for Persons With Disability
NEPAD	New Partnership for Africa's Development
NG-CDF	National Government Constituency Development Fund
NGO	Non-Governmental Organization
NHIF	National Hospital Insurance Fund
NITA	National Industrial Training Authority
NLC	National Land Commission
NMK	National Museums of Kenya
NTSA	National Transport and Safety Authority
NYC	National Youth Council
OCDS	Open Contracting Data Standards
ODF	Open Defecation Free
OGP	Open Government Partnership
OMO	Operation Mwolyo Out
OSR	Own Source Revenue
OVC	Orphaned and Vulnerable Children
PAS	Performance Appraisal System
PBB	Programme Based Budgeting
PC	Performance Contract

PER	Public Expenditure Review
PFM	Public Finance Management
PLWHIV	People Living With HIV/AIDS
PMC	Project Management Committee
POEA	Public Officer Ethics Act
PPP	Public-Private Partnership
PSASB	Public Sector Accounting Standards Board
PSC	Project Sustainability Committee
PWD	Persons Living With Disabilities
REREC	Rural Electrification and Renewable Energy Corporation
RRI	Rapid Results Initiative
SACCO	Savings and Credit Co-operative Society
SAGA	Semi-Autonomous Government Agency
SDGs	Sustainable Development Goals
SED	Socio-Economic Development
SEKEB	South Eastern Kenya Economic Bloc
SEKU	South Eastern Kenya University
SGBV	Sexual Gender Based Violence
SIVAP	Small Scale Irrigation and Value Addition Project
SMS	Short Messaging Service
SRC	Salaries and Remuneration Commission
SWG	Sector Working Group
TOT	Trainer of Trainers
U5MR	Under 5 Mortality Rate
UHC	Universal Health Coverage
UN	United Nations
UNCRC	United Nations Convention on the Rights of Children
UNDP	United Nations Development Programme
UN HABITAT	United Nations Human Settlements Programme
US	United States
USAID	United States Agency for International Development
WHO	World Health Organization
WRI	World Resources Institute

TABLE OF CONTENTS

LIST OF TABLES.....	vii
LIST OF FIGURES.....	viii
ABBREVIATIONS AND ACRONYMS	ix
MESSAGE FROM GOVERNOR	xiv
MESSAGE FROM THE DEPUTY GOVERNOR.....	xvi
CHAPTER ONE: INTRODUCTION	1
1.1 Context	1
1.2 Makueni County Development Philosophy.....	2
1.3 Objectives of the Assessment.....	4
1.4 County Statistical Profile	4
1.5 Review Philosophy.....	6
1.6 Peer Review Mechanism	7
1.7 Linkages to Africa Peer Review Mechanism	7
1.8 Makueni County Review Process.....	7
CHAPTER TWO:BROAD-BASED PUBLIC PARTICIPATION	9
2.1 Introduction	9
2.2 Implementation Status.....	9
2.3 Policy Frameworks.....	9
2.4 Participation Processes	11
2.5 Results of Public Participation.....	12
2.5.1 Public participation in Democratic Governance	13
2.5.2 Public Participation in Socio-Economic Development	13
2.5.3 Public Participation in Development Benefits	15
2.5.4 Key Findings	16
CHAPTER THREE: DEMOCRACY AND POLITICAL GOVERNANCE ...	18
3.1 Introduction	18

3.2	OBJECTIVE 1: ENHANCED CONSTITUTIONAL DEMOCRACY AND THE RULE OF LAW	1
3.2.1	Introduction	18
3.2.2	Implementation Status	19
3.2.3	Findings	21
3.3	OBJECTIVE 2: SEPARATION OF POWERS	21
3.3.1	Introduction	21
3.3.2	Implementation Status	22
3.3.3	Findings	22
3.4	OBJECTIVE 3: EFFECTIVENESS AND EFFICIENCY OF THE JUDICIARY	22
3.4.1	Introduction	22
3.4.2	Implementation Status	23
3.4.3	Findings	23
3.5	OBJECTIVE 4: PREVENTION AND REDUCTION OF INTER AND INTRA-COUNTY CONFLICTS	23
3.5.1	Introduction	23
3.5.2	Implementation Status	23
3.5.3	Findings and Recommendations	24
3.6	OBJECTIVE 5: PROMOTE AND PROTECT POLITICAL, CIVIL, ECONOMIC, SOCIAL AND CULTURAL RIGHTS	24
3.6.1	Introduction	24
3.6.2	Implementation Status	25
3.6.3	Findings	26
3.7	OBJECTIVE 6: ENHANCED ACCOUNTABLE, EFFICIENT AND EFFECTIVE PUBLIC SERVICE DELIVERY	26
3.7.1	Introduction	26
3.7.2	Implementation Status	27
3.7.3	Findings	28

3.8	OBJECTIVE 7: PROMOTION AND PROTECTION OF THE RIGHTS OF CHILDREN, WOMEN AND VULNERABLE GROUPS	29
3.8.1	Introduction	29
3.8.2	Implementation Status.....	29
3.8.3	Findings	33
CHAPTER FOUR: ECONOMIC GOVERNANCE AND MANAGEMENT ..35		
4.1	Introduction	35
4.2	OBJECTIVE 1: PROMOTING MACROECONOMIC POLICIES THAT SUPPORT SUSTAINABLE DEVELOPMENT	35
4.2.1	Introduction	35
4.2.2	Implementation Status.....	35
4.3	OBJECTIVE 2: IMPLEMENT SOUND, TRANSPARENT AND PREDICTABLE GOVERNMENT ECONOMIC POLICIES.....	49
4.3.1	Introduction	49
4.3.2	Implementation Status.....	49
4.4	OBJECTIVE 3: PROMOTE SOUND PUBLIC FINANCE MANAGEMENT.....	50
4.4.1	Introduction	50
4.4.2	Implementation Status.....	50
4.5	OBJECTIVE 4: PROMOTE AN ENABLING ENVIRONMENT AND EFFECTIVE REGULATORY FRAMEWORK FOR ECONOMIC ACTIVITIES	58
4.5.1	Introduction	58
4.5.2	Implementation Status.....	58
4.6	OBJECTIVE 5: ACCELERATING REGIONAL INTEGRATION BY PARTICIPATING IN THE HARMONIZATION OF MONETARY, TRADE AND INVESTMENT POLICIES	59
4.6.1	Introduction	59
4.6.2	Implementation Status.....	59

4.7	OBJECTIVE 6: FIGHT AGAINST CORRUPTION	60
4.7.1	Introduction	60
4.7.2	Implementation Status.....	60
4.7.3	Findings	61
CHAPTER FIVE: SOCIO ECONOMIC DEVELOPMENT		62
5.1	Introduction	62
5.2	OBJECTIVE 1: PROMOTE AND ACCELERATE BROAD- BASED SUSTAINABLE SOCIO-ECONOMIC DEVELOPMENT	64
5.2.1	Introduction	64
5.2.2	Implementation Status.....	64
5.3	OBJECTIVE 2: ENCOURAGING BROAD-BASED PUBLIC PARTICIPATION IN SOCIO-ECONOMIC DEVELOPMENT..	65
5.3.1	Introduction	65
5.3.2	Implementation Status.....	65
5.4	OBJECTIVE 3: REDUCE POVERTY, UNEMPLOYMENT AND INEQUALITY	67
5.4.1	Introduction	67
5.4.2	Implementation Status.....	67
5.4.3	Findings	77
5.5	OBJECTIVE 4: PROGRESS TOWARDS EQUITY AND EQUALITY.....	101
5.5.1	Introduction	101
5.5.2	Implementation Status.....	102
5.5.3	Findings	108
CHAPTER SIX: CORPORATE GOVERNANC.....		109
6.1	Introduction	109

6.2	OBJECTIVE 1: PROMOTING AN ENABLING ENVIRONMENT AND EFFECTIVE REGULATORY FRAME WORK FOR BUSINESS ORGANISATIONS AND OTHER ENTITIES.....	109
6.2.1	Introduction	109
6.2.2	Implementation Status.....	109
6.2.3	Findings	112
6.3	OBJECTIVE 2: ENSURING EFFECTIVE LEADERSHIP AND ACCOUNTABILITY	113
6.3.1	Introduction	113
6.3.2	Implementation Status.....	113
6.3.3	Findings	115
6.4	OBJECTIVE 3: ENSURING EFFECTIVE STAKEHOLDER ENGAGEMENT AMONG ORGANISATIONS.....	115
6.4.1	Introduction	115
6.4.2	Implementation Status.....	115
6.4.3	Findings	116
6.5	OBJECTIVE 4: ENSURING ETHICAL CONDUCT WITHIN ORGANISATIONS	117
6.5.1	Introduction	117
6.5.2	Implementation Status.....	117
6.5.3	Findings	118
CHAPTER SEVEN:SUMMARY OF FINDINGS AND OVERARCHING ISSUES.....		120
7.1	Summary of Findings.....	120
7.1.1	Political and Democratic Governance	120
7.1.2	Economic Governance and Management	120
7.1.3	Socio-Economic Development	122
7.1.4	Corporate Governance	124
7.2	Overarching Issues	125

7.2.1	Ballooning Wage Bill.....	125
7.2.2	Poverty and Inequality.....	126
7.2.3	Knowledge Management	126
7.2.4	Sustainability of Development Projects.....	126
7.2.5	Programme Based Budgeting.....	127
7.2.6	Institutional Coordination Mechanism	128
CHAPTER EIGHT: CHALLENGES, LESSONS LEARNT AND RECOM- MENDATIONS		130
8.1	Challenges	130
8.2	Lessons Learnt.....	131
8.3	Recommendations	131
ANNEX 1: THE ORGANISATIONAL STRUCTURE OF THE COUNTY GOVERNMENT		133

LIST OF TABLES

Table 1: County Profile	5
Table 2:Sector Contribution to Gross County Product	62
Table 3:Recommended enterprise by agro-ecological zone	68
Table 4:Distribution of breeding chicken 2013 -2022	74
Table 5:Critical Health Data	78
Table 6: Staff status by category	80
Table 7: Performance of Health Service Delivery Indicators	82
Table 8: Development of Water Sources.....	85
Table 9: Apex Co-operative:	90
Table 10: Summary of Roads in Kms between 2012/13 and 2021/2022.....	99
Table 11:Summary of Specific Interventions from FY2012/13 to FY2021/22..	99
Table 12:Population Distribution for Selected Age Groups in the County (2019)	102

LIST OF FIGURES

<u>Figure 1: County Public Participation Framework</u>	11
<u>Figure 2: Public Participation Processes</u>	12
<u>Figure 3: Progression of Public Participation 2013 to date</u>	12
<u>Figure 4: Reported Gender Based Violence Cases 2016-2020</u>	32
<u>Figure 5: Actual and Targeted Ordinary Revenue from the FY 2009/10 to 2022/23* in Kshs. Billion</u>	38
<u>Figure 6: Top Five Highest Contributing County Revenue Streams.</u>	39
<u>Figure 7: Own Source Revenue Targets and Actual Receipts, 2013/14-2020/21</u> 40	
<u>Figure 8: Quarterly Own Source Revenue collection</u>	40
<u>Figure 9: Departmental allocation 2013/14-2019/20</u>	42
<u>Figure 10: Sectoral Allocations 2013-2021</u>	43
<u>Figure 11: Tetheka access level</u>	45
<u>Figure 12: Tetheka Loan Repayment Rate</u>	45
<u>Figure 13: Composition of the Total Number of Tetheka beneficiaries.</u>	46
<u>Figure 14: Rate of Access to AGPO.</u>	48
<u>Figure 15: Trend in Access to AGPO by the Different Categories of the Beneficiaries</u>	49
<u>Figure 16: County Planning Framework</u>	51
<u>Figure 17: Annual Trend in Own-Source Revenue Collection from FY 2013/14 to FY 2020/21</u>	54
<u>Figure 18: Budgetary Allocation 2013/14 – 2021/22</u>	55
<u>Figure 19: Percentage County Wage Bill</u>	56
<u>Figure 20: Budget, Expenditure and Absorption Rates, FY 2013/14-2021/22.</u> 56	
<u>Figure 21: Value of Pulses Produced, 2015 -2020</u>	72
<u>Figure 22: Annual Milk Production and Value, 2013-2020</u>	74

<u>Figure 23: Allocation to Makueni care</u>	<u>81</u>
<u>Figure 24: Performance of key health service delivery indicators</u>	<u>83</u>
<u>Figure 25: Growth in Wage Bill as % of Total Budget FY 2013/14 – 2022/23</u>	<u>125</u>



CHAPTER ONE: INTRODUCTION

1.1 Context

The history of Devolution in Kenya dates back to 1962 at the Lancaster House Conference when the Country's Independence Constitution was discussed. The Kenya African Democratic Union (KADU) delegates proposed a federal system of Government which was adopted. The Independence Constitution had provisions for eight (8) Regional Governments complete with Legislative Assemblies. These were removed through Constitutional Amendment Act No. 28 of 1964. The Legislature was to comprise two Chambers: the Senate or Upper House and the National Assembly, Lower House. However, after Independence in 1963, that system of Government was weakened. By December 1964, the Kenya African National Union (KANU) and KADU merged to form a unitary Government of the Republic of Kenya.

The Independence Constitution was amended numerous times, thereafter, but it was not until 2010 that a comprehensive review of the Constitution was made. The Constitution of Kenya (2010) restored decentralised system of Government, providing under Article 1(4) (a) and (b) that the sovereign power of the people shall be exercised at two levels; the National level and the County level.

Devolution as a political arrangement includes political, administrative and fiscal power distributed to Semi-Autonomous territorial and Sub-National units. Chapter 11 of the Constitution of Kenya, 2010 breaks down the aspects as follows:

- a) **Administration and Service Provision:** The County Executive Committee led by the Governor undertakes all administrative duties and spearheads service provision.
- b) **Political Power:** The County Assembly that constitutes elected members representing each Ward and nominated members. Its functioning is similar to the National Assembly.
- c) **Fiscal Devolution:** The Public Finance Management Act outlines sharing of revenues and other financial resources between the

National and Devolved Governments. The Fourth Schedule of the Constitution lists functions of the National and County Governments.

- d) **Public participation:** The participation of the people in all decision-making processes and the delegation of powers for development.

The Constitution of Kenya (2010) established the two levels of governance; the National Government and 47 County Governments. Article 174 of the Constitution lists the objects of the devolved Governments as to; 'foster national unity by recognizing diversity, give powers of self-governance to the people and enhance the participation of the people in the exercise of the powers of the State and in making decisions that affect them, recognize the right of communities to manage their own affairs and to further their development, protect and promote the interests and rights of minorities and marginalized communities, promote social and economic development and the provision of proximate, easily accessible services, ensure equitable sharing of national and local resources, facilitate the decentralization of State organs, their functions and services from the capital City of Kenya, and enhance checks and balances and the separation of powers'.

The Fourth Schedule of the Constitution specifies the functions and powers of Counties as: Agriculture; County health services; control of air pollution, noise pollution, other public nuisances and outdoor advertising; cultural activities; public entertainment and public amenities; County transport; animal control and welfare; trade development and regulation; County development and planning; pre-primary education; village polytechnics, home craft centres and child care facilities; implementation of specific National Government Policies on natural resources and environmental conservation; County public works and services; ensuring and coordinating the participation of communities and locations in governance at the local level and assisting communities and locations to develop the administrative capacity for the exercise of the functions and powers and participation in governance at the local level; firefighting services and disaster management; control of drugs and pornography.

At the inception of Devolution, Makueni County was faced with challenges, such as: high poverty levels at 64.3 percent with the most hard hit areas being Kitise/Kithuki, Kathonzwani, Kalawa and Masongaleni; inadequate water supply with only 17.5 percent of the households accessing potable water; poor road conditions with most of the roads rendered impassable during the rainy season and thus impacting access to markets by farmers; inequitable development; and lack of Policies, structures and capacity to run the new form of Government.

Since 2013, The Government of Makueni County has undertaken its functions in accordance with the provisions of the Constitution and the attendant statutes, rules and regulations. It has established and enacted governance structures, regulatory frameworks, systems and procedures to manage the resources allocated by the National Government, grants and loans from development partners and own source revenue.

1.2 Makueni County Development Philosophy

Makueni County development philosophy is built on six values which are:

- a. Integrity and Accountability.** The County Government has put in place structures to ensure integrity and accountability in the way it conducts its business. This was done through the use of the Integrated Financial Management Information System (IFMIS) in procurement and payments, open contracting and procurement as well as citizen participation in project identification, implementation and oversight at the community level. With a copy of the project design, budget and in some cases Bills of Materials (BOM), volunteers ensure value for public resources. The Government also provides ease of access to information through its website and project dash board. Civic education and engagement has contributed significantly to building trust between the citizens and the County Government. The citizens have built trust that the Government would deliver on its promises and obligations. This has empowered the citizens to demand transparency and accountability.
- b. Inclusiveness.** To ensure inclusiveness, the County Government has clustered its public participation to cover all categories of the citizenry. It

specifically introduced participation forums for thematic groups such as the youth, groups representing orphans and vulnerable children, Persons With Disabilities (PWDs), People Living With HIV/AIDS (PLWHIV), women, men, the business community, children and elders. The participation ensures that their proposals are included in the budget and are implemented. This inclusiveness extends to employment opportunities in the County Government where women employees are more than male employees and PWDs are also employed. The Government also implements the Access to Government Procurement Opportunities (AGPO) programme targeting Women, Youth and PWDs.

- c. Equity and Fairness.** Equity comes from the idea of moral equality that people should be treated as equals. It helps address the inequality that may have been propagated prior to Devolution. In the formative years, the County Government allocated Kshs.18.5 Million to each Ward for direct control by the citizens. This was reviewed to Kshs. 33 Million per Ward in FY 2016/17. Flagship projects and sectoral interventions are also equitably distributed across the geographical landscape. The staff that have been hired by the County come from all the Wards.
- d. Patriotism.** By empowering the community and involving them in Governance, the County Government enables the citizens to become patriotic and protective of their County and resources. This was clearly evident when the community accorded support to the Executive by demanding for dissolution of the County Government and election of a new one during the misunderstanding between the County Executive and the County Assembly in 2014/15.
- e. Responsiveness.** The Government is responsive to the demands of its citizens including having a comprehensive grievance redress mechanism designed to improve participatory development processes and project outcomes. This is why the Government allows citizens to prioritize their development projects according to their needs.
- f. Hard Work, Creativity and Innovation.** The Government encourages hard work, creativity and innovation among its staff and citizens through

various avenues. These include: performance management for staff; youth innovation challenge and training in ICT. Officers contribute to project formulation through the development of concepts and strategies.

Section 102 of the County Governments Act, 2012 provides for every County to prepare a five (5) year County Integrated Development Plan (CIDP) which shall be the basis for County planning, budgeting and performance management. The County also prepared a long-term development Blueprint, the Makueni County Vision 2025, whose overarching objective is to foster wealth creation and socio-economic transformation.

Makueni County Vision 2025 emphasizes equitable development based on the philosophy of '*Andu mbee*' and '*O kila nyumba kalila*'. The driving force for this development philosophy is to ensure enhanced and sustainable livelihood for each household. The Blueprint is aligned to the Sustainable Development Goals (SDGs), the Africa Agenda 2063, the Kenya Vision 2030 and the National Government's Medium-Term Plans (MTPs). It was subsequently translated into the CIDPs 2013-2017 and 2018-2022, attendant Annual Development Plans and annual budgets. The Plans stipulated clear thematic areas of developmental focus, anchored on the goal of *increased household income for sustainable livelihood*. The key themes are: socio-economic empowerment including agricultural revitalization, youth and PWDs empowerment, gender mainstreaming and promotion of private sector growth; water harvesting and management initiative (*kutwiikanya kiwu*) aimed at increasing access to clean and safe water; health sector development aimed at the attainment of Universal Health Coverage (UHC); road network and marketing infrastructure development; education and social protection; industrialization; land security and utilization, and urban development; institutional capacity, governance and citizen engagement; and *kutwikanya mbesa* which involved the formation and operationalization of a community-based Microfinance Bank.

Through these strategic documents, the County Government and its citizens envisioned '*a prosperous value-based County with high quality of life*'. Various Policies, programmes, projects and initiatives have since

been undertaken by the Government to address the County's development challenges.

These programmes have been measured through the Annual Progress Reports (APRs). The Monitoring and Evaluation (M&E) unit has prepared Quarterly and End of Year Reports that detail development results (largely outputs) against the allocated financial resources for each respective Financial Year.

County Governments are mandated by the Constitution to establish governance and management frameworks to efficiently manage public resources for effective service delivery. Hence, after ten years, it was deemed prudent to pause and carry out a comprehensive assessment of the performance of the Government.

1.3 Objectives of the Assessment

The overall objective of the County Peer Review Mechanism (CPRM) assessment is to foster the adoption of policies and practices that lead to political stability, accelerated economic growth and integration, corporate governance and sustainable development for improved governance and management practices in devolved governance. The specific objectives of the assessment are to:

- a. Establish the extent in which the Constitutional requirements of political and democratic governance, the Rule of Law, the separation of powers, and effective public service have been realized.
- b. Determine the extent to which the Government has promoted macro-economic Policies for sustainable development and effective public finance management.
- c. Examine the extent to which the Government has provided an enabling environment of trust, transparency and accountability necessary for fostering long-term investment, growth, financial stability and business integrity in the County.
- d. Assess the extent to which the Government has ensured eradication of poverty and sustainable development.

- e. Determine the lessons learnt and recommendations to inform future governance and management practices in devolved governance.

1.4 County Profile

Makueni County is one of the three Counties making the South Eastern Kenya Economic Bloc (SEKEB). It is situated in the South-Eastern part of the Country, bordering Machakos County to the North, Kitui County to the East, Kajiado County to the West and Taita Taveta County to the South. The County is located between Latitude 10 35' and 20 59' South and between Longitude 37 10' and 38 30' East. It covers an area of 8,176.7 km². It has a population of 987,653 people of whom 49.6 percent are male and 50.3 percent female (KNBS, 2019); and has a population density of 121 per km². Other County statistical information is given in Table 1.

Table 1: County Profile

No	Indicator	County 2013	County 2021	National 2021
Population and Macro economic outlook				
1.	Estimated County Population	884,527 (KNBS, 2009)	987,653 (KNBS, 2019)	2.1% of total country population
	Males	432,870	489,691	49.60%
	Females	451,657	497,942	50.30%
	Intersex	0	20	0.02%
	Estimated Population Density (persons/ km ²)	108	121	82
	Persons With Disability (%)	4	4.1	2.2
	Population living in rural areas (%)	95.95	92.2	68.8

No	Indicator	County 2013	County 2021	National 2021
	Children (0-14 years) (%)	21.5	39	41.1
	School going age (4-22 years) (%)	43.8	44.7	68.7
	Youth 15-34 years (%)	31.62	34.1	36.1
	Labour force (15-64 years) (%)	51.1	56	55
	Elderly population (over 65-year-old)		0.8	3.9
	Poverty (%)	60.6(KHBIS 2006)	34.8 (2015/2016)	36.1
	Food Poverty (%)	57.20%	30.7 (2015/2016)	31.9
	Multi-dimensional Poverty (%)	77.40%	67.2% (2015/2016)	56.1
	Stunted children %		25.1 (KDHS 2014)	26
	Gross County Product (Kshs. Million)		111,641 (2020)	1.1 % Share to total GDP (2020)
	Average growth of Nominal GCP/GDP (%)		11(2013-2020)	15.30%
	GCP per capita (Kshs.)	56,100	64,840	179,021.60
Child Health				
	Percentage of children under 1 year of age fully immunized	85%	100%	84%
	Child Mortality Rate (CMR)			
	Under Five Mortality Rate (U5MR)	49/1000	43/1000	47/1000
Reproductive Health				

No	Indicator	County 2013	County 2021	National 2021
	Maternal Mortality Rate	488/100,000	362/100,000	400/100,000
	Percentage of deliveries conducted by skilled attendants in health facilities	35%	90%	60%
	Percentage of pregnant women attending at least 4 ANC visits	32%	54%	42%
Public Health				
	Latrine coverage	86%	93%	85%
	Open Defecation Free (ODF) rate	2%	12.8%	10%
Human Resources for Health				
	Doctor Population Ratio	1:25,000	1:16,149	1:16000.
	Nurse Population Ratio	1:1,874	1:1,502.	1:1034
Health care financing				
	Health Insurance Coverage	5%	15%	6%
Water Access				
	The proportion of HHs accessing water from improved water sources (%)	36.8	42.8	64.8
	The proportion of HHs accessing improved sanitation services (%)	55	85.2	82.5
Lands and Environment				
	Tree Cover	7.10%	12.47%	12.13%
	Forest Cover	-	5.38%	8.83%
	Security of Land Tenure	21.60%	31.60%	-
Agricultural Production and Productivity				
	Share of agriculture sector contribution to GCP (Gross County Product)	46.3%	29.5%	22.4%

No	Indicator	County 2013	County 2021	National 2021
	Amount of mangoes produced annually in metric tonnes	153,646	274,852	738,321
	Amount of milk produced annually in kilogrammes	17,825,481	30,288,000	801,911,905

Source: KNBS and County Statistics Unit.

1.5 Review Philosophy

Institutions are interested in understanding their performance and ascertaining if: the costs of their services are appropriate; their work is of good quality; they are carrying out roles assigned to them; and whether they have the capacity to carry out the roles. Therefore, a self-assessment can empower organizations and aid them in using the assessment and learning from it.

Article 10 (2) of the Constitution of Kenya (2010) stipulates the National Values and Principles of Governance to be; patriotism, national unity, sharing and devolution of power, the rule of Law, democracy and participation of the people; human dignity, equity, social justice, inclusiveness, equality, human rights, non-discrimination and protection of the marginalized, good governance, integrity, transparency and accountability, and sustainable development. In addition, Article 35 provides *inter alia*, that every citizen has the Right of Access to Information held by the State and that the State shall publish and publicize any important information affecting the nation. This Report, therefore, publicizes to the people of Makueni County, information regarding how their Government has served them during the last two terms under Devolution; and address issues as outlined under Article 10 of the Constitution of Kenya 2010.

1.6 Peer Review Mechanism

The African Peer Review Mechanism (APRM) is the mutually agreed instrument for self-monitoring by the participating member States. The primary purpose

of the APRM is to foster the adoption of Policies, standards and practices that lead to political stability, sustainable development and accelerated Sub-Regional and Continental economic integration. Through this mechanism, African States share experiences and best practices in managing their societies. The mechanism is premised on four thematic areas: Democracy and Political Governance; Economic Governance and Management; Corporate Governance; and Socio-economic Development. The process is a voluntary, home-grown governance self-assessment that focuses on good governance and transformative leadership for socio-economic development.

Kenya acceded to the African Peer Review Mechanism (APRM) in 2003. In 2017, the Africa Peer Review (APR) Forum of Heads of States and Governments adopted a Resolution for member States to cascade APRM good governance principles to Sub- National Units. It is in the recognition of the above Resolution, that NEPAD/APRM Kenya Secretariat, in collaboration with the Council of Governors, developed the County Peer Review Mechanism (CPRM) to cascade the APRM Agenda to the Counties through a multi- agency engagement. The CPRM, provides a credible tool that enables County Governments to self-assess, document key achievements, identify best practices and promote peer learning.

1.7 Linkages to Africa Peer Review Mechanism

The Makueni County assessment was anchored on the APRM. Its key principle is to propel the citizen to the centre of public Policy and governance practice by ensuring broad-based participation of all stakeholders in the review process. The assessment process involves a dual process of self-assessment by County internal team and external independent evaluation. The process consisted of the following steps.

- a. Step One:** This stage is carried out by the County internal assessment team appointed by H.E the Governor. The preparatory phase involves desk research and gathering available information on governance and development on the areas of assessment.
- b. Step Two:** Data collection in Departments and other key informants as well as field visits to get the perceptions of the County citizens.

- c. Step Three:** Drafting of the internal assessment Report.
- d. Stage Four:** Engagement of stakeholders by external evaluators. The process involves wide consultations with Government officials, the County Assembly, representatives of Civil Society Organizations (CSOs), the media, academia, trade unions, business, professional bodies and community representatives.
- e. Stage Five:** Preparation of external evaluation Report. The Report is then discussed with the Executive Committee to ensure accuracy of the information. The Executive is given an opportunity to react to the findings of the Report.
- f. Stage Six:** Formal publication and presentation of the evaluation Report to all stakeholders.

1.8 Makueni County Review Process

The review exercise was undertaken in two stages. The first stage was an initial assessment conducted by an internal team appointed by H.E. Governor, Prof. Kivutha Kibwana. The team consisted of technical and administrative members from across the County functional sectors. It reviewed existing reports and materials from the various Government Departments and Agencies. It identified information gaps. This was followed by field data collection to fill-in the gaps, which was undertaken to get the views of the citizens of the County, concerning the work done by their Government since 2013. Data was collected from:

- a. Key informants from County Departments and Agencies;
- b. Citizen engagement through Focus Group Discussions (FGDs) undertaken at Ward level. Two FGDs were drawn from each Ward. One group was made up of ordinary citizens selected at random and one person from each cluster in the Ward. The second group was made up of residents of the Ward, one from each cluster who has interacted with the County Government, either through development Committees, project

management Committees or community volunteers; and

- c. Engagement with Faith Based Organizations (FBOs), Community Based Organizations (CBOs), Non-Governmental Organisations (NGOs) operating in the County, County staff, contractors who have engaged the Government and residents of the County who do not ordinarily reside in the County (the Diaspora).

The County internal assessment team analysed the information and prepared a draft report. The second stage involved an exercise to validate the information, findings, conclusions and recommendations contained in the draft self-assessment Report. The external team of experts prepared this final County self-assessment Report. This was undertaken by an external team of experts in collaboration with County professionals. In addition to validation, the team collected further information from stakeholders to strengthen the Report. The key stakeholders involved in the validation included:

- a. County Technical Directors;
- b. Sub-County level Development Committees;
- c. Sub-County level development partners, community leaders and organized groups representatives;
- d. County level opinion leaders (the County Commissioner, Bank Representatives, Faith Based Organizations, Trade Unions – Kenya National Union of Teachers (KNUT), Kenya Union of Post Primary Education Teachers (KUPPET), Kenya Secondary School Heads Association (KESSHA), Maendeleo ya Wanawake Organization (MYWO), PWD Leaders and County Level NGOs Representatives; and
- e. Business community (the Kenya National Chamber of Commerce and Industry (KNCCI), Hawkers Association, Boda Boda and Marikiti Market Representatives) and private sector representatives at the County level.

CHAPTER TWO: BROAD-BASED PUBLIC PARTICIPATION

1.9 Introduction

Public participation is the process through which stakeholders' give input and exercise control over development initiatives, decisions and resources that affect them. It is a process whereby stakeholders influence Policy formulation, alternative designs, investment choices and management decisions affecting their communities. It is a form of empowerment and a vital part of democratic governance, socio-economic development and economic governance. It is part of a people centred method of management which avoids centralized hierarchical decision-making. Public participation results in enhanced transparency, accountability, equitable development and accommodation of diversity. Article 69(1) (d) of the Constitution of Kenya (2010) promotes public participation in the management, protection and conservation of the environment.

The Constitution of Kenya (2010) gives prominence to citizen participation in all governance processes. Article 1(1) and (4) provides to the people of Kenya sovereign power. This power is strengthened in Articles 10 (2) (a) and (2) (b) in recognition of the National Values and Principles of Governance that include the participation of the people, inclusiveness and protection of the marginalized among others.

Article 174(c) gives powers of self-governance to the people and enhances their participation in the exercise of such powers in decision-making. The County Governments Act, 2012, the Public Finance Management Act, 2012 and the Urban Areas and Cities Act, 2011 calls for public participation in drafting new Legislation, determining budget priorities and ensuring that Public-Sector performance and expenditures are reviewed and grievances that arise are submitted. The Fourth Schedule, Part 2(14) of the Constitution assigns powers for Counties to coordinate and ensure the participation of communities in governance and to assist communities to develop the administrative capacity to enhance their exercise of power and participation in governance at the local level. This is supported by the enhancement of

civic education as provided for in Sections 98, 99 and 100 of the County Governments Act, 2012.

This Section examines the extent to which the provisions of public participation was implemented by the Government from 2013 to 2022. It highlights Policy and institutional arrangements put in place and the results of public participation in the County.

1.10 Implementation Status

Public participation has been implemented through creation of Policies, Legislation and development programmes.

1.11 Policy Frameworks

The Government has undertaken commendable steps towards enhancing broad-based participation in Policy formulation, planning, budgeting, budget execution and monitoring. The process facilitates the participation of the citizens in the sharing of the benefits of socio-economic progress. The County Public Participation Policy, 2021 establishes structures and mechanisms and lays the institutional arrangements for the coordination, management and reporting of public participation activities in the Government. The County civic education framework sets out opportunities for enabling communities to understand basic functions, roles and responsibilities of the Government, elected representatives, the devolved functions as well as their rights and responsibilities in Governments' decision-making processes.

- a. The draft Livelihood Guarantee Policy, 2021 and the draft Community Development Policy, 2021 provides the framework for the institutionalization of the County's participatory development model in promoting sustainable livelihoods and socio-economic development through the Ward allocations and cluster community action strategy in the fight against extreme poverty and unemployment.
- b. The guidelines for Community Led Development, 2021 provides the procedures for the implementation of community driven development projects. The implementation of the guidelines has provided an opportunity for creation of employment among the rural communities,

cushioning them from the COVID-19 pandemic economic strains and facilitation in the localization of SDGs at the community level.

- c. The Government has enhanced project ownership and sustainability through the formulation and operationalization of the Guidelines for Project Management Committees, 2018 which promote the participation of communities in project implementation and community-based monitoring mechanisms and the roles and procedures for project management Committees. The County Community-based Asset Management Guidelines, 2020 provides for the establishment of project sustainability Committees, their roles and responsibilities in ensuring effective maintenance, utilization and enhancement of projects handed over to communities.

Institutional Arrangements

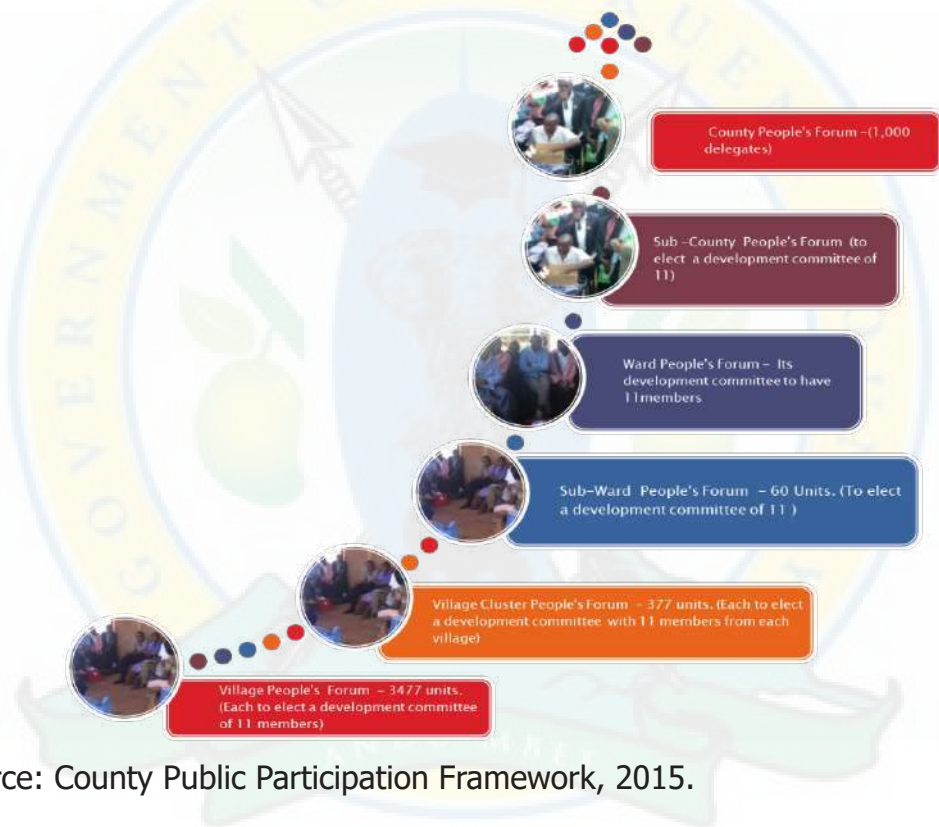
The Government has put in place institutional frameworks for the enhancement of public participation at the County and community levels. At the County level, the Governor, the County Executive Committee Member in charge of Finance and the County administration are charged with the promotion of public participation. The Directorate of Public Participation and Civic Education is charged with the responsibility of enhancing the harmonization of public participation among County departments and its management, including enhancing capacities for effective participation, establishment of public participation structures and methodologies for effective decision making.

The County Budget and Economic Forum (CBEF) is set up under Section 137 of the Public Finance Management Act, 2012 to coordinate and collect views from the public during the budgeting process and function as a think-tank for the County in terms of financial and economic management. The Forum is composed of the County Executive and non-state actors' representatives. The Forum helps the Government to analyse and identify its development priorities and the budget for programmes and projects.

At the community level, the Government has organised communities to ensure the participation of the people in decision-making processes and inclusion of the voices of the youth, women, people with disability and

vulnerable communities. The participatory framework consists of 3,643 village Forums and development Committees, 377 cluster Forums and development Committees, 60 Sub-Ward Forums and development Committees, 30 Ward Forums and development Committees, 6 Sub-County Forums and development Committees as well as 1 County forum and development Committee. The following is a diagrammatic representation of the framework.

Figure 2: County Public Participation Framework



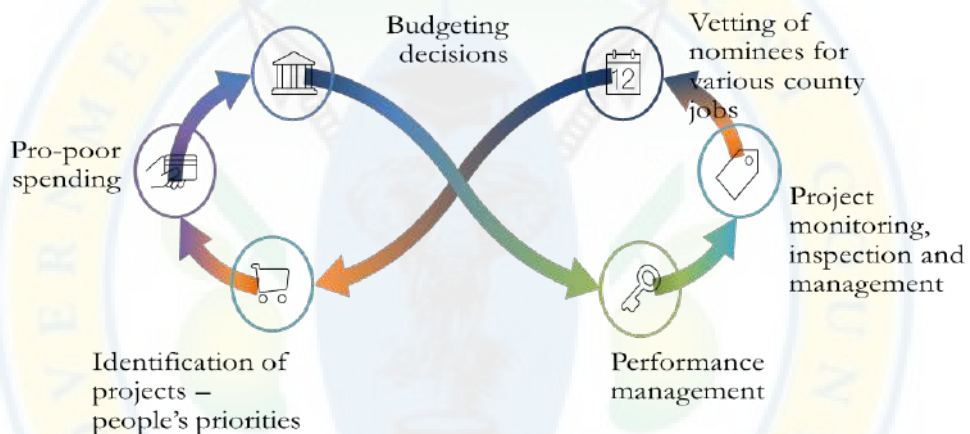
Source: County Public Participation Framework, 2015.

The structures of public participation were strengthened through: the utilization of information communication technology-based platforms; town hall meetings; budget preparation and validation Forums; notice boards announcing jobs, appointments and procurement awards; and other important announcements of public interest. The Government ensures development project sites are publicised and establishes locations for citizen fora at County and decentralized units.

1.12 Participation Processes

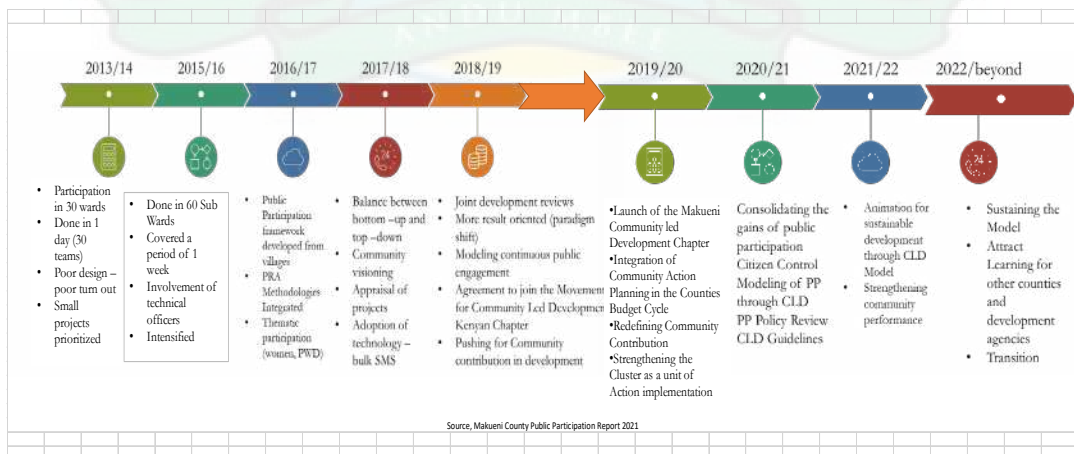
The Government has engaged communities in various areas. These include: processes in Policy making, planning and budgeting, implementation of development projects, vetting of public officers and project beneficiaries such as for bursaries and scholarships and pro-poor spending and political processes. The Public Participation Guidelines, 2020 provide for the following process.

Figure 3: Public Participation Processes



The public participation model of the County that has been developed over time. Below is the progression since 2013 to date.

Figure 4: Progression of Public Participation 2013 to Date



1.13 Results of Public Participation

The practice of public participation over the 10 years of Devolution has translated into the following results:

Public participation in Democratic Governance

Civic education programmes in the County have resulted in the realization that public participation is a right premised on the principle that power belongs to the people and therefore the citizenry have to be involved in decision-making processes. Awareness creation has empowered citizens to participate effectively in democratic governance. This has been demonstrated in their effective participation in public affairs such as vetting of public servants, vetting beneficiaries of bursaries and scholarships, electoral voting and holding their leaders accountable.

Civic education activities have ensured that communities are aware of the devolved governance system, institutions of Government and how they operate and the Arms of Government and their responsibilities. Civic education has led to the acquisition of competencies and skills for involvement in Government activities. It has stimulated political knowledge that ensures communities take part in electing their leaders as well as knowing their roles in the society. It has ensured stimulation of economic knowledge by creating awareness of their roles in paying taxes.

An important case is the December 2014 public petition to President Uhuru Kenyatta signed by 50,826 residents from Makueni County to dissolve the County Government due to the persistent wrangles between the Governor and the Members of the County Assembly (MCAs). This civic action led to the appointment of a six – member Commission of Inquiry led by Lawyer Mohammed Nyaoga who investigated the allegations levelled against the County Government by the petitioners.

Despite the outcome of the petition, it was a demonstration that communities are aware of their rights and responsibilities. It also shows the extent to which the Government has opened up to citizen involvement in public affairs and the space given to citizens to hold the Government accountable. The citizens

of Makueni are able to voice out their concerns and engage Government officers during dialogues as well as continue to demand for an increased space for participation.

Public Participation in Socio-Economic Development

Public participation in socio-economic development is demonstrated throughout the County's project development cycle. The cycle includes planning, budgeting, budget execution and monitoring. Participation has greatly contributed to the sustainability of development initiatives, strengthened local capacity, given a voice to women, men, children, youth, PWD, PLHIV, the poor and marginalized and linked development to the people's needs. The engagement of communities, civil society groups and other citizens' groups in public management has enabled an improved service delivery and accountability of the County public sector. It has given the people greater opportunities to influence Policy-making processes and the implementation of development policies, programmes, and projects.

Participatory planning and budgeting is the process of directly involving local people in making decisions on the priorities, plans and spending for a defined period of time (five years for the CIDP and annually for the ADP) and the participation in deciding on the utilization of available resources on an annual basis. The citizens of Makueni have been effectively engaged over the period of review. The communities contribute to budgets by linking their needs to available resources.

At the 3,643 villages, communities document their needs and at the 377 clusters, they harmonize the needs and develop cluster specific community action plans in reference to their aspirations and goals of the communities. Further, at the 60 Sub-Wards, the residents discuss and vote on spending priorities with close support by the technical departments through project appraisal and pre-feasibility studies. This exercise becomes the basis for the final voting and allocation of budget estimates at the 30 Wards. To avoid conflict of interest and lack of awareness of people's views in favour of politically strategic projects, the political class is invited to the public participation forums from the Sub-Ward level.

Beyond the territorial (location based) participation, the public participation Policy provides for thematic groups participation which includes the voices of the marginalized and vulnerable members of the community. This is undertaken with a view of gathering the voice of the youth, children, PWDs and professionals in the Diaspora. These special forums inform gendered project development in the County.

The validation of the entire County budget is done at the County people's forum that serves as a validation forum for the entire budget. The validation by the communities draws together the elected leaders, non-State actors, Faith-Based Organizations (FBOs), County Executive Committee members and technical staff. The budget goes through further deliberations and approvals by the Cabinet, the County Budget and Economic Forum and the County Assembly.

The County Assembly has been approving development plans and budgets through public participation forums or call for memorandums on the documents. This ensures that they ascertain the extent to which community needs and priorities are considered. The Public Finance Management Act, 2012 allows the County Assembly to change up to 1 percent of the entire budget for this purpose. Further, the principles of public participation of the County Assembly have been adhered to through County Sectoral Committees and negotiations with the Executive ahead of the approvals. Supplementary budgets are not subjected to public participation, although the communities receive feedback reports on the approved Supplementary budgets.

The approved budgets are executed through community contribution and participation. This is the basis for public participation at project implementation. The project management Committees are institutionalized under the public participation Policy 2020 to ensure representation of the communities during project implementation. They are provided with community-based monitoring tools that enable their reporting regarding project progress, social safeguards and linking of the communities to the project for long term ownership and sustainability. By April, 2022 the project management Committees had engaged 13,400 community members.

The completion and commissioning of projects is a participatory process. A public meeting is undertaken to share the gains of the project execution and lay the expectations of the project to the beneficiary communities. This entails handing over of the project to a sustainability Committee for onward management and utilization of the project. The projects are handed over to existing institutions such as health management Committees, water Boards, school Committees or directly handed over to communities through project sustainability Committees. A project sustainability Committee is composed of representatives of the project beneficiaries and their operations are determined by the community-based asset management framework provided for in the public participation Policy, 2020.

Public Participation in Development Benefits

Public participation on economic governance is the basis for ownership and sustainable utilization of investments within the community. The primary purpose of public participation in development is to ensure communities identify and shape economic development strategies and actions as well as determining their pathway to economic freedom. Over the 10 years of Devolution, the Government has ensured public education towards prioritization of economically viable projects. This includes the mapping of the economic value of a project and getting the opportunity to modify the economic plans, programmes and projects through their input.

Upon implementation of programmes and projects, the communities are engaged through the project sustainability Committees that manage the completed projects. The Government has supported community-generated programmes and projects that have led to improved socio-economic welfare of the people.

Public participation has played a facilitative role in injecting equity in the distribution of resources in the County. Public participation in budgeting processes ensure that County funds are redirected towards areas of greatest need. Further, it ensures equity by bringing the marginalized groups to the table and allocating more resources to their needs. Community resource mapping among other participatory research methodologies is utilized to

ensure resource allocation is based on need and gaps in previous budget implementation. This has ensured inclusion of voices of less politically empowered residents and empowered communities towards community data gathering and utilization at the local levels.

A recent innovation in the practice of public participation in economic governance is initiation of community led development programmes that allow poor people to think beyond immediate daily survival and to exercise greater control over both their resources and life choices. These programmes have empowered communities to plan for resources from the County Government, non-State actors and from among themselves as well as execute micro-projects that create assets within the villages as well as creating employment guarantee for the unwaged in the rural settings. By the end of the FY 2021/22, the community led development programmes employed 60,000 rural community members and created micro-projects such as water distribution, sand dams and opening of new roads at the village level. Further, the introduction of volunteerism among communities is to ensure community-driven process where communities identify and initiate their own solutions to the economic, social and environmental issues to build healthy and economically viable communities. The programming enables grassroots approaches to development where communities choose deliberate actions to influence the local economy and improve the quality of their lives.

Community members and groups have been recruited to access loans and come up with cooperatives and saving associations to ensure easy access of capital. Their proposals are lead priorities during the public participation forums. Further, the Government has annually subjected economic Policies and Regulatory Frameworks to the public to ensure they have a say in the set models of managing the County economy. One of the key policies determined through communities every year is the County Finance Bill that determines the local levies and taxes determining business environment in the County. This includes scrutiny of business licensing procedures and contract enforcement processes to ensure that they are not affected negatively.

Other innovations in the practice of public participation include the digitization of public participation data through GIS mapping, integration of technical

support by Departments at the Sub-Ward level through project appraisals, preliminary feasibility studies and technical allocation of resources at the Ward level. This has improved the budget participation processes from small to big joint project proposals and enhanced collaboration for resource allocation between clusters and Ward units. A good example is the Athi-Tunguni Water Project shared between three Wards that have contributed to the budget allocation from FY 2019/20 to 2021/20.

Key Findings

Institutional: The overarching goal for development is to achieve sustainable results in reducing poverty among the communities.

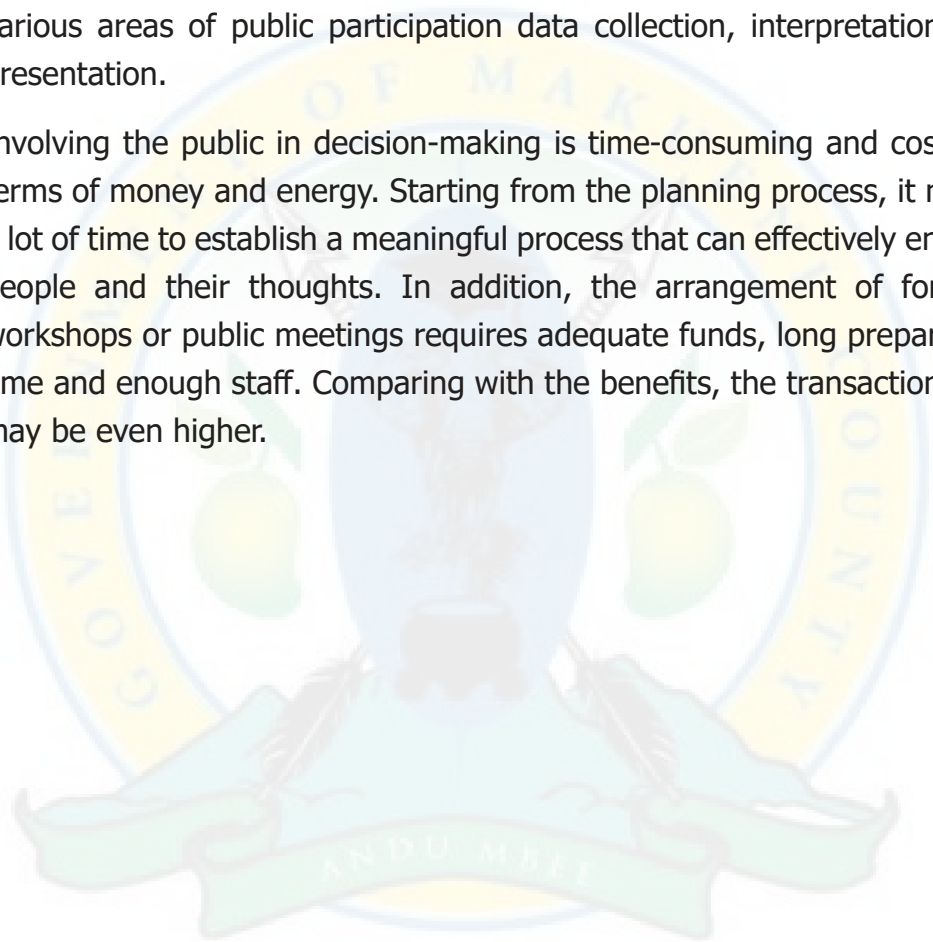
- a. The public participation framework has facilitated participatory development operations, ensuring that County Policies, programmes and projects respond to the needs of the people, especially the poor, vulnerable and marginalized.
- b. Stakeholder engagement has taken place at operational cycle including Policy and strategy formulation, project development, implementation, monitoring and evaluation. The Government needs to integrate the current institutional arrangements to ensure the linkage between the County Budget and Economic Forum and the development Committees are strengthened from the village to the County level.
- c. The institutionalization of development Committees to local development organizations requires legal frameworks that support their existence and strengthening self-governance that ensures that the structures are more efficient and productive.

Capacity: Although progress in civic education and community capacity building is visible:

- a. The communities require continuous capacity strengthening and animation of the participatory development processes through a guided approach. The capacity building of communities and local organizations towards their participation in political, social, environmental and economic governance will create greater capacities that would in return strengthen the people's

voice and create opportunities for their participation.

- b. Skilled practitioners are critical to the success of participation as they can facilitate the process, maintain a good relationship with citizens and generate better results. This implies that public participation officers and departments require continuous training and skills development in various areas of public participation data collection, interpretation and presentation.
- c. Involving the public in decision-making is time-consuming and costly in terms of money and energy. Starting from the planning process, it needs a lot of time to establish a meaningful process that can effectively engage people and their thoughts. In addition, the arrangement of forums, workshops or public meetings requires adequate funds, long preparation time and enough staff. Comparing with the benefits, the transaction cost may be even higher.



CHAPTER THREE: DEMOCRACY AND POLITICAL GOVERNANCE

1.14 Introduction

The period under review was characterised by the implementation of governance proposals contained in the Constitution of Kenya (2010) under which two levels of Government were created, this is, the National and the County level. The 47 County Governments were established, as set out in the First Schedule of the Constitution through elections held in March 2013. Thirty (30) members of the County Assembly were elected and 17 members nominated along political party strength. The majority of the nominated members (15) ended up being women in order to comply with the Constitutional requirement for not more than 2/3 representation of one gender in any institution. In the 2013-2017 period, the County Assembly and Executive had a stand-off that led to dissolution proceedings. Though the County Government was not dissolved, close to one year of service delivery was lost. The Governor elected in 2013 was re-elected in 2017 under the majority party in the County Assembly - a fact that ensured some political stability during the second term. The Manifesto of the Governor in the period under review focused on improving livelihoods at the household level under the maxim '*Andu Mbee, O Kila Nyumba, Kalila*' – 'People First, Prosperity to Every Household'.

The Constitution of Kenya (2010) anticipated a decentralised system of Government, that is, the National Government and the County Government established under Article 1(4) (a) and (b). Article 174 of the Constitution breaks down the objectives of Devolution to include: service provision, fostering unity through diversity, accountable governance, power of self-governance through public participation, decentralisation of State organs, equitable sharing of resources and protection of marginalised communities. Article 175 establishes the principles of democracy and separation of power, reliable sources of revenue for service delivery and the not more than two thirds (2/3) gender principle as underpinning Devolution.

It was expected of the two levels of Government to put in place the necessary Policy frameworks, effective and efficient structures, systems, processes,

procedures and administrative measures to continuously review the existing Policy and Legislation to align it with the Constitution, National Government Policies and international best practices. This Chapter therefore assesses the efforts of the Government of Makueni County in implementing democracy and political governance in the aspirations of a working devolution. The Chapter covers the following objectives aligned to the CPRM: (i) Enhancing Constitutional democracy and the Rule of Law; (ii) Ensuring the separation of powers; (iii) Preventing and reducing of intra and inter-State conflicts; (iv) Promoting and protecting of civil and political rights; (v) Ensuring accountable, efficient and effective public service delivery at the National and decentralised levels; (vi) Enhancing accountable, efficient and effective public service delivery; and (vii) Promoting and protecting of the rights of women, children and young persons and vulnerable groups.

1.15 OBJECTIVE 1: ENHANCED CONSTITUTIONAL DEMOCRACY AND THE RULE OF LAW

Introduction

The three essential characteristics of modern Constitutionalism are: limiting the powers of Government; adherence to the Rule of Law and protection of fundamental Rights of the people. Upholding the Rule of Law is therefore a cornerstone of contemporary Constitutional democracy. In the broadest terms, the Rule of Law requires that Devolution establishes County Governments and devolves its powers and resources including the Legislative function and human resource function. Article 185 of the Constitution of Kenya (2010) gives the Legislative authority of the County to the County Assembly. The establishment of County Governments was the beginning point in cementing the transition from central Government to one (1) National Government and forty-seven (47) County Governments as the centres for the exercise of democracy. County Governments are also required by the County Governments Act, 2012 to ensure inclusivity and participation of the people (Section 6 (6)) and to decentralize power to urban centres, Wards and village units (Section 48).

Implementation Status

Organisation of the Government: The County Government has two arms – The County Executive and the County Assembly. The County Executive is charged with overall Policy and leadership of the County while the County Assembly is responsible for representation, legislative and oversight Agenda.

Article 187 of the Constitution of Kenya (2010) devolved to County Governments to perform 14 functions and outlines them under the Fourth Schedule. The Transition to Devolved Government Act, 2012 through Legal Notice No. 183 of 9th August 2013 transferred these functions to the counties.

Through the Executive Orders of the Governors, the above functions were organised into 10 departments¹, each headed by a County Executive Committee Member (CECM) appointed by the Governor and approved by the County Assembly. The CECMs are deputised by one or more Chief Officers (CO) recruited and selected by the County Public Service Board, approved by the County Assembly and appointed by the Governor. The Departments were charged with service delivery for each of the functions assigned, including ensuring the necessary structures and personnel were in place. The second term regime has operationalised the Office of County Attorney, who is deputised by the County Solicitor. The structures of the County Executive are organised under various functional organs:

- a) The governorship comprising the Office of the Governor and Deputy Governor which is responsible for political leadership.
- b) The County Executive Committee comprising the Governor, the Deputy Governor, County Executive Committee Members responsible for the Departments, the County Attorney and the County Secretary who is the secretary to the Committee. It is chaired by the Governor. The Committee ensures functioning of Government at Policy and leadership level.
- c) The County Public Service Board Mandated to establish, abolish and manage the County's public service.
- d) The Chief Officers' Forum that serves to coordinate service delivery

1 See Annex 1.

across departments. It is chaired by the County Secretary.

- e) The County Budget and Economic Forum (CBEF) that was established under Section 137 of the Public Finance Management Act, 2012 to serve as a basis for consultation on matters relating to economic planning and budgeting in the County.
- f) Sector Working Groups (SWGs) comprising Directors and other technical staff.
- g) The County Audit Committee which alongside the Audit Unit is aimed to strengthen County internal systems.
- h) The County Pending Bills Committee established to ensure tracking and payments of pending bills in the County.

Staffing: The staff establishment as at 2022 was 3,810. This comprised three main sources: those devolved from the National Government under each of the devolved functions; those formerly under the defunct Makueni County Councils, Wote and Mtito Andei, and those employed by the County Public Service Board (CPSB).

Jointly with the National Government, the County Government carried out a Capacity Assessment and Rationalisation of Public Service (CARPS) that established staffing gaps amongst the devolved staff of the County against the devolved functions. Using the results of this exercise, the Government cleaned the payroll and ensured accuracy and up to date data for County staff. To date, the County Government has a staff establishment of 3,810 spread out into different areas of specialization.

The CARPS results were used in the subsequent development and implementation of the County Training and Development Policy and the County Human Resource Policy and Procedures Manual that have guided the Government on human resource management. In partnership with the Kenya School of Government (KSG), the European Union (EU) and the United States Agency for International Development (USAID) among others, the Government trained staff to improve Government efficiency.

In addition, the Makueni County Public Service Board (CPSB) continued to

promote National Values and Principles of Good Governance and Public Service as set out in Article 10 and 232 of the Constitution of Kenya (2010). Pursuant to Section 59 of the County Governments Act, 2012, the CPSB evaluates and reports to the Governor and the County Assembly on the extent to which it complied with the values and principles of good governance.

Decentralisation of Service Delivery: Pursuant to Sections 50-53 of the County Governments Act, 2012, the County Government established 6 Sub County administrative units. These units are headed by Sub County Administrators. There are 30 Ward Units headed by Ward Administrators and 60 Sub-Ward units that are headed by the Sub-Ward administrators. These Sub-Ward units assume the Constitutional title of the village units as anticipated in Section 48 (d) of the County Governments Act, 2012.

The County Government has established offices at the Sub County level headed by the six Sub County Administrators headquartered at Kambu for Kibwezi East, Makindu for Kibwezi West, Malili for Kilome, Nunguni for Kaiti, Tawa for Mbooni and Kathonzweni for Makueni. Government business at these units is organised through Heads of Departments (HoD) forums that facilitate consultation and management of the technical staff at this level and Ward level. The forums provide opportunities for learning and fast-tracking of service delivery.

Inter-Governmental Relations: Article 189 of the Constitution of Kenya (2010) establishes mechanisms for collaboration between both levels of Government since the two are expected to work in cooperation and complementarity. In 2018, the Government established the Directorate of Liaison, Development Partners, County and National Government Relations and resourced it with five personnel to strengthen linkage with the National Government, the Council of Governors (COG) and other organs established under devolution. In addition, the County Government has deployed staff to the Huduma Centre in Wote to continuously share with the public information about the services it offers. An Intergovernmental Committee bringing together Government departments and units on key matters such as security, civic education activities, disaster management including the recent COVID-19 pandemic, child protection programming and on the implementation of key

projects including the construction of Thwake Mega Dam, the installation of an electric fence to reduce elephant-human conflict along the boundary between Makueni County and the Tsavo East National Park and enforcement of liquor rules and regulations.

Findings

The establishment has adequate capacity to deliver services to the citizens of Makueni County. The efforts of bringing together public service officials ensured that nine years down the devolution lane, there are functional Departments. The establishment of legal and Policy frameworks remains an unfinished task, the completion of which will enable governance architecture.

There remains room to restructure and place appropriate structures and procedures for sustainable governance. Firstly, the County Government is yet to establish the village councils as provided for in Section 52 of the County Governments Act, 2012. Secondly, office space remains a big challenge at the decentralised units – the County Administration has offices in its own facilities, in facilities owned by the National Government but also in rented spaces in commercial buildings. As at 2022, approximately Kshs. 3.5 million was spent on rent. Thirdly, the County Government has not had an operational Law on public service administration, management and coordination of service delivery. A legal framework would be important to safeguard the gains made so far.

It is recommended that the County Government collaborates with National Government agencies and the Inter-Governmental Relations Technical Committee (IGRTC) to further unbundle and cost the devolved functions and subsequent advocacy for resources to match the devolved functions. Also, it is important to support and capacity build the County Assembly, County Executive Committee members and the County agencies on the public Policy making process.

1.16 OBJECTIVE 2: SEPARATION OF POWERS

Introduction

Under the philosophy of limited Government, where the power of Government to intervene in the exercise of civil liberties is restricted by Law, the Government has only the power that people give it. Separation of powers refers to the division of Government responsibilities to distinct Government branches/Arms to prevent them from exercising the core functions of another. The intentions are to prevent the concentration of power in one arm and to provide for checks and balances. The doctrine therefore becomes important in the quest for checks and balances, collective responsibility and leadership and integrity. The Constitution of Kenya provides for the principle of separation of powers between the County Executive and the Legislature. The County Assembly operates through standing orders that guide their roles in representation, legislation and oversight while the County Executive is guided by established policies and legislative frameworks for the provision of services to the citizens.

Implementation Status

The County Executive has operationalized the Constitution of Kenya, the County Governments Act, 2012; the Public Finance Management Act, 2012, the Public Procurement and Assets Disposal Act, 2015 among other Legislation through the establishment of units responsible for specific functions as well as formulation of Policies and Bills that operationalize the provisions. The Executive has consistently presented all statutory documents to the County Assembly within the provided timelines and in most cases, they have been processed in good time. The County Assembly processes the statutory documents such as the policies, legislations, development plans and the budgets as provided for in the Law. It also exercises oversight through its Committees – including requesting for information to clarify any issues that may arise. In the course of their work, the two Arms of Government hold joint meetings for consultations and to clarify on issues.

Findings

Separation of powers and protection of the independence of the Executive and the Assembly is a constant issue. In the first instance, the continued demand for a Ward Development Fund comparable to the National Government Constituency Development Fund (NG-CDF) increases the conflict on separation of powers between the Executive and the Assembly. There also exists conflict of interest in budget preparation and approvals, delayed approval of legislation and policies and conflict on the oversight roles.

The first cycle of Devolution 2013-2017 was characterised by a negative political environment that affected the establishment of some of the key governance and institutional mechanisms necessary for Government structuring. Late approval of budgets² was witnessed and stand-offs between the County Executive and the County Assembly that delayed service delivery and almost led to the dissolution of the County through a petition to the President of the Republic of Kenya. The other challenge faced in establishing Constitutional democracy and opportunities for the people in the County was the limited capacity to formulate Policy by the Executive and the legislative agenda by the County Assembly.

Capacity building of the County Executive and the County Assembly on how to effectively play their roles while maintaining their independence is critical. All the Members of the County Assembly and the County Executive Committee Members should be inducted and trained together. Through this process, expectations will be levelled and a working modality developed to strengthen and protect the independence of each Arm of the Government. Secondly, the design and implementation of cross-sectoral programmes and initiatives will reduce the silo arrangements that fuel the demand for the Ward development fund to implement isolated small-scale projects and initiatives. This will in turn strengthen the role of the County Executive as implementers and the County Assembly's role of Legislation, Representation and Oversight.

2 The 2014-2015 budget was passed in March 2015 instead of June 30th 2014.

1.17 OBJECTIVE 3: EFFECTIVENESS AND EFFICIENCY OF THE JUDICIARY

Introduction

The Judiciary is the Arm of Government that coordinates the administration of justice through a system of Courts. The Judiciary also engages in interpretation of the Constitution and Laws made by the Parliament. The County Government has a limited role in the provision of Judicial services because they are not devolved functions. However, the Judicial system facilitates Kenyan Counties and the people in search for justice in various aspects related to Devolution, land and complaints systems. This implies that the County Governments interact with the Court in various matters. They are beneficiaries and collaborators of Kenya's judicial system.

Implementation Status

The County Government has supported the devolved Judicial mechanisms at the County level through provision of land for construction of Courts in Wote, Makindu and Mbooni. For instance, by collaborating with the Police Service, the Government has ensured that cases of child abuse are prosecuted, determined and dispensed by the local courts. It also supports citizens particularly in cases of gender-based violence and abuse of minors and vulnerable groups.

In addition, the County Government actively participates in Court users' Committees in the various areas. The Judiciary is working to help the County to establish suitable enforcement processes. It has supported over 1,000 families to obtain letters of estate administration which enables them to access title deeds to land and hence unlock this key factor of production. The County Government has also started the process of operationalizing the County office of Ombudsman to enhance citizen's access to justice. The office will record all types of citizen complaints and forward them to the responsible agencies both at the County and National levels.

Findings

The County should forge collaborations and a structured working relationship with the Judiciary to expedite cases before the court and access to justice by the citizens. It should also work with the Judiciary to establish open air/mobile courts that facilitate citizens to access justice. The County should also develop collaboration with the civil society, the Judiciary and other agencies to train and capacity build paralegal practitioners. The County could also lobby for establishment of Small Claims Courts in all the Court stations in the County.

1.18 OBJECTIVE 4: PREVENTION AND REDUCTION OF INTER AND INTRA-COUNTY CONFLICTS

Introduction

The function of conflict management is a National function. This is because some of the conflicts may be happening across international borders or having a security dimension which Counties may not enforce. The National Government is oversighted by national level independent investigative bodies/ Commissions that are charged with the roles of unearthing the underlying causes of recurrent violence and suggest remedies. They include the National Cohesion and Integration Commission (NCIC), the Kenya National Commission for Human Rights (KNCHR), the Independent Electoral and Boundaries Commission (IEBC) among others. At the County (and even inter-County) level, the National Government and County Governments collaborate in seeking alternative dispute resolution mechanisms for an amicable resolution.

Implementation Status

The main conflicts with the neighbouring Counties are related to resources boundary matters. They also contend over shared resources or comprehending National Government processes that were carried out before the advent of Devolution. These include: the Konza boundary dispute between Machakos and Makueni Counties; the Mtito Andei and Tsavo East and West National Parks conflict between Makueni and Taita Taveta counties; the Thwake river conflict between Machakos/Makueni/Kitui on sand harvesting; the Thwake

Dam construction employment opportunities between Makueni and Kitui counties; the Thwake river solid waste pollution in Miu river conflict between Machakos/Makueni; the pollution of Athi-River with Nairobi/Machakos/Kajiado Counties; the Kajiado/Makueni counties conflict on Nolturesh water utilisation; the pasture and sand harvesting dispute with Kajiado County; the pasture dispute at KALRO, Kalembwa and Mikululo; the water conflict - the Mzima Springs – between Makueni and Taita Taveta Counties. The County Government, working with the National Government and in some instances with inter-County Committees (for example, for the Taita Taveta boundary issue), has been working to resolve these issues over the period. This is a continuing process.

On incidences of internal conflict, causes are mostly resource based (land, sand, water and pastures) and allocation of resources at the Sub-Ward level. A major conflict is the human-wildlife conflict in Tsavo, Chyulu and some parts of Mbooni and Makueni. Other examples include the Kilungu/Mukaa conflict over doing business in Nunguni; the land boundary between Kako/Waia and Kiteta/Kisau at Mbumbuni market and in some areas, the naming of the Ward and location of Ward offices had also caused conflict (for example, Kisau/Kiteta - Kiteta/Kisau) and the resolution of most of these conflicts is an ongoing process.

Findings and Recommendations

The prevention and resolution of inter and intra-County conflicts has been slowed by limited resources both financial and human such as persons with skills on arbitration and dispute resolution within the community; lack of clear boundaries by the National Government agencies with various documentation presenting differing boundaries (as was the case in Konza City³); and lack of political goodwill to address the boundary and resource conflict.

In resolving the conflicts, it is recommended that alternative dispute resolution mechanisms such as negotiation, mediation, arbitration, dialogue among the communities and leaders as well as court rulings be pursued. It is also

3 The 1992 Gazette Notice establishing Makueni District and the map held by the Ministry of Lands and Physical Planning have different denotations of the boundary.

important that land surveying and demarcations need to be authoritatively finalised. Existing Legislations such as the Makueni County Sand Utilisation and Conservation Act, 2015 should be enforced. Reporting cases to the relevant authorities and fencing off the resource areas (if individually owned) will minimise conflicts. Advocating for intermarriages, structured involvement of religious leaders, formation of Inter County Boundary Conflict Resolution Committees and offering civic education to create awareness among community members on various issues causing the conflict is useful in mitigating them.

1.19 OBJECTIVE 5: PROMOTE AND PROTECT POLITICAL, CIVIL, ECONOMIC, SOCIAL AND CULTURAL RIGHTS

Introduction

The Constitution of Kenya (2010) has a progressive Bill of Rights. The purpose of protecting human rights and fundamental freedoms is to preserve the dignity of individuals and communities and to promote social justice and the realisation of the potential of all human beings. The State and State organs must observe, respect, protect, promote and fulfil the rights and fundamental freedoms in the Bill of Rights. Article 19 of the Constitution provides that 'the Bill of Rights is an integral part of Kenya's democratic State and is the framework for social, economic and cultural policies. Furthermore, service delivery under the Constitution is dictated by a broad socio-economic demographics that includes various thematic areas of education, water and sanitation, food, health, housing, labour, information and communication technology, non-discrimination and welfare. The Law further clarifies special attention to the marginalised and vulnerable groups. The right to development is defined as an inalienable human right and all people should participate in, contribute to, and enjoy economic, social, cultural and political development in which all human rights and fundamental freedoms can be realised. The Right to Development encompasses all other rights. It is classified as a group right and includes both a Right to Substantive Improvement in Living Conditions as well as the Right by Groups to Participate in Developmental Processes.

Implementation Status

The primary purpose of the County's public participation model has been the promotion and protection of human rights. People participation in the determination of projects of all Departments of Government means that they are able to direct their development to community needs and the realisation of rights. The model ensures that County budgets reflect the development needs of all categories of the people in the County. Further, the County Government has undertaken civic education on the area of human rights among the youth, women, men, PWDs and marginalised communities of the County. This awareness creation has empowered the citizens to participate in meaningful ways and to take responsibility over their development.

Policy

The Government has formulated the Makueni County Culture and Heritage Act, 2016 that promotes and protects culture and cultural heritage in the County. The Makueni County Arts, Culture and Heritage Policy, 2020 aims to guide the development of a dynamic, vibrant and transformed arts, culture and heritage sector in the County. This is through the strengthening of community participation and stakeholder engagement, promotion of creativity, innovation and authenticity in the cultural and creative industries and efficient stewardship, preservation and protection of the County's cultural and natural heritage for posterity.

Programmes

The County Government enacted the County Social Economic Rights Bill and the Makueni County Arts, Culture and Heritage Policy, 2020 to further provide for the enjoyment of human rights.

- a) The Government, in collaboration with the National Museums of Kenya (NMK) mapped out 55 County heritage sites and monuments (including places of natural beauty and panoramic landscapes of international geological significance. The exercise highlighted heritage sites in need of restoration and rehabilitation and revealed hitherto undocumented

heritage sites and places of natural beauty and panoramic landscapes. These include the Ilovoto Waterfall and the beautiful confluence of the Muooni and Kikuu Rivers among others. This partnership with the NMK has paved the way for further scientific documentation of the mapped heritage sites and monuments for gazetting.

- b) Twenty-five cultural and creative industries practitioners and County officers were trained in documentation of intangible and tangible cultural heritage in collaboration with the National Museums of Kenya-Natural Products Industry (NPI) Initiative in 2020.
- c) Three heroes and heroines (General Munoa Mana (Ndutu wa Kilungu), John Samuel Mbiti and Syokimau) were honoured by erecting their sculptures at the Wote Green Public Park. This contributes to the provision of public art in public recreation facilities and also serves the entertainment purpose.
- d) The Makueni Choir has promoted the rich Akamba culture through the Kenya Music and Cultural Festival (KMCF) organized by the State Department of Culture since 2018. The choir has been recognized as a trailblazer in own composition and its unique rendition of set pieces.
- e) With regard to the vulnerable groups, the County Government has implemented several programmes geared towards the reduction of vulnerability and dependency. Both national and County Government injected Kshs. 4.2 billion to fund social protection and other empowerment programmes that facilitate entrepreneurship among women, youth and people with disability.
- f) The Government conducted civic education to impart knowledge on their freedoms and rights as given by the Constitution including land rights, health and education.
- g) It promoted access to information by training and equipping citizens with various Information Communication Technology (ICT) skills for self-employment and empowerment thus improving the penetration and uptake of ICT among the populace. These programs include 'Tusomeei computer Nduani', the Ene FM, the County website (www.makueni).

go.ke) which has a projects dashboard. Safaricom has installed high power masts across the County that have improved internet connectivity. At the Wote Green Park, the Government built an ICT Innovation Hub that provides free public Wi-Fi and various computer literacy programmes and competitions for the youth that have been launched to interest them into taking advantage of ICT.

Findings

Promotion and protection of political, civil, social and economic rights is not without hurdles including hate speech against Government officers and disinformation on Government projects. This negates the object and the spirit of the civil, political and the social rights guaranteed by the Constitution. Secondly, the implementation of the social and economic rights as envisaged in the Constitution of Kenya (2010) in their entirety requires enormous resources and thus the implementation can only be rolled out progressively.

It is recommended that further integration of Rights Based Approach (RBA) into the County development be done. This includes taking a rights-based approach to development through designing and managing development programmes guided by legal standards in line with international human rights treaties, conventions and values. It is also important to intensify civic education and public participation programmes to enlighten the citizens on their rights as well as responsibilities with respect to political, civil, social and economic rights.

The various established social halls, cultural centres and cultural events supported to popularize the Akamba culture especially to the young generation should be deepened and integrated in the delivery of development.

1.20 OBJECTIVE 6: ENHANCED ACCOUNTABLE, EFFICIENT AND EFFECTIVE PUBLIC SERVICE DELIVERY

Introduction

The County Governments Act, 2012 Part VII (Section 55 – 86) provides for the establishment of the County Public Service. The Act mandates the County Government and Government Agencies to deliver services within

their designated areas of jurisdiction while observing the principles of equity, efficiency, accessibility, non-discrimination, transparency, accountability, sharing of data and information and subsidiarity. The Government is also required to carry out regular review of the delivery of services with a view to improving them. On shared services, a County Government may enter into an agreement with the National Government, another County or an agency of the National Government, to provide or receive any service that each County participating in the agreement is empowered to provide or receive within its own jurisdiction, including services incidental to the primary purpose of any of the participating entities.

The County Public Service adheres to the provisions of the County Governments Act, 2012 and is expected to observe good governance practices. The quality of services delivered to citizens depends on the public service. It is the responsibility of the County Public Service Board and the County Secretary (who is the head of public service at the County Executive) to ensure enhancement of the services' accountability, efficiency and effectiveness. This includes ensuring the operationalization and adherence to Public Sector values, ethics, core and managerial competencies and mainstreaming public management accountability framework across all levels of public service. It also requires ensuring a cohesive governance and leadership for transforming public service and strengthening performance and organisational management systems and practices. These systems include human resource, procurement and management information systems. The cross-cutting issues such as HIV/AIDS, gender and environment management are expected to be integrated. The County Secretary should also enforce compliance to the Public Officer Ethics Act.

Implementation Status

Performance management systems: The County Governments Act 2012 and the Public Finance Management Act, 2012 prescribe performance management to County Governments. Since 2015/16, the Government of Makueni County has successfully institutionalised performance management resulting in improvement in service delivery and employee development. This is by coming up with plans whose objectives are measurable and time bound.

The Government is further institutionalising performance management through capacity development and the enactment of the Makueni Performance Management Policy and the attendant guidelines. The County Government staff set targets from the departmental work plans, negotiate with their supervisors and commit to implement them by signing Performance Contracts (PCs) for the senior staff and Staff Performance Appraisals (SPAs) for middle and lower cadre staff. Through performance management, it is easy to obtain results, establish a shared understanding on what is to be achieved and how to achieve it, improve performance on the present job, strengthen manager-employee relationship, encourage employee performance feedback, increase motivation and develop appropriate reward Policy.

Customer Service Charter: The Government has adopted customer service charters that guide the expectations of the citizens in each service provided by the County. The use of service charters has provided benchmarks for performance, increased organisational competitiveness due to improved quality, improved service provision, enabled innovation and creativity, helped in compliance with regulations, attracted new customers, reduced the likelihood of mistakes and managed employee and customer expectations.

International Organisation for Standardization (ISO) 9001:2015: ISO certification was aimed at addressing various management concerns such as desire for quality management, environment management, effectiveness, increase of revenues, sustainability, ensure safety, reliability and quality of products and services, and minimize costs that may arise from quality errors, international recognition and customer satisfaction. At the time of this assessment, the Government had subscribed to 85 key procedures and an internal audit had been conducted awaiting the external and final audit.

Knowledge Management: There is deliberate effort to ensure optimal value creation from County knowledge assets. So far, the County has collaborated with the Council of Governors (CoG) in phased documentation of good practices, innovations and knowledge assets, which have been disseminated through the *Maarifa* Centre website. Additionally, there are County knowledge management champions appointed to champion knowledge management in the County. The County has partnered with Kenya Institute of Public Policy

Research and Analysis (KIPPRA) and various County Policy documents have been disseminated through the KIPPRA repository.

Service Delivery Unit (SDU): The Government has established a Service Delivery Unit that fast tracks the implementation of Government policies and programmes. This unit operates under the office of the Governor and monitors/advises on the Departmental policies, programmes and projects.

Rapid Result Initiatives (RRI): The County Government has initiated various rapid results initiatives in a bid to facilitate the management of various projects. Firstly, the County Government instituted a County Rapid Results Initiative Team (CRRIT) with the Mandate of reviewing the status of all ongoing and proposed projects and coming up with mechanisms to fast track the implementation of the projects. Through this team, various recommendations were made and adopted by the County Government such as avoiding the silo mentality in Departments as well as improving communication from headquarter and Sub-County levels. The second was the RRI on delayed and stalled projects that was implemented in a bid to facilitate the implementation of all stalled and problematic projects up to the 2018/19 financial year. The Strategy created a platform for the collaboration of County officers to work together in the delivery of stalled, problematic and ongoing projects through tapping into their full potential of skills, energy and creativity. Lastly, there was an RRI on revenue collection in 2021/2022 to maximize revenue collection.

Community Inclusion: The County administration has spearheaded the co-ordination of service delivery in the County. Officers have continuously involved the populace in service delivery in several ways such as public participation in various County Government activities and decision-making process. This has improved the levels of ownership on Government decisions and enhanced sustainability on County Government funded projects and programmes. The key areas of service delivery appreciated by citizens include access roads, water points, health facilities and Early Childhood Development Education (ECDE) centres.

Findings

In service delivery, the perception of the 'Big Man Syndrome' - where people are offered services (especially in emergencies) depending on who they are/ know - is still prevalent. Also the mechanisms for lodging complaints on service delivery are multiple and include verbal or written reports to the relevant departments; petitioning the office of the MCA or administrator; use of the suggestion boxes; discussions during public participation; reporting through development Committees; reporting through the County Resource Volunteers (CRVs) or Nyumba Kumi members; holding demonstrations; reporting to the police; calling through the Governor's hotline/personal number or using both the mainstream media and social media.

There are staff issues relating to contracting, promotion, confirmation, remuneration, proper placement, succession management that need to continuously be worked on. The operationalisation of the Village Councils, which are the last mile administrative unit responsible for key functions have not been operationalized. This means that the Village Administrator does not have a Council of Elders and therefore runs the unit alone. Some Ward units are also very expansive for the effective management and supervision by two administrators.

There is need for the County to operationalize a grievance redress mechanism and institutionalise the process of addressing complaints and grievances. The County needs to develop a County development communication strategy to develop and deliver development messages. Critical is the decentralisation of services to the lowest possible level including innovations such as public service open days and online service delivery portals. A key recommendation is for the County to pursue the appropriate privatisation of value chain addition facilities for optimal utilisation and production.

1.21 OBJECTIVE 7: PROMOTION AND PROTECTION OF THE RIGHTS OF CHILDREN, WOMEN AND VULNERABLE GROUPS

Introduction

The Constitution of Kenya (2010) recognises and protects the Rights of Women, Children and Vulnerable groups. Women are entitled to own and inherit land, own matrimonial property and secure it during and at the dissolution of a marriage. Further, the Constitution addresses the role played by culture in subjecting women to discriminatory practices. Under Article 2 (4) of the Constitution, the customary Law practices that negate it have been invalidated to ensure protection of vulnerable groups. The protection of youth and children from violations such as forced labour, slavery and servitude has been addressed in detail under the Counter Trafficking in Persons Act, 2012. The Employment Act, 2007 prohibits the employment of children less than 18 years old. The Basic Education Act, 2013 makes education compulsory up to secondary school level. Several other Laws, Policies and action plans have been established to protect the Rights of Children, including vulnerable children. The Constitution also introduced several new and comprehensive provisions that protect the rights of vulnerable groups including people with disability, older persons and minorities, indigenous as well as the marginalised. County Governments are expected to lead in the actualization of these key rights and Constitutional provisions.

Implementation Status

Policy

The County Government has enacted the following policies to protect children, women and vulnerable groups:

- a. Makueni County Social Assistance Act, 2017** provides for the establishment of a comprehensive framework for the provision of social protection and inclusion to all persons in Makueni County. Article 43 of the Constitution guarantees all Kenyans economic, social and cultural rights. It asserts the right of every person to social security and binds the state to provide appropriate social security to persons who are unable to

support themselves and their dependents.

- b. The Makueni County Social Protection Policy, 2021** provides a framework to guide the design, implementation and oversight of social protection programmes in the County. These programmes play a vital role in the battle against poverty and inequality. In addition, the sector prepared the Makueni County Children Policy, 2021 to ensure that adequate measures and strategies are in place to enhance protection and development of children.
- c. The Makueni County Gender Policy, 2021** provides a framework for streamlining equal and equitable involvement of men and women in the County to promote inclusive socio-economic development. Further, it advocates for strategies aimed at ensuring greater participation of women and equal access to development resources and distribution of benefits. It comes at a time when there is heightened optimism for gender parity in delivering the County's development agenda. Further, the Makueni County Sexual Gender-Based Violence Policy, 2021 provides a framework that ensures effective prevention and response to SGBV cases within the County.
- d. The Makueni County Persons with Disability Act, 2017** provides for support to Persons With Disability (PWDs). The Act provides for the rights and rehabilitation of persons with disabilities to achieve equalization of opportunities. Additionally, the Makueni County Youth, Men, Women, Persons with Disabilities and Table Banking Groups Empowerment Fund Regulations, 2017 provide an elaborate mechanism of support to these groups. Other Policies within the sector include the Makueni County Volunteerism Policy and Makueni Internship and Attachment Policy that provide a framework of engaging interns, attachés and volunteers within the County Government.

Programs and Projects

Children/OVC Support: Children represented 43 percent of the total County population in 2019, a drop from 51 percent in 2009. This shows an eight percent decrease that can be attributed to various reasons such as

family planning uptake among others. The County Government has facilitated reduction of inequality through empowerment of the poor and vulnerable to participate in economic activities. According to the 2009 national census, orphaned children under the age of 15 were 4,800. This number has since increased to 65,000 according to the Children Services Report. This is attributed to high HIV related issues and broken family and community ties. In Makueni, children between 5-17 years, experience four deprivations namely housing condition (66.3 percent against the national average of 67.1 percent), nutrition (59.2 percent against the national average of 51.5 percent), child protection (54.8 percent against the national average of 25.2 percent) and water condition (54.4 percent against the national average of 32.6 percent).

The County Government has promoted child rights in its work. It has sensitized communities on child protection and supported schools and Government institutions that come into contact with children to observe the international standards on child protection since Kenya ratified the United Nations Convention on the Rights of Children (UNCRC) in 1989. For instance, the Government has rolled out Children Rights Improvement Programme (CRSIP) in the delivery of Early Childhood Development Education (ECDE) by improving learning through equipping ECDEs with play and water systems and has employed 945 ECDE teachers. This has not only increased enrolment, retention and transition but also made education of this sub-sector recognised, liked and made learning enjoyable. Further, the County Government constructed and operationalized 23 new County Technical Training Institutes (CTTIs) in addition to the 28 that were in place before devolution. This has led to increased enrolment from 2,929 in 2013 to 4,514 today. The County Government rolled out and is managing a scholarship programme which has benefitted many needy children across the County giving them a chance to advance their education from primary to secondary and to university/college level.

Where children's rights are violated, there are mechanisms for ensuring redress. On some occasions, the public arrest perpetrators of child abuse and the evidence is usually preserved for prosecution. The Government

has provided toll-free numbers and sensitized citizens on reporting cases of violation of children's rights, and in cases of Gender-Based Violence (GBV), 540 champions have been trained to assist in handling such issues. In addition, there are community-led protection and advocacy Committees.

The County has established a Child Development and Protection Centre at Emali/Mulala Ward in partnership with Mully Children's Family in a bid to rescue and rehabilitate street children before reintegrating them into the society. To date the Centre has rehabilitated 30 street children and 40 teen mothers. The County has established 6 community child protection Committees and 30 support groups for teen mothers. It also collaborates with the Judiciary and court users' Committees to accelerate justice for children. The County Government has also enhanced food security in children's homes through establishment of basic agricultural infrastructural development. For instance, in Kako Special School, a poultry house was constructed in a bid to better nutrition. Additionally, the Orphans and Vulnerable Children (OVCs) homes have been supported with food and non-food items reaching over 2,000 OVCs annually. In addition to this, a total of 18 OVCs homes, 3 in each Sub-County, were supplied with water tanks.

Protection of the elderly members of the community: According to KNBS Deprivation Analysis, 2020, the elderly in Makueni County suffer most in housing and nutrition at 62.2 percent and 62.1 percent respectively. Other areas of deprivation are education 56.6 percent, water 53 percent, information 21.8 percent and sanitation at 12 percent. As at 2020, the elderly population represented 7 percent of the total population - up from 5 percent in 2009 - indicating an increase in life expectancy. The County Government supports the elderly with a feeding programme, comprehensive National Hospital Insurance Fund (NHIF) health cover for 210 elderly persons as well as free health care access for all persons over the age of 65 years. Mau Mau veterans and the elderly persons in the County are supported with food and non-food items (such as blankets for individuals and tents for groups) to improve their nutrition and social welfare.

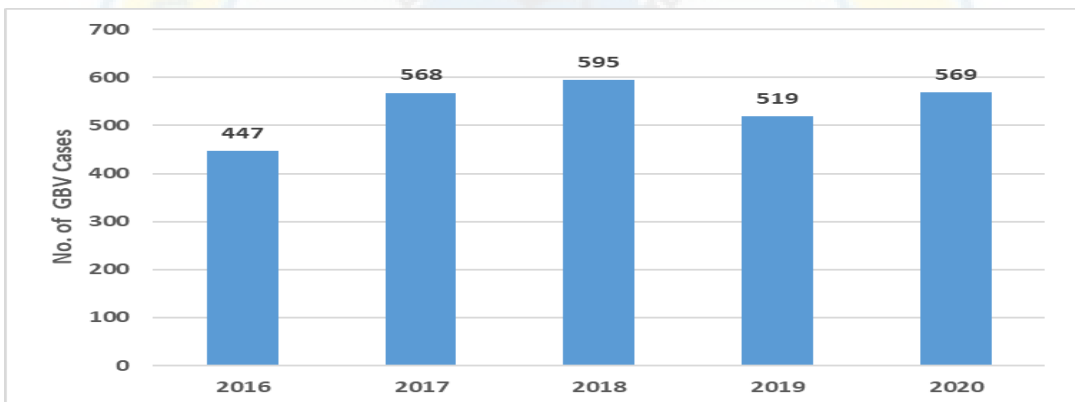
PWD Empowerment: The support to persons living with disability is enshrined in the Makueni County Persons with Disability Act, 2017. This Act provides for the rights and rehabilitation of Persons with Disabilities to achieve equalisation of opportunities for all. About 5.6 percent of all persons in the County live with disabilities, those with mobility challenges being the majority at 30 percent, visual 24 percent, cognition 17 percent, self-care 10 percent and communication 8 percent. The main causes of disability include accidents, health related issues, human error and ignorance, genetic and cultural practices. This severely limits their opportunity to develop skills for effective participation in development activities. The County Government in partnership with development partners has supported people with disability through different initiatives such as providing them with assorted assistive devices and seed capital to engage in income generating activities.

A PWD Training Centre was established and equipped at Wote and has enrolled 52 students undertaking different courses. The centre provides an opportunity for the persons with disability to access training and skill development in a facility that is specialized to cater for their needs. Courses offered include beauty and therapy, leather works and tailoring among others. This has created an avenue for empowering the PWDs and has reduced the barriers that hinder them from participating in economic activities. Through partnership with development partners such as the Kenya Special Olympics, the County has mainstreamed PWDs in sports talent development. The PWDs in the County can now participate in sports activities such as the Paralympics therefore enhancing their inclusion in the society. Further, 8,000 PWDs have been assisted to register and get the National Council for Persons with Disability (NCPWD) card.

Mitigation of Sexual and Gender Based Violence (SGBV): Incidences of reported gender-based violence, both physical and sexual, has been increasing in the County. In 2016, 447 cases were reported, 568 cases in 2017 and 595 cases in 2018. However, there was a 13 percent decrease in 2019 where 519 cases were reported and 9 percent increase in 2020 where 569 cases were reported. This can be attributed to the effort put in place by the Government and other stakeholders in the fight against gender-based

violence through awareness creation and low reporting levels. In the fight against gender-based violence, and in an effort to mainstream gender in development, the County Government has established the Makueni County Gender Policy, 2021 which provides a framework for streamlining equal and equitable involvement of men and women in the County to promote inclusive socio-economic development. Further, it advocates for strategies aimed at ensuring greater participation of women and equal access to development resources and distribution of benefits. The Makueni County Sexual Gender Based Violence Policy, 2021 provides a framework that ensures effective prevention and response to SGBV cases within the County.

Figure 5: Reported Gender Based Violence Cases 2016-2020



Source: Makueni County Statistical Abstract, 2021.

The County established a Gender Based Violence Recovery Centre (GBVRC) at the Makueni County Referral Hospital in collaboration with the Nairobi Women's Hospital to address the prevalence of gender-based violence in the County. The main forms of violence are physical, sexual and emotional. In 2019, the Centre reported 2,286 cases of gender-based violence, which was higher than the cases reported by the National Police Service. In addition, the County established a safe shelter to offer temporary residence to survivors who are evicted from their homes due to GBV related cases. Sensitization of community on GBV and engagement of 600 community anti-GBV champions has helped in the detection, prevention and response to GBV issues. In addition, the County has a hotline for reporting all the GBV cases.

Heritage development, preservation, promotion and protection:

The Government signed a Memorandum of Understanding (MoU) with the National Museums of Kenya (NMK) on development, preservation, promotion and protection of the rich cultural and natural heritage in the County. Community museum, cultural and religious practitioners and other cultural and creative industries stakeholders benefitted from the technical expertise of the NMK in identification, collection, accessioning, curating, protecting and preserving cultural and natural heritage in the County. Mapping of over 55 County heritage sites and monuments including places of natural beauty and panoramic landscapes of international geological significance was done to enhance the tourist and heritage circuit. The Government has also built 12 community social halls (at least one in each Sub-County), the Mukamba Cultural Centre in Kibwezi and the AIC Kalamba religious site.

Arts, Music and Culture Development, Promotion and Preservation:

The County supports the creative industry in music, arts and culture. To promote the vibrant cultural and creative sector in the County, the Government built and commissioned a radio station (Ene FM). The establishment of the state-of-the-art Makueni Recording Studio has so far attracted over 400 young artists. There is enhanced support to local artists where after they record their music, they are further supported to register their artistic works in the National Rights Registry (NRR) managed by the Kenya Copyright Board (KECOBO). The studio has produced numerous single recordings for individual artists, full album recordings for individuals, choirs and bands and voice-over recordings for filmmakers.

The County has promoted cultural heritage through the annual cultural festivals. Curation of various arts, music and cultural festivals such as Makueni Arts, Music, Cultural and Talent Festival 2017, End of Year Prayer and Thanksgiving Festival "*Sifa Blast*", Kenya Music and Cultural Festival (KMCF) and the Akamba Food Festival 2020 have greatly promoted talent development, conservation and preservation of art, music and culture of the Makueni people. During the 17th edition of Cinemadamare, 13 young filmmakers were supported to produce and exhibit short films exposing them to national and international filmmakers to gain skills in the film industry.

Findings

There has been progress albeit slow in enhancing gender equality in the County. Enrolment of girls in ECDE centres since 2017 has seen an improvement from previous years where more boys than girls were enrolled. The County has promoted women's participation in economic activities under self-help groups and through project management Committees.

The County adopted an integrated approach by ensuring that social protection programmes are engendered in the mainstream County programming to enhance sustainability of interventions. These programmes include: livelihood support through agricultural production, infrastructural development, market infrastructure and financial intermediation. The existence of a robust participatory development process has ensured the voice of the marginalized and the voiceless is considered in decision-making and implementation of programmes.

Social protection is not fully devolved to the County Government and this brings conflict in the roles played by the many actors - including National Government Departments, NG-CDF and Non-Governmental Organisations; that are implementing social protection programmes without a clear framework of coordination. This has led to duplication of efforts. The sustainability of innovative projects is affected by the different frameworks that apply different standards in community empowerment. There exists no evidence of any established Inter-Governmental framework for consultation on the duplication.

Secondly, though there has been a lot of effort to mainstream PWDs, their effective participation in social life will be enhanced by an increase in provision of capital to start businesses; creating a more conducive environment for business; increasing their registration in groups or Savings and Credit Cooperative (SACCO) societies for greater access to credit; increasing assessment centres of PWDs; and community education to avoid stigmatisation.

Despite the Government having transformed the community to a richer state, there exists some households that have low levels of income and thus a

number of challenges face the children from them. There are cases of school dropouts and needy children occasioned by absentee parents, HIV/AIDS, poor health care, exposure to modern technology, negative cultural practices such as early marriages, child labour and stressful educational system aggravate child vulnerability in the County. Hospital records show higher number of child abuse and defilement cases reported and treated but the same cases do not reflect on the police record for apprehension of abusers.

There is need to empower the GBV champions through capacity building/training. Secondly, it is important to provide incentives to vulnerable groups. The Government should give subsidies to PWDs to enable them to start income-generating activities. This will help in reducing the dependency ratio. There is also a need for more rehabilitation centres across the County to ensure any reported cases on child defilement and GBV are well attended to. The Government should do more to ensure proper, efficient and effective access to justice. Drug and substance abuse should be stemmed as it has negatively affected the rights of women, children and the vulnerable persons in the County. Some of the caretakers tend to neglect the vulnerable due to drug abuse while most of the GBV cases arise from drug and substance abuse by either gender.

CHAPTER FOUR: ECONOMIC GOVERNANCE AND MANAGEMENT

1.22 Introduction

County Governments are expected to implement Governance and management measures that enhance economic governance and management in their operations. This Chapter is structured along six thematic objective areas to highlight the progress made by the Government over the last ten years in promoting effective economic governance and management.

1.23 OBJECTIVE 1: PROMOTING MACROECONOMIC POLICIES THAT SUPPORT SUSTAINABLE DEVELOPMENT

Introduction

A stable macroeconomic environment provides a promising foundation for socio-economic transformation. The country's planning and budgeting process is harmonized, creating an interlinkage of indicators where the County economic related indicators are derived. To understand the level of contribution of the County Government under this objective since 2013, a comparative analysis of the National level outlook has been used to provide a better understanding of the County's specific efforts.

Implementation Status

a. Legal Framework

The Government has developed necessary policies and legislation to spur economic growth. This is part of an elaborate economic reform agenda to stimulate the growth of the County economy. Key Policies developed over the period under review include: the Makueni County Agriculture and Livestock Policy, 2020; Makueni County Cooperative Development Policy, 2021; Makueni County Trade and Investment Policy, 2021; and the Makueni County Revenue Administration Policy, 2021.

The Government has ensured adherence to the provisions of the Public Finance Management Act, 2012 in matters relating to policies under the budget process. This includes the preparation of the County Integrated Development Plans (CIDP) (2013-2017, 2018-2022), County Annual Development Plans

(CADP), Annual Budget Circulars, Annual Appropriation Acts, County Budget Review and Outlook Papers (CBROP), County Fiscal Strategy Papers (CPSP), County Debt Management Strategy Papers (CDMP), and the Annual Finance Acts.

To strengthen revenue mobilisation, the Government collaborated in the development and operationalization of the National Policy on Enhancement of the County Own Source Revenues (OSR) and institutionalized the Policy; developed the County Revenue Administration Act, 2017; Cooperative Act, 2017; Makueni Fruit Development and Marketing Act, 2017; Makueni County Sand Conservation and Utilisation Act, 2015; and the Makueni County Investment Authority Act, 2021. It has also participated in the operationalization of the County Borrowing Framework and the development of the Country's National Debt Management Policy which allows the Government to access international credit facilities for funding budget deficits (gaps) in development but also enable management and control of national debt.

The implication of these Policies and Legislation is that there has been progressive increase in revenue mobilization over the period under review; effective expenditure prioritization and reduced budget deficits.

b. Institutional Arrangements

The Government established and operationalized the County Treasury which has progressively implemented the eighteen general functions including the seven core powers bestowed upon it by the Public Finance Management Act, 2012. The County Treasury is made up of the County Executive Committee Member (CECM) for Finance and Socio-Economic Planning; the Chief Officers in charge of Planning, Budget and Revenue and Financial Services; and six directorates namely: Socio Economic Planning, Budget and Expenditure, Revenue Administration, Supply Chain Management, Financial Accounting and Audit, all responsible for both financial and fiscal matters.

The Government has progressively engaged in both inter-and intra-Governmental consultations resulting in a number of resolutions that have entrenched effective economic governance and management. One of such intergovernmental resolution is the entrenchment of Regional Economic

Blocs for which the Government is now a member of the South Eastern Kenya Economic Bloc (SEKEB) which intends to spur economic growth in the region. The Government has engaged other key intergovernmental institutions in an effort to enhance economic governance and management. These institutions include: the National and County Governments Coordinating Summit (NCGCS); the Council of Governors; and the Intergovernmental Budget and Economic Council (IBEC).

c. Programs and Projects

The Government has developed various indicators that provide a basis for own progress tracking through an aligned and harmonized process as required by the Constitution and attendant Legislations namely the County Governments Act, 2012 and the Public Finance Management Act, 2012.

County Fiscal Performance: The County Government has no direct responsibility over key macro-economic indicators such as inflation, macro-economic data management and the national monetary Policy. It has, however, made significant effort towards implementation of sound fiscal Policy to enhance revenue mobilization, expenditure prioritization, fiscal deficit reduction, poverty reduction, food security, reduction of unemployment and enhancement of infrastructure.

The Country's economic outlook over the review period was noted to have grown by an average of five (5) percent between 2010 and 2019⁴. The growth had been projected at 5.6 percent in 2021 and six (6) percent in 2022⁵. Makueni County economy contribution to the national GDP is estimated at an average of 1.4 percent annually. The economy had been expected to grow at an annual rate of 8.6 percent from 2017 to 2021, which is higher than the national annual growth rate of 5 percent over the same period. The main economic activities in the County are agriculture (subsistence farming, dairy farming and limited coffee growing and beekeeping), small-scale trade, commercial businesses and ecotourism⁶. The agriculture Sector contributed 47.2 percent of the Gross County Product with the service sector accounting

4 Kenya revised and rebased its GDP in 2020 with 2016 as the base year.

5 World Economic Outlook, October 2021, IMF.

6 2021 County Statistical Abstract.

for 45 percent and other sectors constituting the remaining 7 percent.

Although a large proportion of the population undertakes subsistence farming with few practicing commercial farming, the Government has put in place programmes and strategies to commercialize the sector through investing in four main value chains (green gram, mango, dairy and poultry). The strategies and programmes are meant to provide interventions on the sector which has largely been characterized by low agricultural productivity associated with poor farming practices, low use of improved technologies, inadequate policies, poorly developed inputs and output markets and dependence on erratic and poorly distributed rainfall.

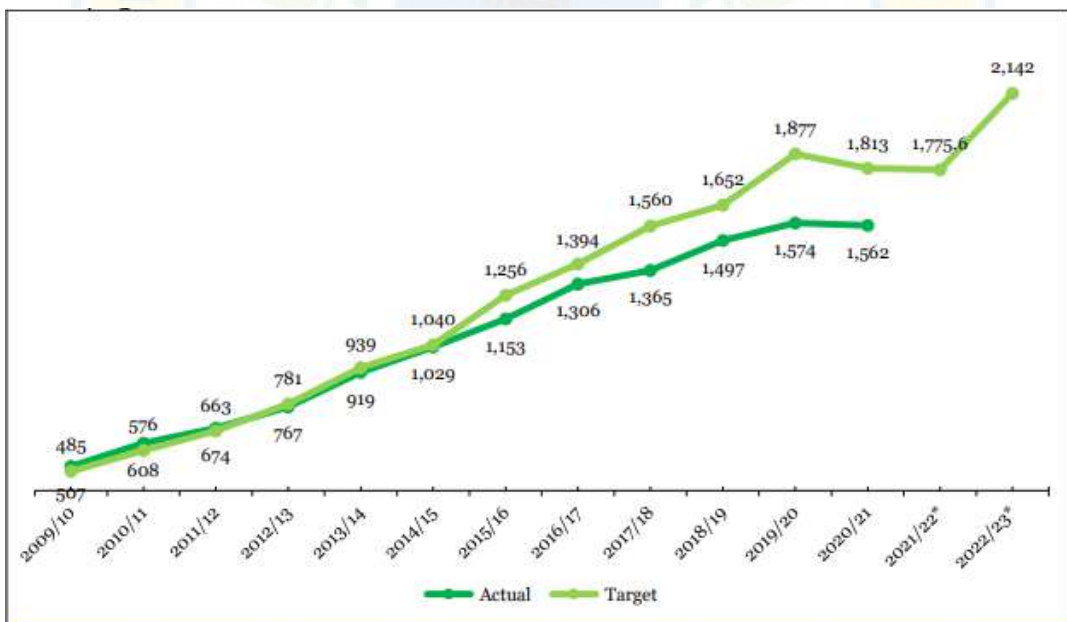
The County poverty level was reduced from 64 percent in 2013 to the current 34.8 percent, representing a sharp decline. Agriculture as the main driving economic sector contributes 78% of the total household income in the County. With the progressive growth of the County's economy, there has been significant reduction in the reported crimes at 35.9 percent from 1,630 in 2016 to 1,306 in 2020.

It has, however, been noted that with the onset of the COVID-19 pandemic, the National and County economic growth declined tremendously. As a consequence, reduction in employment rate was witnessed in the County. The regular work time declined by 36.3 percent. Equally, labour participation declined negatively affecting the County economy from hours lost in economic activities.⁷ The level of job creation as per the programmes and initiatives set by the Government is yet to be evaluated. However, the Government had targeted to create 50,000 jobs over the medium term.

Ordinary Revenue: The National ordinary revenue collection has increased over the years, but below target as projected by the National Treasury. Over time, revenue collection has consistently remained below target with the gap widening from the FY 2015/16. During the FY 2019/20 and 2020/21, actual ordinary revenue collection was Kshs. 303 billion (19.3 percent) and Kshs. 251 billion (16.1 percent) below the target respectively.

A comparative analysis with the Government demonstrates that unmet revenue target is not a unique case with either of the levels of Government. In the FY2013/14, the Government had an approved budget of Kshs.5.1 billion comprising Kshs.3.1 billion (61 percent) for recurrent expenditure and Kshs.2.0 billion (39 percent) for development expenditure. The annual revenue for the year was projected at Kshs.5.1 billion which comprised Kshs. 4.4 billion (84.9 percent) from the national equitable share, Kshs.354 million (6.9 percent) as conditional grant, Kshs.350 million (6.8 percent) from local revenue sources and Kshs.72.5 million (1.4 percent) as balance brought forward from the previous financial year. During the period, the Government raised Kshs.189.2 million from local sources which was 54.1 percent of the annual local revenue target.

Figure 6: Actual and Targeted Ordinary Revenue from the FY 2009/10 to 2022/23* in Kshs. Billion



Source: National Treasury *Projected.

The contribution of conditional grants to total revenue has been robust and increasing over the years. On average, the grants contributed 5.43 percent of the Government total revenue between FY 2013/14 and FY 2020/21. In nominal terms, conditional grants have been on an upWard trajectory,

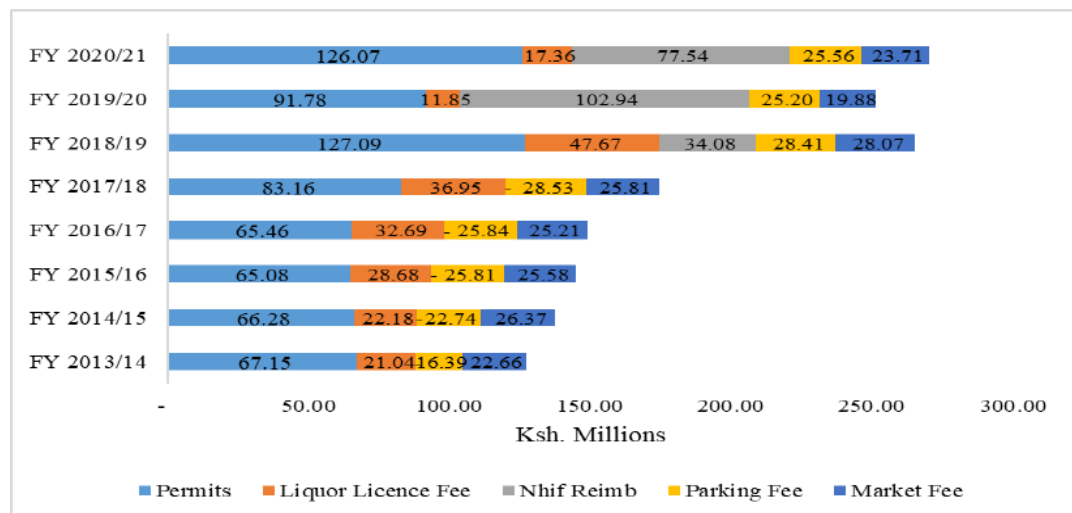
increasing from Kshs. 354.91m in FY 2013/14 to Kshs. 991.77m in the FY 2020/21. To sustain the increasing trend of conditional grants, the Government needs to continue fostering good relationship with development partners and adhere to the conditions of the grants.

Own Source Revenue (OSR): The existence of Policies and Legislation on OSR has ensured steady increase in local revenue generation. These policies and legislation have also necessitated a reasonable degree of predictability with respect to the level of tax rates enforced. Citizens are consulted whenever the Finance Bills and Acts are being developed for purposes of creating awareness on the Government tax instruments.

The largest contributors of the OSR for the last 10 years have been five revenue streams. They are the business permits; liquor license fee; NHIF reimbursement; parking fees and market fees as shown in figure 6. These five revenue streams have contributed cumulatively 57 percent of the total OSR generated by the Government over the last 10 years. The Government is currently collecting revenue from 44 sources as compared to 20 in 2013. While there has been an upward trend in the performance of revenue collection since FY 2013/14, the Government is yet to meet its revenue targets as shown in figure 7.

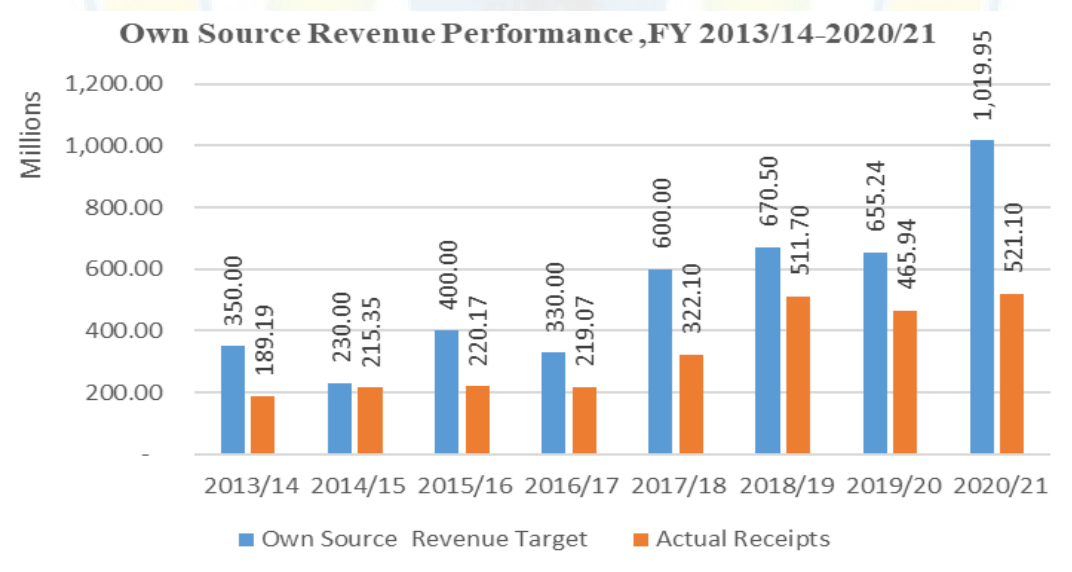
FY 2018/19 recorded one of the highest increases at 47 percent. However, in the FY 2019/20, the performance declined by 9 percent due to the COVID-19 pandemic that negatively affected the economy especially businesses. The FY 2020/21, OSR increased by 12 percent from Kshs. 465.0 million in 2019/20 to Kshs. 521.1 million. This improvement can be attributed to recruitment of new revenue officers, collective efforts to enforce uncollected revenue from the previous financial year, sensitization and operationalization of cashless modes of payment, waiver on liquor licenses as well as economic recovery from the negative effects of the COVID-19 pandemic.

Figure 7: Top Five Highest Contributing County Revenue Streams.



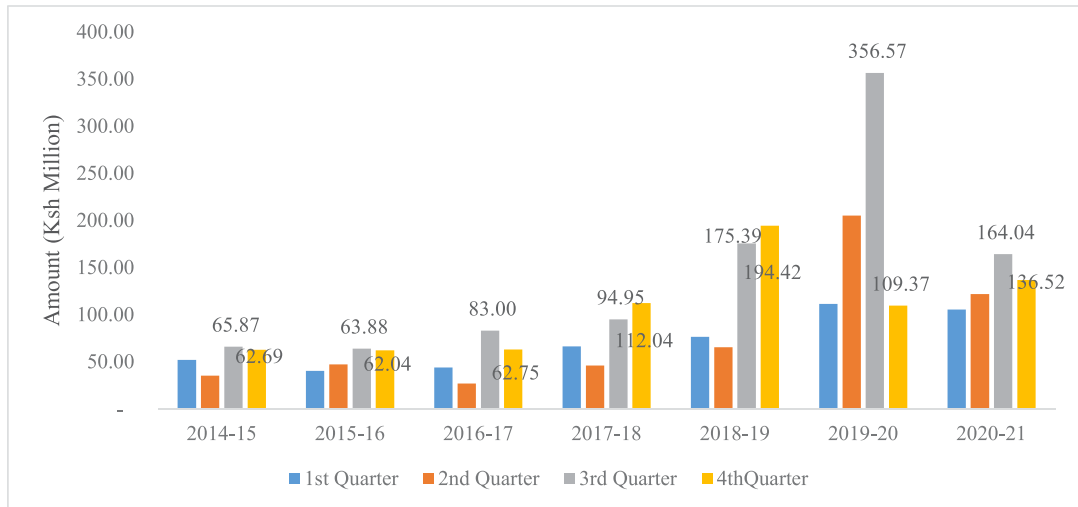
Source: Makueni County Treasury.

Figure 8: Own Source Revenue Targets and Actual Receipts, 2013/14-2020/21.



Source: Makueni County Treasury.

The analysis of the quarterly OSR collections show that the Government managed to collect most of its OSR during the third and fourth quarters since 2013 as shown in figure 8 below. This may be attributed to the collection of single business permit that is due every 31st March of the year.

Figure 9: Quarterly Own Source Revenue Collection.

There have been significant measures put in place by the Government courtesy of the Policies and Legislation mentioned earlier to help improve its revenues collection. These include:

a. Establishment of an Internal Revenue Administration

Directorate. The County Government adopted this administrative structure as it does not require enactment of any enabling Legislation and equally enables it to remain fully in control of the revenue function, and thus retain fiscal autonomy.

b. Automation of Revenue Collection. The Government has partially automated its own source revenue collection. Introduction of cashless mode of payment has helped in controlling pilferage and leakages in the revenue collection structures and significantly improved own source revenue.

c. Rapid Results Initiative (RRI) in Collection of Own Source Revenue.

In FY 2021/22, the Government instituted RRI to assist collection of own source revenue. This involved Constitution of multi-sectoral teams comprising the County Executive Committee Members (CECMs) and Chief Officers (COs) and revenue officers to intensify supervision and perform random checks on revenue collection in the County.

d. Recruitment of More Revenue Officers. In the FY 2020/21, the Government recruited 51 new revenue officers who replaced ageing revenue officers inherited from the defunct local authorities. The newly recruited officers have made a significant contribution towards enhancing the Government own source revenue.

e. Established Sand Authority to address utilization of sand as a key natural resource in the County. The authority is mandated to oversee management of sand resource. This ultimately is expected to expand the base of revenue through royalty collection.

The above-mentioned reforms have gone a long way in bridging both Policy, Legal and governance administrative gaps that have contributed to revenue leakages.

Expenditure Prioritization: The Government budgeting process is anchored within an- harmonized framework cascaded through a Medium-Term Expenditure Framework linking Policy, planning and budgeting. The County Integrated Development Plan identifies the broad County priorities over a five-year period which are implemented through the Annual Development Plans (ADPs). These plans are subsequently linked to the available resource envelope from a sector standpoint leading to the development of the programmatic budget estimates that are finally approved by the County Assembly through the annual budget for implementation.

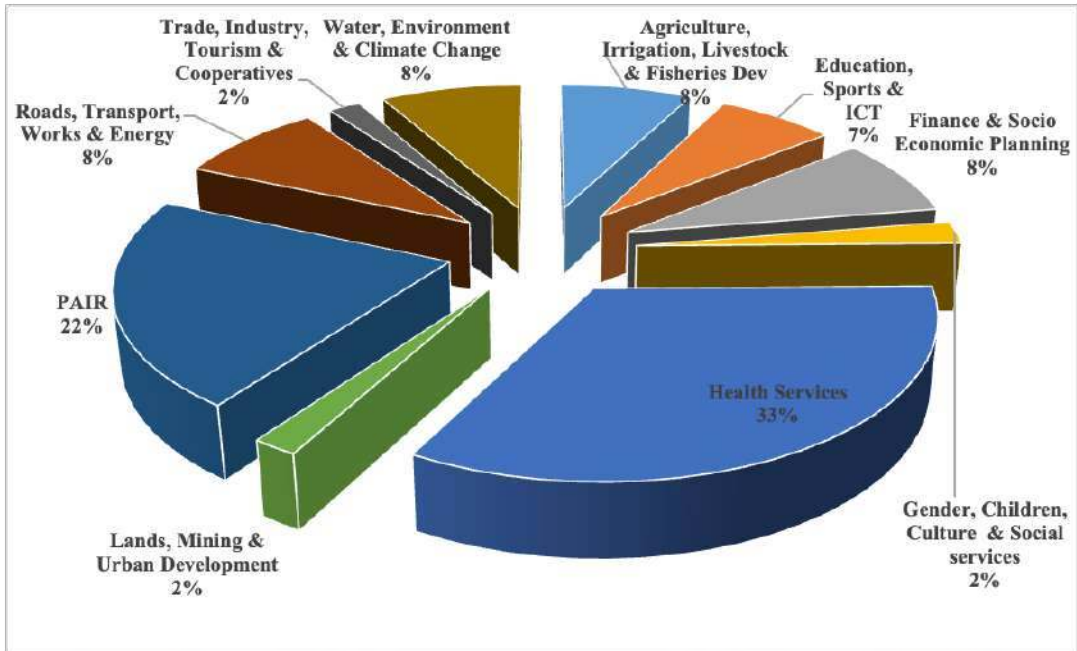
The Government has developed two CIDPs since 2013 which have been implemented progressively over the last ten years. The second generation CIDP (2018-2022) took cognisance of the shortcomings identified in the review of the first CIDP (2013-2017) that found that the CIDP did not expressly identify the Government strategic goals yet the Makueni County Vision 2025 had these strategic goals clearly outlined. The naming of sectors in the CIDP and ADPs had also been noted to be changing and there was wrong placement of departments, such as ICT which is a cross-cutting Department placed under the education sector.

The Government also introduced user charges in some of the projects that had been constructed such as bus parks and markets without attendant Policy and legal frameworks to institutionalize such charges. To mitigate these identified gaps, the Government has ensured that its strategic goals are captured in the current CIDP; its revenue collection has been partially automated to reduce on leakages; and anchorage of user fees and charges on existing County policies and legislations. Budget prioritization has equally been accomplished through citizen participation.

Since 2013, the Government has prioritized its expenditure needs against the available resource envelope. So far, Kshs. 57.487 billion has been disbursed out of the projected revenue of Kshs. 74.881 billion from FY 2013/14-2020/21. An allocation worth Kshs.364.9 million had been previously recovered by the National Treasury for salaries paid to staff performing devolved functions for the period July to December 2013. As the 10 years come to a close, the Government has ensured a harmonized budgeting process linked to the available resources. The planning documents including the annual CBROP and the CFSP are aligned to the budgeting calendar as provided for in the Public Finance Management Act, 2012. This has been instrumental in ensuring resource prioritization to the most critical sectors and programmes.

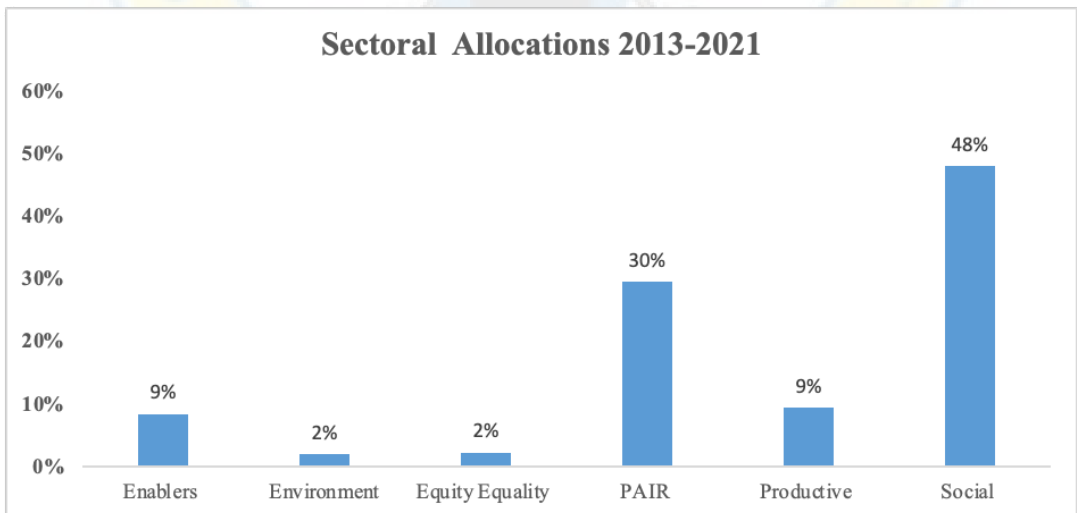
The Government has made significant investment in the social sectors through budgetary allocation. The sectors have cumulatively been allocated 48.0% of the total County budget since the rollout of Devolution translating to Kshs.38.1 billion as shown in figure 9 and 10.

Figure 10: Departmental Allocation 2013/14-2019/20



Source: Makueni County Treasury

Figure 11: Sectoral Allocations 2013-2021.



Source: Makueni County Treasury.

Reduction of Fiscal Deficit: As Constitutionally designed, the equitable share of revenue has been the main source of revenue to the Government accounting for 90 percent of the total revenue received. Cumulatively, the Government has generated Kshs. 2.66 billion against a target of Kshs. 4.26 billion as OSR. This translates to 63 percent of the total revenue target. By the end of the 2020/21 fiscal year, a total of Kshs. 59.6 billion had been spent towards the planned programmes and projects. The absorption rate has been at an average of 75 percent despite challenges related to low absorption rate occasioned by: late disbursement of funds from the National Exchequer account, contracted own source revenue and social shocks such as the COVID-19 pandemic and slow implementation of projects by contractors. These have so far been mitigated through enhanced departmental capacity building, decentralized planning and budgeting through the village level and citizen led development through the PMC structures.

Article 212 of the Constitution provides that a County Government may borrow only - (a) if the National Government guarantees the loan; and (b) with the approval of the County Assembly. This provision enables Counties to access infrastructure credit facility based on meeting specific requirements. There are also regulations anchored within the Public Finance Management Regulations, 2015 on borrowing for infrastructure projects. However, the County Government is yet to develop a roadmap to operationalize the regulations. It therefore has no debt obligation to any entity and has operated on zero budget deficit made possible through the development of supplementary budgets that have progressively been done to rationalize the budgets in case of revenue shortfalls.

The County Government has on an annual basis prepared its Debt Management Strategy Paper that identifies its debt obligation and intention to access the credit market. The CIDP 2018-2022 anticipated that it would be financed by equitable share to a tune of Kshs. 45.9 billion representing 56 percent of the total estimated cost of implementing the CIDP. The CIDP identified a revenue gap amounting to Kshs. 30.5 billion translating to a revenue shortfall of 37% which was to be financed through diverse revenue sources. These sources included public private partnerships to enable the public sector to harness

efficiencies and expertise that the sector presents to the delivery of certain facilities. The County was to establish a Public Private Partnership Framework to guide engagement with the private sector. The Government, however, is yet to develop this framework.

The Government equally identified loans as an option for financing of budget deficit. It is yet to venture into the debt market to access credit for infrastructure projects. However, this is under consideration as the County Government has received an impressive BBB rating for long-term loans and a much stronger A3 rating for short term loans, meaning it is stable enough to repay loans both locally and externally. The ratings reflect the Government's stable financial profile underpinned by the consistent transfers from the National Government, ongoing operational and institutional support from the National Government and the initiatives being implemented to enhance own source revenue.

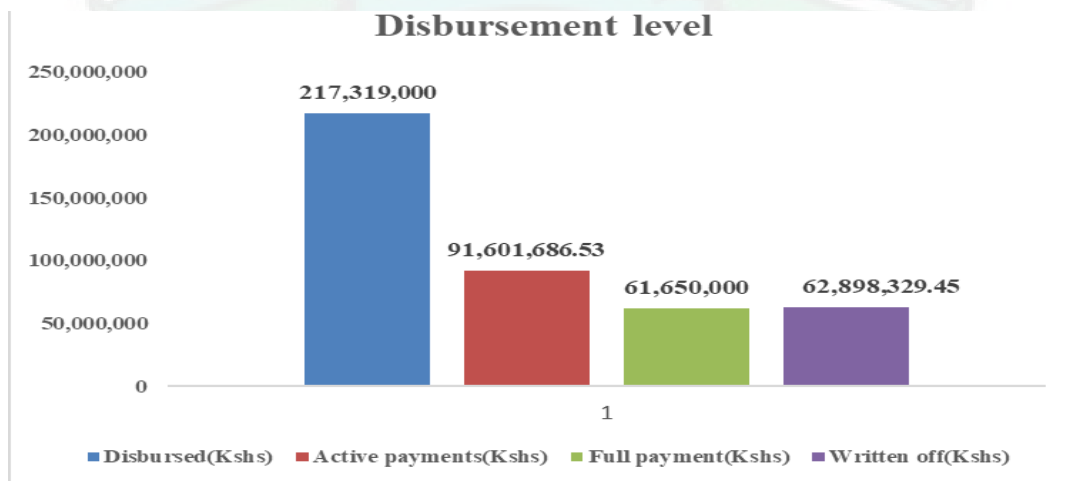
Credit to both Private and Public Sectors: The Public Finance Management Act, 2012 enables the Government to offer credit facilities to urban areas such as the established Municipalities for their sustainable growth. To operationalize the legal requirement, the Government had facilitated the conferment of Wote Town to the status of a Municipality through a gazette notice in 2019. The Municipality has since developed the necessary instruments: Wote Municipality Integrated Development Plan 2021-2025 and Municipal Spatial Plan 2021-2025 that will enable its effective planning, budgeting and resource mobilization for which the Government can provide credit facility to the entity as of when the need arises. Additionally, with support from development partners, the Municipality has developed its urban economic plan that has enabled it to plan for green infrastructure projects and climate resilient value chain projects.

Establishment of Special Funds: The Government through the Makueni Youth, Men, Women, PWD, Table Banking Group Empowerment Fund Regulations, 2017 (Tetheka Fund) an initiative to improve the economic welfare of the residents, has since been instrumental in the provision of credit facilities to the County citizens. Since inception, the fund has disbursed loans worth Kshs. 217.319 million to the citizens against a total allocation of Kshs.

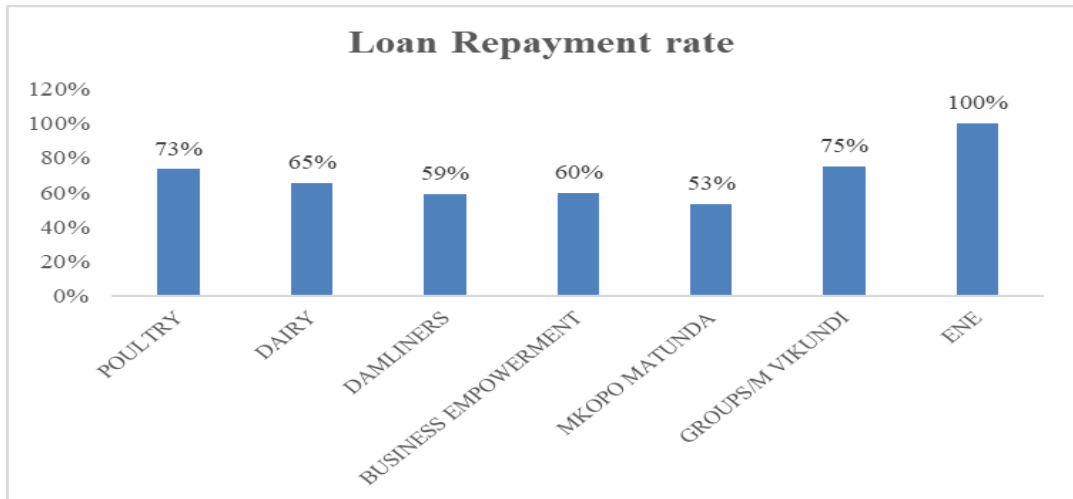
232.365 million representing 94% disbursement rate of the total allocation. A total of Kshs.153.251 million has been repaid back with full repayment as of 30th June 2019 standing at Kshs. 61.650 million representing 28.5% of the total amount disbursed as shown in figure 11 and 12. There are equally existing active loan payers representing 42.5% of the total disbursements. The default rate is higher than was expected. The bank through which the funds are channelled has already declared Kshs. 62.9 million as non-Performing loans representing 29% of the total loan disbursement.

The Fund has attracted 2,417 beneficiaries across seven categories as shown in figure 11 despite challenges related to both legal and institutional gaps that have become evident in the course of implementation. These gaps include lack of legal procedures on how to recover the debts, a misconception of the fund by citizens as being a Government grant, lack of effective capacity building framework for the citizens on the access to the Fund, inadequate staff and capacity to administer the fund especially at Sub-County and Ward level and the emergence of the COVID-19 pandemic. This has led to high levels of unrecovered loans. The Fund has been anchored on Regulations but lacks clear over-arching County Policy framework that would anchor the regulations establishing a communication strategy that would enable effective advocacy of the benefits of the Fund.

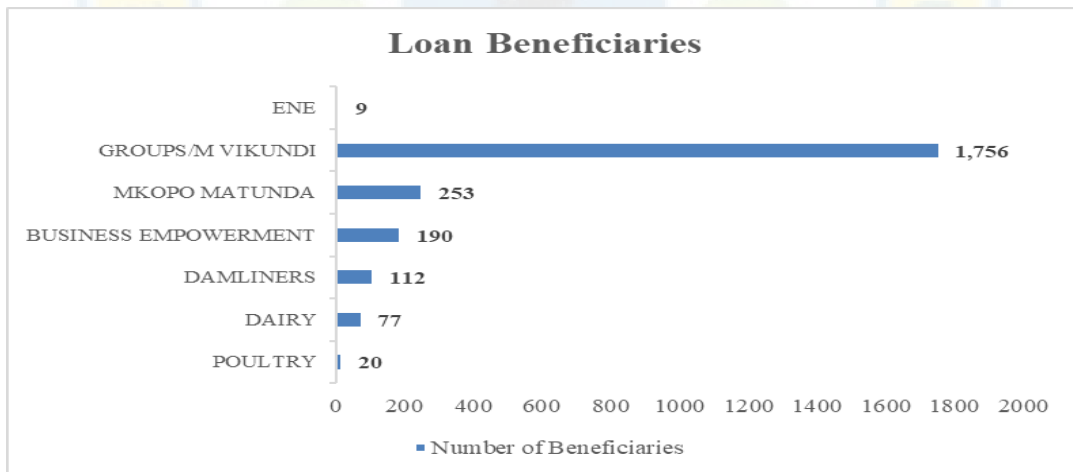
Figure 12: Tetheka Fund Access Level



Source: Makueni County Treasury

Figure 13: Tetheka Loan Repayment Rate

Source: Makueni County Treasury

Figure 14: Composition of the Total Number of Tetheka Beneficiaries

Source: Makueni County Treasury

Pending Bills: The County Pending Bills Committee has consistently ensured that there are no existing pending bills accrued to it by the end of each financial year. The Government has consistently prioritized offsetting financial commitments through a mechanism put in place to offset them on the First-in-First out basis. This mechanism has effectively enabled the Government to meet its financial commitments within a financial year without negatively impacting on the private sector value chain.

The Government has equally adopted additional strategies to mitigate against accrual of pending bills. The strategies include: having realistic revenue projections to minimize on under-performance of own source revenues; developing of an effective and predictable cash flow plan that helps in prioritization of spending needs; and fast tracking of payments of commitments within a month's period once the national disbursements are affected.

Sectoral or Macroeconomic Policies: These are Policies developed and implemented to promote economic growth, sustainable development, and employment creation. The Government has demonstrated from its first budget its vision for people centred development through an equitable allocation of resources to the Wards. This is through formulation and operationalization of 22 Policies; 19 Acts of the County Assembly and seven Regulations. Out of these, five Policies, six Acts and seven Regulations of the County Assembly are directly linked to promotion of economic growth and sustainable development. They include:

- a. The Makueni County Spatial Plan (CSP) 2019** which adopts a hybrid model that seeks to revitalize the rural areas through agro-industrialization, awaken the marginal zones through conservation-led growth and jump-start the economy through a system of planned, specialized, urbanized trade and commerce hubs. Six broad sectoral strategies were proposed within the CSP through a variety of achievable sector-specific programmes and projects localized in specific areas. These six strategies form the County spatial development framework include; (a) Environment and natural resource strategy, (b) Agricultural development strategy, (c) Economic development strategy, (d) Settlement development strategy, (e) Transportation development strategy, and (f) Infrastructure and services development strategy. Since the operationalization of the plan, the Government has supported town survey and planning through preparation of six urban land use plans for Kikima, Nunguni, Mumbuni, Kasikeu, Kyumani and Mito Andei markets. The plans are currently under implementation.

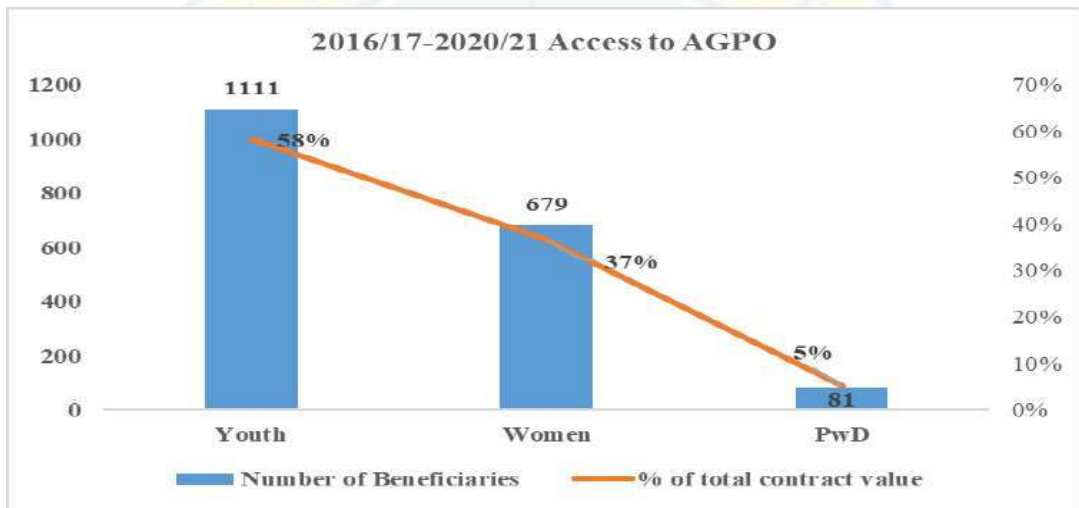
- b. Trade Related Policies and Plans:** The Trade and Investment Policy, 2020, Makueni County Cooperative Development Policy and the Makueni County Vision 2025 have recognized trade as a critical economic enabler to achieving the County's development Agenda. This is through the: provision of platforms and opportunities at County level for business empowerment; promotion and enhancement of the industrial sector growth through development of industrial development parks and incubation centres; and strengthening market governance structures. Through these Policies, the Government initiated industrial and aggregation developments through various agro-processing facilities such as the Makueni Fruit Processing Plant, Kikima Dairy Cooperative Society Ltd, Makiou Dairy Cooperative Society Ltd, Kaiti Dairy Value Chain Cooperative Ltd, Kathonzweni Dairy Plant, Kitise Poultry Plant, Makueni Grain Processing Plant and Kasikeu Milling Plant. Other significant private sector led investment initiatives in the County include: Makueni Ginnery, Makindu Motors Vehicle Assembly, Subati Agricultural Farm and the Rea Vipingo Holdings - DWA Estate.
- c. Climate Change Related Policies:** These are: the Makueni Climate Change Fund Regulations, 2015 and Makueni County Environment and Climate Change Policy, 2021 which have necessitated the implementation of numerous projects aimed at ensuring sustainability of the environment while mitigating the effects of climate change. This has been achieved by ensuring each funded project has an allocation for rain water harvesting tank and has a component of tree planting. The Makueni County Sand Conservation and Utilization Act, 2015 was modelled to provide regulation to ensure sustainable conservation and utilization of sand and to provide for protection of the environment and equitable sharing of accruing benefits.
- d. Ward Development Allocation:** To enhance equity across the Wards, between FY2013/14-2015/16, the Government allocated Kshs.18.5 million to each Ward for citizen participatory budgeting. The allocation was reviewed upwards to Kshs. 33 million per Ward in FY 2016/17 to date. Cumulatively, the Government has allocated and

implemented citizen driven projects worth Kshs.7.6 billion across the 30 County Wards. There is potential to institutionalize this allocation through an Act of the County Assembly to help safeguard and enhance the allocations. The Government has ensured that all the County flagship/sectoral interventions are identified through the Ward participation and approved through the County headquarters planning process and are equitably distributed across the geographical location. As a measure to enhance transparency, each project, is managed by a Project Management Committee (PMC) made up of twelve individuals to oversee usage of the respective project funds. With a copy of the project design, budget and in some cases Bills of Quantities (BQs) these volunteers ensure value for public resources.

- e. **Gender Equality:** Gender equality involves mainstreaming equal and equitable involvement of men and women. It is the integration of gender indicators in the County planning, budgeting, implementation and development reporting. Adoption of gender specific indicators in the entire budget cycle and mainstreaming them in all aspects of the County financing and accounting process has enabled significant improvement in the reduction of gender inequality. The County has developed sector specific policies that link specific planning needs to resource requirement enabling targeted approach towards gender mainstreaming. These measures are aimed at achieving gender equality. They include; the development of the Social Protection Policy, 2021 that focuses on women, orphans and vulnerable children, the elderly and widowed, persons with disability, and persons living with HIV/AIDS. The objective of the Policy is to provide a basis for the Government to supplement and complement the initiatives of the National Government in social protection for the citizenry. However, there still exist gaps in targeted Legislation promoting gender equality.
- f. **Access to Government Procurement Opportunities (AGPO):** The Government has enforced the AGPO programme that seeks for inclusion of women, minority and vulnerable groups in procurement process by ensuring access to 30 percent of Government procurement

opportunities. Women, youth and PWDs have been encouraged to register their business enterprises and apply for Government tenders. Since Devolution, the Government has issued contracts worth Kshs. 1.85 billion to this focused group. The contracts' value has grown by five-folds since FY2016/17, from Kshs. 306.7 million. The total number of beneficiaries is listed at 1,871 with the youth at 58% representation, women at 37% and PWD at 5% as shown in Figure 14.

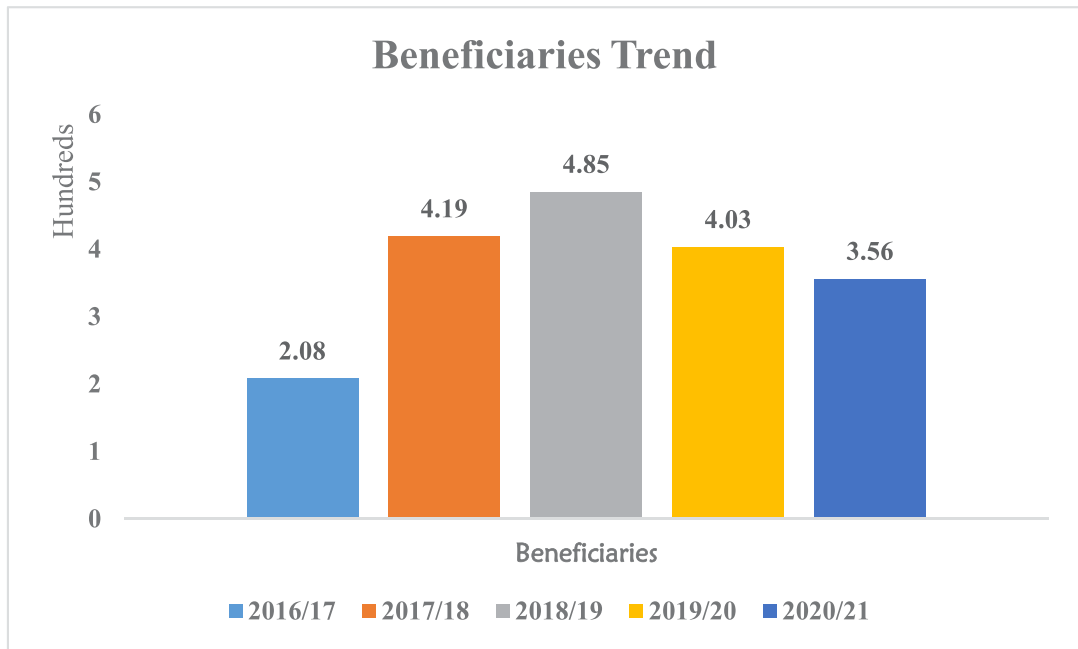
Figure 15: Rate of Access to AGPO.



Source: Makueni County Treasury

With the accessibility of the Government credit facility (Tetheka Fund) by this special focused group to promote their businesses, it was expected that the number of beneficiaries of AGPO would increase significantly over the years. However, a trend analysis paints a different picture. The level of access of the opportunity is on a receding level due to lack of interest from the targeted group as shown in figure 15.

Figure 16: Trend in Access to AGPO by the Different Categories of Beneficiaries.



Source: Makueni County Treasury

Equal Opportunities for Promotions and Career Progression: This has been achieved through availing equal capacity building opportunities. There is equal pay and benefits for comparable roles with similar responsibilities as per the Salaries and Remuneration Commission (SRC) guidelines on allowances.

1.24 OBJECTIVE 2: IMPLEMENT SOUND, TRANSPARENT AND PREDICTABLE GOVERNMENT ECONOMIC POLICIES

Introduction

Building a values-based culture of sound public governance is a continuous and challenging process of shaping organisational and individual practice and behaviour through the identification, design, implementation and evaluation of systemic multifaceted public-governance reforms. Even though there is no perfect (or single) reform recipe, concrete steps can be taken to move the public sector, both culturally and institutionally, toward more democratic, values-based behaviour as a means to serve citizens better, generate inclusive

growth and rebuild trust ⁸.

Implementation Status

a. Policies Framework

The Government has developed various policies to enhance sound, transparent and predictable economy. They include: The Makueni County Tourism Policy, 2020; Makueni County Trade and Investment Policy, 2020; Makueni County Cooperative Development Policy, 2020; Makueni County Investment Authority Bill, 2017, and the County Society Bill, 2017. The Government through the operationalization of the Public Participation Policy, 2020, has also provided a framework for coordination and management of public participation across the County and among the Departments, communities and the civic society to ensure the Policies and Legislation are citizen centred.

b. Institutional Arrangements

The Government has implemented policies towards decentralizing County Treasury services to all the Departments and Agencies including autonomy regarding procurement, payments and accounting. Each of the Government Departments is supported by accountants, procurement officers, auditors and economists who double up both planning and budgeting functions at the respective Departments. The Departments are supported to ensure compliance with statutory reporting requirements as well as dissemination of information to all stakeholders through the mainstream and social media.

The County Monitoring and Evaluation Framework is yet to be strengthened as outlined in the Guidelines for Preparation of County Integrated Monitoring and Evaluation System (CIMES) and the Policies specific implementation indicators are yet to be harmonized in the system. This may ultimately lead to uncoordinated and inconsistent implementation process.

8 <https://www.oecd-ilibrary.org/sites/9648ef3d-en/index.html?itemId=/content/component/9648ef3d-en>

c. **Programmes and Projects**

The Government strategic economic policies have been informed by pre-feasibility studies that have relied on the economic viability of the programmes and projects. In the economic sector, the Government conducted sector profiling, featuring potential investment opportunities in the agricultural sector, hospitality, tourism and cultural sector, mining sector, energy sector and wholesale, retail and informal trade. The profiles recommended specific interventions, highlighting market and marketing opportunities and establishing investment opportunities and the methods of attracting investors. The information collected was used to develop responsive Policies, Legislation and structures for the achievement of the set objectives.

1.25 OBJECTIVE 3: PROMOTE SOUND PUBLIC FINANCE MANAGEMENT

Introduction

Sound public finance management refers to the set of Laws, rules, systems and processes used by a country, in this case the County Government, to mobilise revenue, allocate public funds, and undertake public spending, account for funds and audit results. A large number of actors engage in this 'PFM cycle' to ensure it operates effectively and transparently, whilst preserving accountability. The Government has promoted sound public finance management through a number of processes highlighted below.

Implementation Status

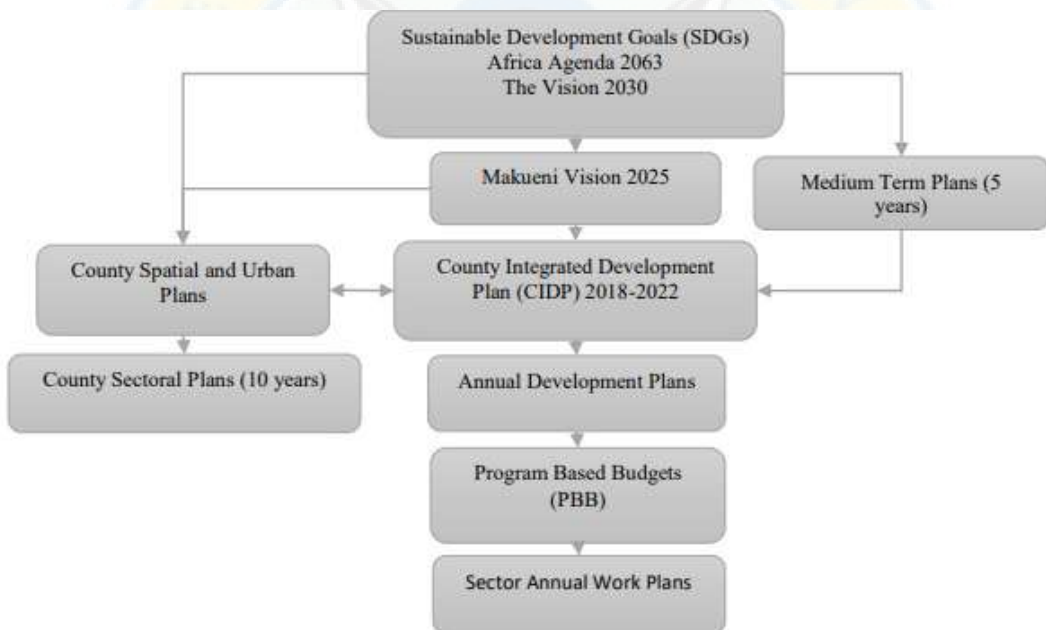
a. **Policy Framework**

The Government blue print planning document; CIDP 2018-2022 is inextricably linked to other overarching development frameworks that include the Sustainable Development Goals (SDGs), the Kenya Vision 2030 and the Makueni County Vision 2025. The CIDP link well with the Medium-Term Plan (MTP) III which is the third implementation framework for the Kenya Vision 2030. At the lower levels, the CIDP has created inputs for five Annual Development Plans (ADPs), annual departmental work plans and the annual Program-Based Budgeting (PBB) which has guided the annual development

activities as shown in the figure 16.

The citizens have been at the centre of the preparation of these statutory documents. The CIDP has also focused on the provisions of the County Spatial Plan, which had recognized the National Government's Big 4 Agenda on specific areas of agricultural productivity and commercialization enhancement which impacts positively on food security and nutrition; urban planning and development; and value addition of agricultural produce which is directly linked to manufacturing.

Figure 17: County Planning Framework.



The Government has enhanced fiscal discipline and accountability by ensuring strict adherence to the principles and policies envisaged in Article 201 of the Constitution and the Public Finance Management Act, 2012.

b. Institutional Arrangement

Medium Term Fiscal Framework: The Government has invested in enhancing fiscal transparency and openness in the management of public finances and adhering to the fiscal responsibility and principles as obligated under Section 107 of the Public Finance Management Act, 2012. It has also continued to maximize its resource mobilization and partnerships abilities.

The Government has equally enhanced its governance processes and initiated public finance management reforms through: strengthening the County budget process by enhancing credible budget formulation and preparation and effective budget execution and ensuring a credible medium term fiscal framework consistent with the National Government fiscal framework. The Government has also improved public expenditure management by ensuring spending is consistent with the approved budget estimates and there is timely provision of financial reports to manage spending and planning.

Decentralized Planning and Budgeting Process: In order to strengthen socio-economic planning, budgeting, statistics, financial accounting, management and reporting as well as procurement, the County Treasury has deployed economists, budget officers, statisticians and supply chain management officers to the various Departments and agencies. The officers have effectively discharged their duties and this has improved the linkage between budgeting and planning while ensuring seamless financial reporting and procurement of goods and services. Additionally, a data and SDG champion have been identified in each Department to facilitate mainstreaming of SDG indicators and data in the County planning and budgeting process. A community data and an SDG champion have also been identified in each Ward. Further decentralizing of these services will greatly improve on the performance of the Government by ensuring more prudent use of resources.

Linking Plans to Resources: The County Treasury is established to oversee effective public finance management, to link the available resources with the existing plans and develop the annual budget estimates approved by the County Assembly. The second generation CIDP 2018-2022 was estimated to cost Kshs. 82.5 billion for full implementation. The Health Sector was estimated to cost 28 percent of the total cost of financing the CIDP followed by environment protection, water and natural resources at 22 percent and energy, infrastructure and ICT at 21 percent.

The Government expenditure has risen over the years as it escalates its efforts in provision of services identified in its CIDPs. The total expenditure has grown significantly since FY 2013/14. With the implementation of the first full year budget in FY 2013/14, actual expenditure increased from Kshs. 3,139.9

million to Kshs. 9,235.4 million in 2020/21. Cumulatively the Government has spent a total of Kshs. 55.4 billion between FY 2013/14 and FY 2020/21. This comprises a cumulative Kshs.37.8 billion and Kshs. 17.6 billion on recurrent and development expenditures representing 68.2 percent and 31.8 percent of the cumulative recurrent and development expenditure respectively. This signals that development expenditure has performed relatively well and there is even a greater opportunity to push development expenditure higher and support deepening of capital spending in the County.

Consistent with the nominal growth in actual County expenditures, spending on a per capita basis has shown upward growth over the period. In FY 2013/14, per capita spending in the County was about Kshs. 3,549.8 compared Kshs. 8,135.6 in FY 2018/19 and Kshs. 9,350.9 in FY 2020/21. The average per capita spending between FY 2013/14 and FY 2020/21 stood at Kshs. 7,569.9.

Sector Working Groups (SWGs): For effective prioritization, the Government had rolled out the SWGs to strengthen planning and budgeting processes. All the SWG members were trained in 2019 on the Programme-Based Budgeting framework. The training has contributed greatly to the improved effective resource allocation among programmes. The SWG members have actively been consulted during the budget preparation process and have been instrumental in improving the linkage between the existing plans and budgets. They have taken lead roles during the participatory budgeting process and in preparation of the Sector Working Group Reports and concept notes that have played a key role in resource allocation.

Public Participation: Public participation and civic education have enabled continuous and consistent information sharing to '*mwene nthi*' ('the citizen') who has inherently become clear in demanding development. Although public participation and civic education continue to be avenues for which public information is passed to the public, harmonizing citizen needs and creating projects that solve their problems at technical level and matching these with requisite budgets has been a challenging task although tremendous results have been achieved through public participation.

County Budget and Economic Forum (CBEF): Complementing the already existing public participation structures, the CBEF has been established by the County to provide a forum for consultation among select citizen representatives on matters of County plans preparation including the County Fiscal Strategy Paper (CFSP), County Budget Review and Outlook Paper (CBROP), budget estimates, the economy and financial management at the County level. The CBEF members regularly met as statutorily required to execute their Mandate. The structure's contribution to the public participation process has greatly impacted on the County's operations and promoted effective management of resources.

Monitoring and Evaluation (M&E) Function: The County Treasury has been managing the County statistics function through the County Statistical System by reporting on the County key performance indicators while ensuring quality of the data used by the County for purposes of planning. It has similarly undertaken monitoring and evaluation of projects and programmes and this has facilitated evidence-based decision-making including resource allocation.

Internal Audit Committee: The Government has ensured that the financial accounting and reporting Department is adequately staffed with competent trained staff who have been able to operationalize the internal audit unit and function. The Unit has regularly reviewed the Government's financial statements and approved selection of accounting policies used by the Government as demanded by Section 155 of the Public Finance Management Act, 2012. Through this, the Government has received favourable audit opinions by the Office of the Auditor General since 2013.

Oversight by the County Assembly: All Government plans, budgets, Policies and Laws in place have been approved by the County Assembly. The approval process has required adequate consultative process and time to ensure that there is full interrogation and ownership of the plans, budgets, Policies and Laws before approval. The County Assembly Departmental Committees have become instrumental in the Assembly's operations with technical staff recruited to help with the provision of technical support to that Arm of Government. The working relationship has been consultative

which has ensured timely and effective approval of instruments of service delivery such as annual budgets and attendant Legislation. While the County Assembly has also played an oversight role in the implementation of the Policies, Plans and Legislation, the Government is yet to operationalise an M&E Policy that would promote robust monitoring and evaluation needed to ensure actual implementation of the County programmes and projects is in line with the developed Policies and Plans. The Policy once operationalised shall facilitate the strengthening of the institutional arrangements and reporting structures along key institutions such as the M&E Unit; County M&E Committee; M&E Technical Oversight Committee; Sector M&E Committees, Sub-County Development Committees, Ward Development Committees; Sub-Ward Development Committees; and the project management Committees.

c. **Programmes and Projects**

Resource Mobilization: With the ever-growing demand for resources to cater for the Government expenditure needs, the Government has ensured steady increase in local revenue generation. The Policies and Legislation implemented through specific strategies have necessitated a reasonable degree of predictability with respect to the level of tax rates enforced ensuring acceptability of the enforcement measures instituted by the Government. Figure 17 shows the trend of the OSR.

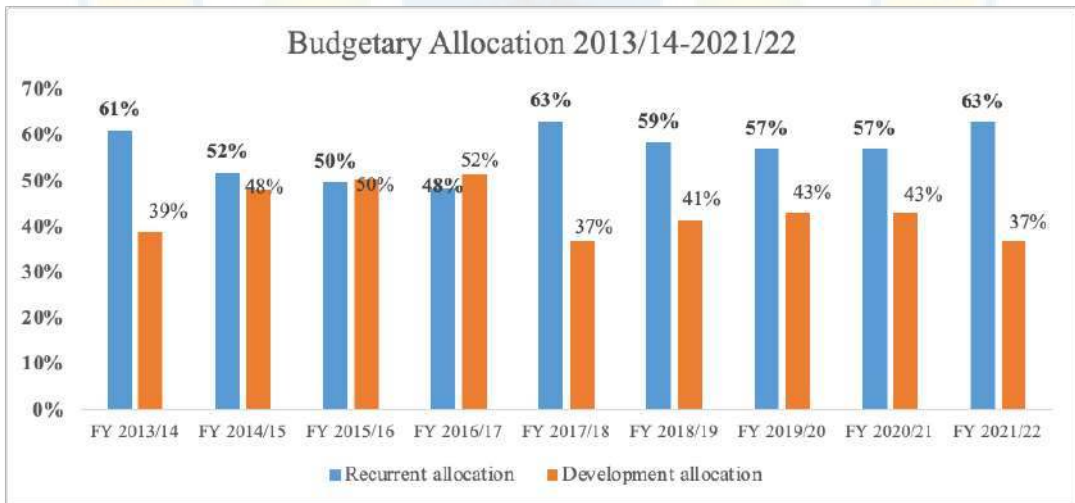
Figure 18: Annual Trend in Own-Source Revenue Collection from FY 2013/14 to FY 2020/21



Expenditure Prioritization and Management: With an overall disbursement of Kshs. 57.487 billion from FY 2013/14-2020/22 including OSR collection of Kshs. 2.66 billion and conditional grants worth Kshs. 991.77 million, the Government has managed to effectively plan and manage its resources. The Government has spent a combined average of 70.9 percent of its total expenditure from FY 2014/15 to FY 2020/21 on non-administrative services such as health services; transport infrastructure and public works; education, science and technology; agriculture, livestock and fisheries; and trade and industry.

Similarly, over the Medium Term, it has consistently allocated more than 30 percent of the budget towards development expenditure, which is in adherence to the fiscal responsibility principle that required that over the Medium Term a minimum of 30 percent of the Government's budget be allocated to development expenditure.

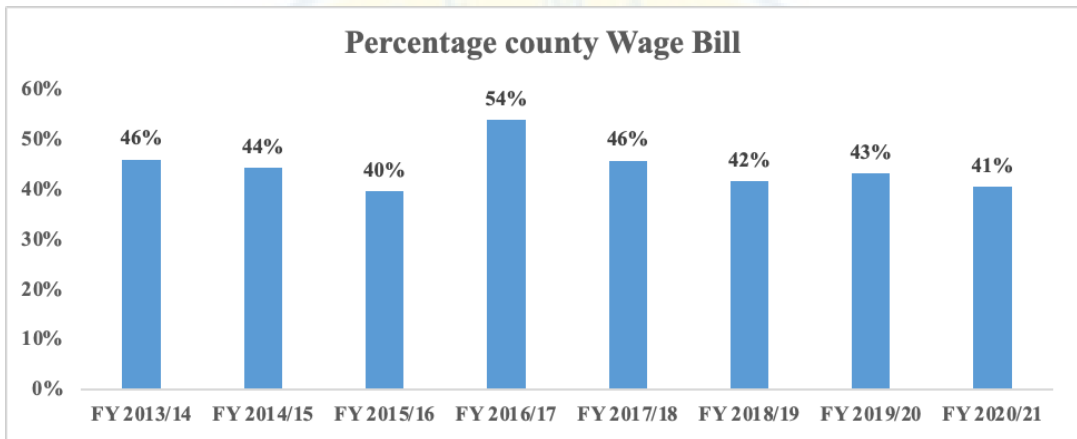
Figure 19: Budgetary Allocation 2013/14 – 2021/22



Wage Bill Management: As a component of expenditure prioritization and management, Wage Bill management has been at the core of the Government's Agenda. However, there have existed associated challenges that have continued to contribute to the high levels of the Government's Wage Bill. Regulation 25 (1) (b) of the Public Finance Management (County Governments) Regulations, 2015 sets a limit of the Government's expenditure

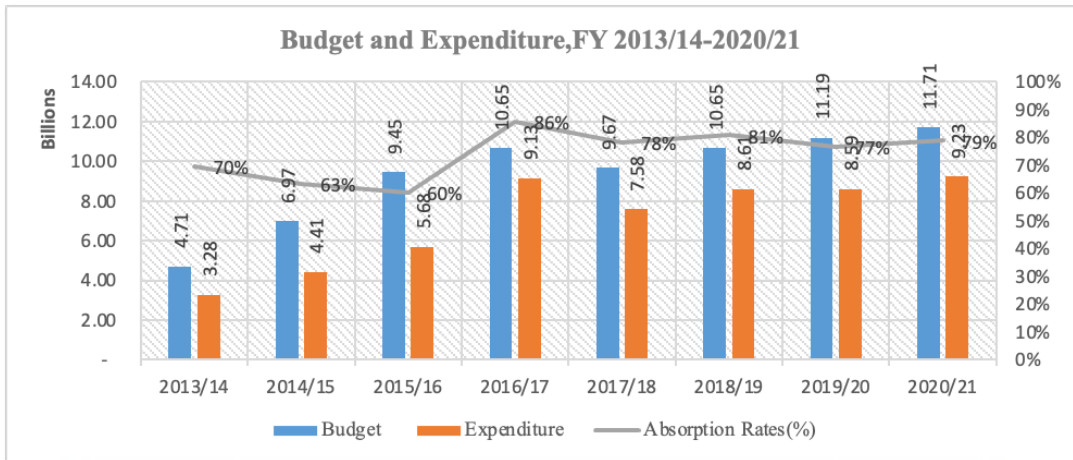
on wages and benefits at 35% of the Government total revenue. The Government expenditure on compensation to employees has been above 40 percent over the review period. As a measure to address this high wage bill, the Government has restricted employment of new staff and equally enhanced its resource mobilisation strategies.

Figure 20: Percentage County Wage Bill



Absorptive Capacity of Spending Departments and Agencies: The Government started with low absorption of budgets in 2013/14 attributed to the transitional teething challenges between the County Executive and the County Assembly that led to the delay in approval of the budget and consequently its implementation. In total, 18 months were lost in the process of conflict. It is, however, noted that since then, the two Arms of Government have had a Co-operative and collaborative engagement that has contributed immensely to the output over the last 10 years. During the period under review, the highest absorption rate was recorded in FY 2016/17. This could be attributed to completion of stalled projects that had accrued over the years. By the close of FY 2020/21, a total of Kshs. 59.6 billion had been spent towards different projects and programmes which translated to an overall absorption rate of 75 percent as shown in figure 20.

Figure 21: Budget, Expenditure and Absorption Rates, FY 2013/14-2021/22.



Effective Public Procurement: The Government has ensured that the principles of effective public procurement as elaborated within the Public Procurement and Asset Disposal Act, 2015 are implemented by each Department. Every expenditure item is anchored on a Procurement Plan approved by the line Department and implementing entity. No commitments are made without a procurement plan developed, approved and uploaded in the e-procurement system. The Government has equally ensured continuous capacity building of procurement officers to enable improvement of their efficiency. All commitments made by the Government are based on the available resources and cash flow plans to ensure no commitment is made without resources. This has ensured reduced levels of pending bills incurred by the Government.

County Asset Management: Asset management is a comprehensive method to plan, manage, use and dispose of all public assets in this case owned by the Government. The Government has put in place adequate officers to manage its assets through an establishment of an asset register of all its assets (transferred assets from the defunct local authorities and Government own acquired assets). The register is under the custody of the County Treasury. Similarly, disposal of assets has been facilitated by the Public Procurement and Asset Disposal Act, 2015.

Public Expenditure Reviews (PER): The Government prepared PER Reports to analyse Government/Department expenditures over the period FY 2013/14 –FY 2020/21 so as to assess their consistency with Policy priorities and the results achieved. This has been key in informing the budget process and expenditure decisions, analysing the allocation and management of expenditure (composition and trend), identifying ways to improve efficiency and effectiveness of resource allocations and reviewing expenditure management systems and institutions. The PER forms the basis for PBB and MTEF allocation of resources across different sectors and Departments in the coming financial years. The Government has also developed a County budget portal in which all the budget data since inception of the Government can be accessed. Additionally, the Government has been preparing monthly revenue and expenditure Reports that outline the revenue sources/streams. The expenditure Reports are shared with the Controller of Budget regularly. This has enabled management and monitoring of Government spending as well as reconciliation of expenditures on an annual basis.

Integrated Financial Management Information System: Since 2013, the Government has keenly embraced the use of the Integrated Financial Management Information System (IFMIS) in order to enhance accountability and transparency in public finance management. Implementation of IFMIS has reformed the core public finance management systems of budget formulation and execution, expenditure management, public procurement and financial reporting. There has been a significant change in financial reporting over the years as guided by the Public Sector Accounting Standards Board (PSASB) and the regulating bodies. This involves reconciliation of the IFMIS and bank statement reports. It has led to prudent and transparent use of public resources and made it possible for integration of Government thereby minimizing fraud cases. Processing payment for officers and suppliers on a First Come First Served (FCFS) basis has been a challenge due to the centralized system of making payments. There is need to decentralize the process of payments to the Departments as well as the SAGAs for this will improve financial management and reporting in the County.

1.26 OBJECTIVE 4: PROMOTE AN ENABLING ENVIRONMENT AND EFFECTIVE REGULATORY FRAMEWORK FOR ECONOMIC ACTIVITIES

Introduction

The main business category in the County is the Micro Small and Medium Enterprises (MSMEs) with a total establishment of 187,500 businesses. The licensed MSMEs accounting for 59,800, distributed as micro (48,300 – 97.7%), small (9,900 – 2.2%) and medium (1,600 – 0.1%). The unlicensed MSMEs form the largest proportion accounting for 127,600. The informal sector account for over 80% of the employment in the County. The sector accounts for 187,500 employments with 31.9% (59,800) by the licensed enterprises and 68.1% (127,600) by the unlicensed enterprises. Majority of the enterprises (51.1%) employ between 0-3 employees with 32.8% of the enterprises employing 10-49 employees.

The main external and internal factors that impact on business activity in the County include effective regulatory and legal frameworks and availability of basic infrastructure (Water, roads, power and transport network, ICT, financial services, labour, land and capital). The Government has made significant contribution towards promotion of an enabling environment to encourage commercial enterprises in the County. These contributions have been aligned with the CIDP 2018-2022 and the Makueni County Vision 2025.

Implementation Status

a. Policy Framework

The Government has equally developed the Trade and Investment Policy, 2020, with the intention to provide a structured approach to attract and retain investments through initiatives such as Public-Private Partnerships (PPPs). There is, however, yet to be implemented any PPP project due to the process involved in actualizing one.

b. Programmes and Projects

Micro, Small, and Medium Enterprise Development: In collaboration with the Kenya Institute of Business Training (KIBT), the Government has trained 35 Trainers of Trainers (ToTs) under the Business Support Service Providers programme who will continually train MSMEs on aspects of doing business successfully. Other support provided includes: supporting market linkages through sponsoring MSMEs to attend trade fairs and exhibitions; and periodic undertaking of training needs assessment in Makueni County MSMEs.

Hawkers' Support: The Government has supported the hawkers in the County through the purchase of 2 hawkers' lorries which have made trade more efficient and movements affordable. This has promoted higher sales volumes compared to the previous years. The Government has necessitated the registration of hawkers in 39 markets and facilitated the registration of the Makueni County Hawkers Association, an umbrella body that brings together over 18,000 hawkers from across the County. The Hawkers SACCO has also been registered with over 420 active members and a share capital of over Kshs. 3 million. Through the proceeds realized from the two seed lorry operations, the hawkers have been able to purchase a third lorry.

Trade Infrastructure Development: The Government has constructed 34 new market sheds, 2 open air markets, 12 livestock yards and has rehabilitated 13 market sheds. 20 markets have also been installed with solar lighting and grills to ensure that hawkers trade from conducive spaces and to facilitate trade in the agricultural Sector.

Consumer Protection: The Government has established and encompassed legal metrology and trade description and labelling of goods. The aim is to ensure fair trade practices in the County. In addition, the County has facilitated the verification and certification of weighing and measuring equipment.

1.27 OBJECTIVE 5: ACCELERATING REGIONAL INTEGRATION BY PARTICIPATING IN THE HARMONIZATION OF MONETARY, TRADE AND INVESTMENT POLICIES

Introduction

Integration is intended to lead to substantial economic gains. It does allow the integrated entities in this case; Governments to: improve market efficiency; share the costs of public goods or large infrastructure projects; decide Policy cooperatively and have an anchor to reform; and reap other non-economic benefits such as peace and security. While observing the Constitutional provision that provides that the Governments at the national and County levels are distinct and interdependent and shall conduct their mutual relations on the basis of consultation and cooperation, the Government has engaged in specific initiatives that have promoted acceleration to regional integration.

Implementation Status

Project and Programmes

Planning Integration: The County planning and budgeting process is integrated with the national planning and budgeting process through the harmonized performance management framework. The County's budget is implemented concurrently with the National Government's budget as it implements specific programmes financed through the National Government share of resources. The County's taxation powers are harmonized and integrated with the national powers to avoid duplication and double taxation.

Tourism Integration: The County hosts the Konza Technopolis City that has great potential to enhance tourism through development of hotels, restaurants and recreational facilities. While there have not been strong linkages yet with the National Government on this, there is need for collaboration and creating linkages with the Technopolis to create tourism opportunities. Other envisioned tourism integration opportunities include the Thwake Mega Dam which upon completion will have potential for water related activities such as boat riding. Similarly, the Government has signed an MoU with the National Museums of Kenya (NMK) on development, preservation, promotion and

protection of the rich cultural and natural heritage in the County. This will enhance tourism attraction level of the County.

Trade Integration: The Government has joined the South Eastern Kenya Economic Bloc (SEKEB) which is a Regional economic bloc with the potential to spur economic growth and development among the member Counties through strategic maximization of their comparative economic opportunities, advantages and collaboration available to counties. The legal instruments operationalizing the economic bloc have been adopted by the County Assembly to fast track the operationalization of the bloc. Some of the expected direct benefits to the Government include: identification of cross-County investments that promote integration; participation in international trade fairs for tent pitching and marketing of the bloc; unified lobbying for cross-County National Government infrastructure projects such as roads; and diversified internal market for the region's products and source of inputs for upcoming processing units.

Currently the Government has partnered with various institutions and national entities with a view to creating a foundation for trade and economic development through market opportunities that the economic bloc will be a key player in. These include: the Africa Medical and Research Foundation (AMREF) University, the Agricultural Society of Kenya (ASK) and the Export Processing Zone (EPZ).

Knowledge Management Integration: The Government through the Council of Governors jointly with other Governments have established a knowledge management platform used by the Governments to share about their Devolution experiences, challenges and best practices. This platform has been integrated to ensure that there is uniform support to all the County Governments.

1.28 OBJECTIVE 6: FIGHT AGAINST CORRUPTION

Introduction

Corruption has a disproportionate impact on the poor and most vulnerable, increasing costs and reducing access to services, including health, education

and justice. Empirical studies have shown that the poor pay the highest percentage of their income in bribes. According to the National Ethics and Corruption Survey 2017, some of the reasons why citizens pay bribes are related to easy access of services once the bribe has been paid; and avoidance of payment of cost of the service hence paying bribe so as to access the service fairly at a cheaper cost. The Government has therefore made significant progress to curb corruption in the County and ensure transparency in its operations.

Implementation Status

a. Legal Framework

The Constitution and other National Legislation provide for Values and Principles of Governance; and leadership and integrity principles for any public office holder. The Government has equally developed related Legislation for purposes of enabling vetting and approval of public officers: the Makueni Vetting and Approval of Public Officers Act, 2015. This Act of the County Assembly has clearly provided for the procedure of vetting and approval of Constitutional and statutory appointments and for connected purposes. The Act has helped in ensuring that the Government recruits the right people thus reducing cases of corruption.

b. Institutional Arrangement

County Anti-Corruption Civilian Oversight Committee (CACCOC):

The Government has established the County Anti-Corruption Civilian Oversight Committee (CACCOC) charged with the responsibility to facilitate the implementation of anti-corruption awareness creation campaigns; monitor and address corruption in the implementation of public projects and programmes through social audits and reporting forums. While this structure is in place, there is need for strengthening it to meet its set objectives since currently, it is not operating optimally.

Corruption Risk Assessment: The Government partnered with the Ethics and Anti-Corruption Commission (EACC) to carry out a corruption risk assessment on the existing systems, policies, procedures and practices of

work in the County with a view to identify weaknesses that may promote corruption. These achievements have been realised through collaborative processes with National level entities.

Other Forms of Fighting Corruption: The Government has established direct reporting mechanisms to the Governor's office on any form of corruption cases. Each Department has suggestion boxes as drop zones for reporting of cases. The institutionalization of PMCs in project management has equally contributed significantly towards reduced cases of corruption. There is, however, no direct legal framework on execution of corruption cases. The County relies heavily on the nationally developed Legislation.

Findings

The County has made progress in curbing corruption within Government processes but there are still concerns that have been identified that might affect the effectiveness of the initiatives introduced by the Government. The concerns include: perception by the citizens where some citizens are obliged to give monies or token in exchange or appreciation of the service provided even when service Delivery Charters stipulate the fees or charges applicable in accessing the services; and lack of a customized/localized Policy framework for the fight against corruption as the Government currently implements existing National Government Policy frameworks.

There is also slow Judicial process in the fight against corruption. Some cases take years to be heard and determined and this has affected the fight against graft. The County has made significant efforts to develop Policies, legal frameworks and establish institutional structures to implement its strategic economic agenda. However, there is need for more concerted effort in developing sustainability strategies for some key economic programmes operationalized to avoid the risk of collapse. There is therefore need for:

- a. Continuous Advocacy and Awareness Creation.** The County Government to work with non-State actors, development partners, civil society and the private sector to continuously create awareness and sensitization of the members on the impact of corruption on the County.

b. Establishment of County Anti-Corruption Steering Committee.

The County Government to establish anti-corruption steering Committee responsible for coordinating anti-corruption efforts in the County. Additionally, each County Department and agency to establish a Departmental Anti-Corruption Committee.

c. Collaboratively working with National Government agencies. To effectively fight corruption, the County should work collaboratively with all Government agencies working in the fight against graft.

d. Support for MSMEs: The Government has progressively put in place structures and systems to support the local businesses through promotion of access to affordable financing such as the *Tetheka Fund*; promotion of tailor made financial literacy programmes for MSMEs and establishing a framework for micro-leasing for the MSMEs; enhancing skills for MSMEs by strengthening the link between curricula and practical skill sets required in the industry in all learning institutions and centres for vocational training in the County; harmonization of the number of licenses and permits obtained by MSMEs in order to streamline the operational requirements and improve the business environment; and establishment of partnerships with neighbouring counties to facilitate trade and widen the market scope.

e. Decentralized Funds Integration. While the Government provides service delivery to its citizens, there exists Funds established to facilitate the performance and implementation of National Government functions in the County such as: the National Government Constituency Development Fund; Uwezo Fund aimed at enabling women, youth and Persons with Disabilities (PWDs) access finances to promote businesses and enterprises at the Constituency level; Women Enterprise Development Fund among other social protection Funds which have not been integrated with the County planning and budgeting process yet the focus point is similar. To this extent, there has been duplication in the programmes implemented by the two levels of Government which has hampered progress and sustainability of the programmes.

CHAPTER FIVE: SOCIO ECONOMIC DEVELOPMENT

1.29 Introduction

According to the KNBS 2020, the Gross County Product (GCP) for Makueni County is estimated at Kshs. 111. 641 million with the Agriculture, Forestry and Fishing Sectors contributing 29.33% of the total. Agriculture remains a key driver of the County's economy contributing 78% of the total household income. Other key contributors to GCP are transport and storage (11.7%), wholesale and retail trade and repair of motor vehicles (8.98) and manufacturing (4.63%). Table 2 is a summary of the contributors of the GCP.

This Chapter addresses the socio-economic development of the County. It provides insights into some of the things the Government has implemented to facilitate socio-economic development. This chapter is organized around four objectives: promote and accelerate broad based sustainable socio-economic development; encourage broad-based public participation in socio economic development, progress towards gender equality; and promoting youth empowerment.

Table 2: Sector Contribution to Gross County Product

Gross County Product in Constant 2020 Prices			
No.	Sectors	M (Kshs)	%
	Agriculture, forestry and fishing	32,741	29.33
	Transport and storage	13,058	11.70
	Public administration and defence	12,442	11.14
	Wholesale and retail trade; repair of motor vehicles	10,022	8.98
	Education	9,014	8.07
	Real Estate Activities	5,646	5.06
	Construction	5,179	4.64
	Manufacturing	5,165	4.63
	Other service activities	4,153	3.72
	Human health and social work activities	4,120	3.69
	Professional, technical and support services	2,587	2.32
	Information and communication	2,256	2.02

	Administrative and support services	1,315	1.18
	Financial and Insurance Activities	1,150	1.03
	Accommodation and food service activities	1,126	1.01
	Mining and quarrying	753	0.67
	Water supply and waste collection	698	0.63
	Electricity supply	216	0.19
Total		111,641	100

Source: Makueni County Treasury, 2022

OBJECTIVE 1: PROMOTE AND ACCELERATE BROAD-BASED SUSTAINABLE SOCIO-ECONOMIC DEVELOPMENT

Introduction

The County Government prepared several Policy and programme documents that have laid sound foundation for broad socio-economic development. The documents present the broad strategies for sustainable transformation. The documents are the Makueni County Vision 2025 and the County Integrated Development Plans, Annual Work Plans and budgets that provide for resource allocation frameworks and strategies to enhance resource mobilization through the various resources such as equitable share, conditional allocations, loans and grants and own source revenue mobilization. These documents are the basis through which broad-based socio-economic transformation is to be attained.

Sustainable development is a process of social advancement that accommodates the needs of the current and future generations. It successfully integrates economic, social, and environmental considerations in decision-making. The Constitution of Kenya (2010) established a devolved governance system as articulated in Articles 174 and 175. This establishment led to the organization of the country into forty-seven County Governments and one National Government. The County Governments specific functions that ensure socio-economic transformation and power sharing are brought closer to the people are outlined in the Fourth Schedule of the Constitution. The key functions of the County Governments include: agriculture, health, transport, trade development and regulation, pre-primary education and water, including soil

and water conservation, forestry, storm water management, and water and sanitation, among other regulatory roles.

The Government set to attain socio-economic transformation by instituting various governance and management systems to attain the desired development results. This was anchored on the following foundations: expansion of revenue base and financial discipline; good governance and planning; sustainable infrastructure development; energy generation and distribution; research development, science, technology and innovation; sustainable land use, management and security; expanding water harvesting and storage for domestic use and irrigation and efficient public service and development.

Makueni County finances her social-economic development from equitable share from the National Government, conditional grants, own source revenue and partnerships with development partners. In order to promote and accelerate broad-based sustained development, the Government formulated policies and legal frameworks and devised strategies to achieve this goal.

Implementation Status

Over the years, the socio-economic status of the County has been improving. This was possible due to the implementation of devolved functions. Far-reaching socio-economic development strategies were formulated and highlighted in various development blue prints such as the Makueni County Vision 2025, and County Integrated Development Plans (CIDs). These plans are implemented through the Annual Development Plans (ADP) and annual budgets. The County Government aligned the County's development to other frameworks. These frameworks include the Kenya Vision 2030, the UN Sustainable Development Goals (SDGs), the NEPAD framework, and the Africa Agenda 2063.

The County Budget Policy and public participation are applied as tools to distribute and decentralize County resources to villages, clusters, Wards and to flagship projects that are directly under the County headquarters. The implementation of these broad Policy Frameworks has enabled the County's poverty level to improve from 64.3% to 39.7% over the period under review.

OBJECTIVE 2: ENCOURAGING BROAD-BASED PUBLIC PARTICIPATION IN SOCIO-ECONOMIC DEVELOPMENT

Introduction

This part of the assessment traces the level and mode of participation of stakeholders in Socio- Economic Development (SED). This is very important since it is supposed to involve citizen and other stakeholders in the entire development process. Accordingly, each citizen owns a concept and takes active part in it. The second object is to assess Policies, strategies and incentive measures aiming at stimulating participation from public servants, the private sector, civil society and local communities.

Implementation Status

The County Governments Act, 2012 Mandates County Governments to facilitate the establishment of structures for citizen participation. The structures include information communication technology-based platforms; town hall meetings; budget preparation and validation fora, notice boards announcing jobs, appointments, procurement awards, and other important announcements of public interest. It also mandates the Governments to publish development project sites and establish sites for citizen fora at County and decentralized units.

Civic education was introduced to enable the citizenry to actively participate in governance affairs of the society based on enhanced knowledge, understanding, and ownership of the Constitution. The County Government established and implemented an appropriate civic education programme and established civic education units. Governance is the power to lead a people that should be exercised as per the Laws of the land. It points out how Government and the people should work together. It identifies the peoples' needs and challenges; develops programmes to address those needs and challenges and works together to achieve their objectives. Public participation also strengthens democracy and governance, increases accountability, improves decision making and manages and legitimizes the Law and Policy-making processes. The Government played a key role in ensuring that the objects of public participation and civic education are attained.

In an effort to achieve the objectives of public participation and civic education effectively, the Government established a directorate in charge of decentralization with officers at the units: the following actions were undertaken: 6 Sub-County public participation and civic education officers, one per Sub-County were recruited and deployed; 30 Ward Development Officers, one per Ward, in charge of public participation and civic education at the respective decentralized units were deployed; 3,643 Area Development Committees (Villages) were established; 377 Cluster Development Committees were established; 60 Sub-Ward Development Committees were set up; 30 Ward Development Committees were established; 13 towns and urban development Committees were established; 6 Sub-County Development Committees; and a County Development Committee were established. The officers and Committees were trained on their Mandates, roles and responsibilities. The Committees are operational. However, there is room for improvement.

Public Participation Guidelines. The Directorate of Public Participation developed two public participation manuals, two public participation handbooks and a community workbook to help guide public participation at the community level. It supported the development of 377 Cluster Action Plans (CAP), one per cluster. Currently, the community is implementing Community-Driven Development (CDD) projects where the community identifies, budgets and implements its development initiatives from the CAP. Some of the CDD projects include the construction of soil and water conservation structures, micro dams, gabions and light road maintenance.

The community is also involved in the recruitment process of some of the decentralized staff like Ward Administrators, Village Administrators, and Ward Development Officers. They also carry out the vetting process to assist in the identification of groups and individuals that meet the set criterion for allocation of the Tetheka Fund.

In 2021, the Government developed the Makueni County Public Participation Policy that was approved by the County Assembly and assented to by the Governor. Public participation enables the engagement of citizens in County planning, the legislative process and project implementation. This is where

community input is integrated into these processes. The level of citizen involvement through this structure was reported as more intensive and meaningfully involving compared to what existed before the defunct local authorities. For instance, at each level, development Committees elected by the citizens coordinate the development process at their level. Decisions agreed by the Ward Development Committees cannot be changed at any other level. If the County Government through the County Executive or the County Assembly deems it necessary to change because of a technicality, fresh participation is carried out involving the people. However, this does not always happen due to inherent political interference. The County Government has also made significant efforts in the implementation of public participation and civic education programmes.

The establishment of Project Management Committees (PMC) has enhanced the participation of the people in project implementation by ensuring proper monitoring of projects and programmes. In addition to the PMCs, the Government established Project Sustainability Committees (PSCs) to enhance continued utilization, management and advancement of project goals. The County Assembly is yet to enact appropriate Legislation to legalize the various Committees.

Public Finance Management Act. To comply with Section 137 of the Public Finance Management Act (PFMA), 2012, the County Government established a County Budget and Economic Forum (CBEF). The Forum comprises of representatives from the civil society, academia, professional bodies, the business community, women, youth, people living with disability (PWDs), and Faith-Based Organizations (FBOs).

The CBEF coordinates and collects views from the public during the planning and budgeting processes. It functions as a community public participation organ for the County Government in terms of financial and economic management. It assists the County in analysing and identifying its priorities as they plan and budget for programmes, improve coordination between the citizens and the Government. It also improves harmonization of project implementation and funding. Through this framework, communities identify, prioritize, rank and allocate resources.

1.30 OBJECTIVE 3: REDUCE POVERTY, UNEMPLOYMENT AND INEQUALITY

Introduction

One of the key aims of the Makueni County CIDP 2018-22 is actualizing socio-economic transformation as envisaged under the Makueni County Vision 2025 based on the background laid out under CIDP 2013-17. The rallying theme of the 2018-22 CIDP is 'Increased Household Income for Sustainable Livelihoods'. This will be delivered through interventions in five thematic areas namely: community economic empowerment, water resource management, lands, urban planning and development, socio-economic development and enablers (infrastructure, cooperatives, financial infrastructure, energy, ICT, institutional capacity and market infrastructure).

Implementation Status

1. Agriculture Development

Agriculture remains the leading contributor to poverty alleviation in the County. There are two dominant farming systems in the County, small scale and large-scale, averaged at 2.5 and 25 Hectares respectively. Majority of the residents practice subsistence farming which entails growing food crops (maize, beans, pigeon peas, millet, sorghum, sweet potatoes and cassava among others on only 13% of the arable land (65,453 Hectares). A few residents also grow cotton, coffee, and sisal commercially on 5% (23,356 Hectares) of the total arable land. Between 2013 and 2021, agricultural activities were allocated Kshs. 6.2 billion. The County residents practice livestock farming under dairy, poultry and bee keeping. Farmers in the lower and drier areas keep beef cattle and small stock. There is limited fish farming. Between 2013 and 2021, agricultural activities were allocated 8% of the total County budget far below the recommended budgetary allocation of 10% under the Maputo Declaration, which is meant to spur agricultural growth and development.

Policy and Legal Interventions:

The Department of Agriculture, Irrigation, Livestock and Fisheries Development formulated and enacted the following three legal instruments:

- a) **The Makueni County Agriculture and Livestock Policy, 2021:**
This Policy aims at addressing the seven (7) Policy agendas identified in the Makueni County Vision 2025 and CIDP 2018-2022: Low adoption of improved technologies, poor input access, post-harvest losses, poor market access, low value addition, inadequate irrigation facilities and livestock pests and diseases. It proposed specific strategies and interventions to increase agricultural production and productivity and value addition for increased household income. The County Government is also using other existing National Government policies to regulate the Sector.
- b) **The Makueni Agriculture Training Centre (ATC) Bill, 2022:** The bill seeks to ensure the autonomy of ATC at Kwa Kathoka in Muvau/Kikumini Ward. It provides a legal framework for the establishment and administration of the ATC to ensure the provision of specialized and quality agricultural education, training and ancillary services. Once enacted, it will impart farmers with knowledge, skills and attitudes for increased agricultural production in the County.
- c) **Makueni County Fruit Development and Marketing Authority Amendment Act, 2018:** This Act enabled the establishment of the Makueni Fruit Processing Plant (MFPP), a Semi-Autonomous Government Agency (SAGA) in the Kalamba area in Nzaui/Kilili/Kalamba Ward to address fruit farmers' challenges of post-harvest losses and price fluctuations. The aim was to increase agricultural returns thus raising farmers' incomes in the County.
- d) **Other Institutions:** To support farmers, the Government supported the formation and growth of agri-based cooperative societies at producer and apex level; supported the development of agricultural mechanization station, and the Agricultural Training Centre at Kwa Kathoka.

Programmes and Projects:

The Government has carried out various strategic interventions to help address food security challenges and enhance farmers' incomes towards poverty reduction in the County. The interventions are as follows:

- a) Agro-ecological Zoning:** The performance of agriculture in Makueni County is generally dictated by certain agro-ecological conditions. These conditions are responsible for the differentials in agricultural production and productivity across the County. They determine the types of crops and livestock in a given zone that ultimately determines food security and farm household income of that zone. Informed by the Makueni County Spatial Plan (CSP), the County Government categorized and promoted key crops and livestock enterprises according to the agro-ecological zones as shown in Table 3.

Table 3: Recommended Enterprise by Agro-ecological Zone.

Zone	Sub County	Crop Enterprise	Livestock Enterprise
LM4-5, LH 2, UM 3	Makueni	Sorghum, millet, green grams, cow-peas, pigeon peas, dolichols, mangoes, citrus, cotton, avocado, coffee	Dairy and poultry
LH2, UM3, UM4, LM3, LM4, LM5	Mbooni	Potato, coffee, sun-flower, maize, cotton, millet, French beans, common beans, yellow passion fruit, cabbages, tomatoes, avocado, citrus, macadamia, coffee	Dairy, poultry and pasture development
LH2-UM2, UM5-L6, UM3-L6	Kaiti	Avocado, mangoes, tomatoes, cabbages, French beans, common beans, yellow passion fruit, citrus, coffee, macadamia	Dairy, poultry and pasture development

LH2-UM2	Kilome	Maize, beans, sweet potato, kales, cabbages, avocado, apples, coffee, sorghum, cowpeas, mangos, cassava, citrus, pawpaw, green grams, coffee, macadamia	Dairy and poultry
LM4, LM5, LM6	Kibwezi West	Maize, beans, mango, pigeon peas, vegetables, green grams, vegetables, cowpeas, citrus, cotton, sisal, Asian vegetables	Dairy, poultry, pasture development and fattening
LM4, LM5, LM6	Kibwezi East	Maize, beans, mangoes, tomatoes, bananas, sorghum, green grams, cowpeas, pigeon peas, cassava, dolichols, cotton, sisal, Asian vegetables	Dairy, poultry, pasture development and fattening

Source: Department of Agriculture, Irrigation, Livestock and Fisheries Development.

b) Operation Mwolyo Out (OMO) Programme: In her efforts to achieve food security, the County Government entered into collaboration with an NGO, Christian Impact Mission (CIM) to implement 'Operation Mwolyo Out' (OMO) programme. The approach entailed the training on cultivating a mind-set change for both staff and the farming community, community mobilization and the introduction of the One Acre Rule, where each family does intensive production of high value crops and livestock to ensure adequate food for the family in one acre. The key driver for the strategy is water harvesting at household level for irrigation ensuring intensive crop production.

As a result of the collaboration and training, 1,826 community members (ToTs) and 399 County officers were trained on the concept after which over 25,000 farmers were sensitized on the One Acre Rule approach.

After training, farmers have been able to develop 219,000 Zai Pits, 2,000 wet beds, 5,000 kilometres of terraces, 246 poultry units and 125 semi-zero grazing units. The County Government came up with a farm pond design of 500m³, which can sustain crop production through supplemental irrigation of 0.25 acres and 0.125 acres for high value crops. Considering the fact that different crops have different crop water requirements, the County purchased three backhoes that are assisting in mechanized pond construction at a subsidized price of Kshs 4,000 per hour as recommended by the County Assembly. So far over 2,500 such ponds have been excavated most of which are in use in small-scale household level irrigation for food production.

- c) **Horticulture Value Chain Development:** Makueni County has a comparative advantage in mango, citrus fruits and avocado farming. The County has the second-largest households involved in mango farming in the country and the highest number of citrus farmers with 9% of the households growing mangoes and 15% of those involved in citrus fruits coming from Makueni County. In addition, the County is ranked 11th in the number of households involved in avocado farming in Kenya⁹. To spur this, the County Government implemented the following interventions:

i. Establishment of the Makueni Fruit Processing Plant (MFPP).

This Plant was necessary to address the challenge of market access and post-harvest losses of mangoes and other tropical fruits. In partnership with the European Union (EU) and the United States of America Agency for International Development (USAID), the Plant has a production line for puree (pulp) and another one to reconstitute the puree into a ready-to-drink juice that is due for commissioning. The Plant has provided a new market for mangoes, at improved prices, from a low price of Kshs. 3 to between Kshs. 5 and Kshs. 7 per piece. Farmers sell their mangos through Co-operatives and it is believed that if they were able to sell directly, they could earn more per mango. Farmers sold 3,343.30 Metric Tonnes (MTs) of mangoes worthy Kshs. 56.6 million to the MFPP

between FY 2018/19 and 2020/21. There is potential to increase this gain if the farmers are allowed to sell directly to the plant. Over the same period, the factory processed and sold 1,536.31 MT of puree valued at Kshs. 110.6 million. As a result of the Plant and other interventions, including engagement of the regulator in this Sub-Sector, the Horticultural Crops Development Authority (HCDA), to support producers on food safety and to identify, certify and register off-takers, dealers or agents, mango production across the County increased from 274,741MT in 2015 to 337,730 MT in 2019 with a market value of Kshs. 4.12 billion in 2020. Post-harvest losses were reduced from a high of 50% to less than 24% saving the farmers over Kshs. 72.8 million annually. Mangoes have accessed export markets including the EU and US markets taking about 2% of the mango market and earning the farmers over Kshs. 4.9 million annually.

- ii. Provision of fruit seedlings to farmers:** To further support the horticulture value chain development, the County Government distributed mango and avocado seedlings to 2,115 and 1,724 farmers respectively. It also established two (2) certified nurseries and two (2) mother orchards around Nzaui/Kilili/Kalamba Ward and a fruit tree nursery at the ATC Kwa Kathoka in Muvau/Kikumini Ward. In addition, 112 small-scale farmers were supported with hybrid seeds, fungicides, and insecticides to enhance horticulture production under the Small-Scale Irrigation and Value Addition Project (SIVAP).
- iii. Partnership to Support the Horticulture Value Chain:** In collaboration with World Bank through the Kenya Devolution Support Programme (KDSP), National Government Small-Scale Irrigation and Value Addition Project (SIVAP), and the Micro-Enterprise Support Programme Trust (MESPT), the County Government has trained 3,315 farmers on Good Agricultural Practices (GAPs). It has also constructed and equipped 3 cold storage facilities at Kalongo in Kilungu, Kalawani in Tulimani and Kavuthu in Mbitini all with a

capacity of 10MT each; collection/grading centres, and improved linkages with new local and international markets of fresh produce.

- d) Industrial Crops Development.** The major industrial crops in the County are coffee, cotton, sisal and macadamia. The production of coffee and cotton is on a downward trend due to low prices. Coffee is rapidly being replaced by macadamia while cotton has been overtaken by the production of green grams that fetch better prices. The demand for sisal products like baskets is increasing due to the ban on plastic materials. The effort by the County Government to promote industrial crops include the distribution of 23,227 macadamia seedlings (2018-2020) to 5,839 farmers as a result of which the area under macadamia increased by 155.96 Hectares. The production increased from 588 MT in 2015 to 847 MT in 2020. Price improved from Kshs. 65 per kg in 2014 to Kshs. 150 per kg in 2019. Farmers were also mobilized, organized and trained in the macadamia crop value chain.

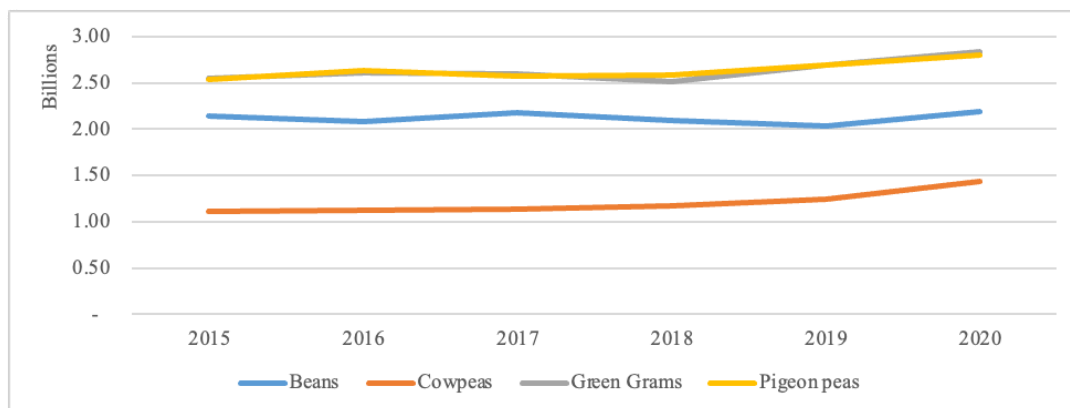
A feasibility study on macadamia was done and a macadamia nursery established on a 1.0-acre farm at Kithungo/Kitundu Ward in Mbooni Sub County with a 50-mother orchard seedling on site. A five-acre plot was purchased at Utangwa in Kithungo/Kitundu Ward to construct model orchards and Macadamia processing plant. To support sisal, coffee, cotton, and sunflower, the Government purchased and distributed 16 decorticators, 12 twiners and 2 heavy-duty sewing machines to sisal farmers, rehabilitated Kwa Longo Coffee Factory, distributed 52 MT of cotton seeds to 3,772 farmers and collaborated with Digi Farm to supply farmers with 1,275 Kilogrammes of sunflower seeds from which 172 MT of produce was harvested and marketed at the value of Kshs. 5.68 million.

- e) Grains Value Chain Development.** Makueni County is ranked second nationally in terms of the number of households involved in green grams farming. On average, 29% of the households in the County grow green grams. The County Government has made deliberate efforts to commercialize green grams' value chain development in the County. The following interventions were carried out: setting up the Makueni

Integrated Grain Value Addition Plant in Makindu with a capacity of cleaning 2 MT of grain per hour; construction of green gram collection centre at Masongaleni Ward; distribution of certified seeds (42.5 MT of green grams, 11.25 MT of beans and 10.5 MT of cowpeas) to farmers to increase production and productivity; establishment of 24 seed bulking/multiplication sites across the County; mobilization of Common Interest Groups (CIGs) dealing with pulses into an Apex Cooperative (MAGROFA) which has an aggregation and collection centre with weighing and sorting capacity for initial quality control at each Ward or Sub-Ward; mobilization of 5,671 members from four primary cooperative societies dealing with grains across the County into an apex cooperative known as the Makueni Grain Farmer's Cooperative Limited (MAGRAINS); support to 42 aggregation centres with a digital weighing machine, a grain sieve and a sheller to nine farmer groups; and collaboration between the County Government and Safaricom Digi Farm to provide certified seeds and training to farmers in the lower zones in the County. Digi Farm also connected producers to markets.

The deliberate investment in the green grams value chain development has led to a 14% increase in green grams' production from 45,415 MT in 2015 to 51,611 MT in 2020. Productivity increased from 2 bags (each bag 90 Kgs) per acre to 8 bags per acre on a pure stand using certified seeds translating into an 11% increase across the County.

- f) **Other Pulses.** The total area under pulses in the County increased by 9% from 230,503 Ha in 2015 to 252,362 Ha in 2020. There has been a consistent increase in commodity prices over the production period. This analysis reveals that pigeon peas and green grams generated the highest income followed by beans and cowpeas respectively. The value of pulses produced increased by 11 percent from Kshs. 8.34 billion in 2015 to Kshs. 9.26 billion in 2020.

Figure 22: Value of Pulses Produced, 2015 -2020.

Source: Makueni County Statistical Abstract, 2021

- g) Irrigation Development Programme.** The proportion of households carrying out irrigation farming in the County is 6% while the area under irrigation is 6,995 Ha. The County has an irrigation land potential of 27,336 Ha. This shows that the irrigation Sub-Sector is underdeveloped due to challenges like lack of an irrigation development strategy, inadequate irrigation skills and the high cost of setting up irrigation infrastructure. During the period under review, the Government implemented several initiatives that contributed to a 28% increase in the area under irrigation from 5,448 Ha in 2015 to 6,995 Hectares in 2020.

The initiatives included: rehabilitation of irrigation schemes including 44 Hectares of land at Utangwa Irrigation Scheme in Kithungo/Kitundu Ward and Kyemwee Irrigation Scheme (42Ha) in Ukia Ward; Micro Irrigation Schemes - surveying and development of 17 micro-irrigation sites totalling 85 Ha for setting up of irrigation systems under SIVAP, a project implemented in collaboration with the National Government; rehabilitation of the Kilombo earth pan and surveying of 3 catchment areas for Muangini, Muuni and West Ngosini under the National Agricultural and Rural Inclusive Growth Project (NARIGP) implemented in collaboration with the National Government are expected to add additional land under irrigation; rehabilitation of Kikome, Kyaluma and Kwa Kyai Irrigation Scheme infrastructure; and excavation of 1,312 farm ponds to improve water harvesting for irrigated agriculture.

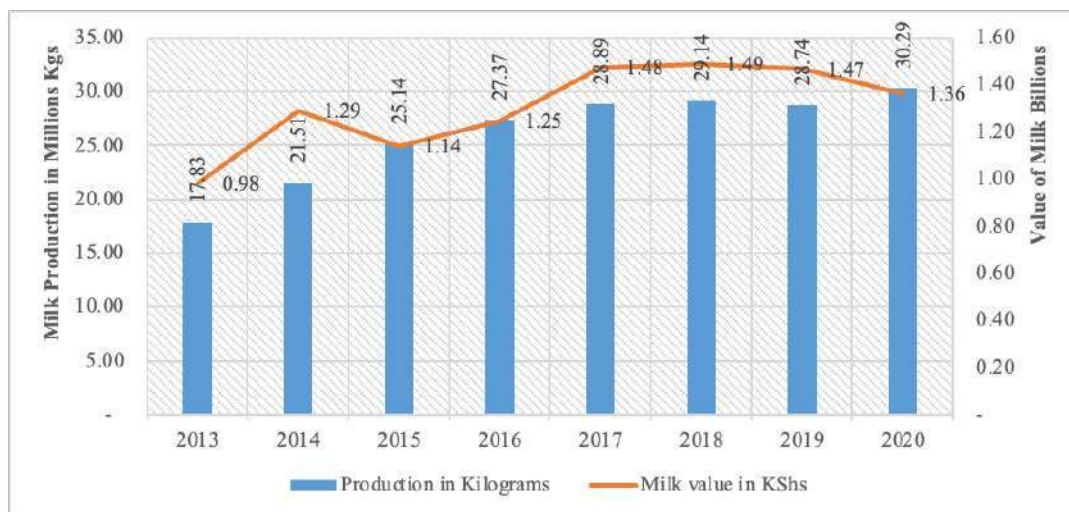
h) Dairy Value Chain Development. The County Government has consistently invested in pasture and fodder development, milk aggregation and value addition, subsidized artificial insemination, livestock disease control and farmer organization and education to enhance growth in the dairy value chain. Over the period under review, the County Government has carried out the following projects:

i. Infrastructure Development: The County Government supported the construction of dairy premises at Kathonzweni, Ilima and Kaiti. It purchased and installed a processing plant of 1,000 litres/hour capacity in the Kathonzweni Dairy Processing Plant with support from ILRI (USAID); support to Kikima Dairy with a mini Dairy Plant, support to 14 Dairy Cooperatives with 12 refrigerators, milk coolers (300 – 1,000 litres) all totalling 7,650 litres capacity in collaboration with the National Government, eight 3,000 litre capacity coolers totalling 24,000 litres have been provided to seven large cooperative; eight pasteurizers with capacity of 3,400 litres, two stand-by generators, two milk ATMs, two motorbikes; a 700-litre container mounted tuk-tuk for ease of collection of milk from farmers, four sets of milk quality testing kits, ten milk cans, one digital weighing scale, and thirteen quality control equipment kits to support milk Co-operatives and organizations; electricity connections to Kilungu, Makiou, Kilala, Kaiti, Kikima, Kathonzweni and Kisau/Kiteta; Artificial Insemination (AI): 52,078 dairy cattle were inseminated through the subsidized AI programme with a conception rate estimated at 66% on the first insemination and over 80% with the second insemination at a cost of Kshs. 300 to the farmers.

ii. The Government has supported fodder development through supply of 950 (90Kg) bags of Bracharia seed to farmers for planting, established 400 acres of improved fodder, purchased eight manual hay balers and constructed four hay stores in the County. The seeds were distributed to dairy farmers in Kithungo/Kitundu Ward in Mbooni Sub-County which led to establishment of 400 acres

of improved fodder. In Kilome and Makueni Sub-Counties, the introduction of Bracharia was done by ILRI. In Kaiti Sub-County, the County partnered with KARLO and USAID/KCDMS. This has led to increased milk production and value by improving availability of livestock feed hence sustained milk production. Farmers have also sustained their livestock feed reserves and have recorded increased household income through selling fodder. These among other interventions have largely contributed to a 70% increase in annual milk production from 17,825,481 litres in 2013 to 30,288,000 litres in 2020; capacity building of 4,500 farmers were trained on dairy husbandry through on-farm demonstrations and benchmarking tours. The County also collaborated with MESPT through support from DANIDA (AgriFi project) to establish a model dairy unit at the Agricultural Training Centre (ATC) at Kwa Kathoka; formation of Apex Co-operative: Makueni Co-operative Creameries, an umbrella/apex Co-operative was formed for all dairy producer Co-operatives in the County to help strengthen good governance and leadership; and development of a County Dairy Development Strategy; and support to clean energy production by delivering five (5) bio digesters in Mbooni Ward.

The results of these interventions include increase of the number of dairy cows (pure and crosses) increased by 39% from 21,235 heads in 2013 to 29,556 heads by end of 2020; 70% increase in annual milk production from 17,825,481 litres in 2013 to 30.28 million litres in 2020 with the value of milk increasing by 39% from Kshs. 980 million in 2013 to Kshs. 1.36 billion in 2020. This is supported by the number of Dairy Co-operatives and self-help groups that have increased from 11 in 2013 to 21 (13 Co-operatives and 8 Self-Help Groups) in 2020 with one County apex Co-operative to drive the Dairy Sector.

Figure 23: Annual Milk Production and Value, 2013-2020.

Source: Makueni County Statistical Abstract, 2021.

- i) **Poultry Value Chain Development.** Poultry keeping is one of the main alternative sources of livelihood in Makueni County for the majority of rural poor. The County has a comparative advantage in indigenous poultry farming and is ranked fourth nationally with the highest population of indigenous chicken after Nakuru, Machakos and Kakamega respectively. 55% of the households in the County are involved in poultry farming (KPHC, 2019).

The County Government has invested in the poultry value chain through the distribution of chicks, vaccination and training of farmers. The specific interventions that were implemented include: capacity building of 15,626 farmers and distribution of 77,472 birds to 16,285 households for breed improvement; training and equipping of 458 village-level vaccinators with vaccine cool boxes to improve access to poultry vaccines; construction of four poultry aggregation centres, two under the Agricultural Sector Development Support Programme (ASDSP); on-going construction of a poultry slaughterhouse in partnership with the National Government and the Hungarian Government in Kitise/Kithuki Ward; and mobilization of 376 poultry Common Interest Groups (CIGs) into an apex poultry body of indigenous chicken producer's Co-operatives. The distribution of birds to the farmer groups was determined by demand at Ward budgeting as tabulated in Table 4.

Table 4: Distribution of Breeding Chicken 2013 -2022.

Sub-County	Number of Chicks Given	Number of Beneficiary Households
Kaiti	4,410	1,219
Kibwezi East	22,734	4,518
Kibwezi West	21,888	4,530
Kilome	540	108
Makueni	6,090	1,424
Mbooni	21,810	4,486
	77,472	16,285

Source: Department of Agriculture.

These interventions have led to: increase in indigenous poultry by 68% from 938,922 in 2013 to 1.58 million in 2020; increase in annual egg production by 22% from 29.1 million in 2015 to 35.6 million in 2020; increase in annual poultry meat production by 13% from 4,453 MT in 2015 to 5,045 MT in 2020; and increase in the annual earnings from both poultry meat and eggs by 36% from Kshs. 810 million in 2015 to Kshs. 1.098 billion in 2020.

j) Fish Development. To support fish farming, the Government made several initiatives: 30 Trainers of Trainers (ToTs) were trained on aquaculture production, value addition and fish feed formulation. 12 common interest groups were trained on dam resource utilization and fish value addition and 6 others supplied with 36 fishing nets to support their fish farming in dams and a model hatchery constructed at ATC Kwa Kathoka with a capacity of 252,000 fingerlings per cycle. Fingerlings are supplied to farmers at subsidized prices of 10/- per piece. The hatchery has so far propagated 115,600 fingerlings and stocked 34 dams and pond aquaculture with 183,500 fingerlings of assorted species. The County Government also constructed a fish feed centre within the same premises. The long-term sustainability of this sub sector is not clear in the light of experiences from the Economic Stimulus Programme.

k) Honey Development. The County Government has carried out several interventions to boost beekeeping as an alternative farming method. These interventions include supplying of hives, honey equipment and

personal protective equipment to youth and other farmers. During the period under assessment, the following interventions were carried out: training of 21 beekeeping service providers on site identification, apiary setup, hive inspection and harvesting services; training of 25 youth groups and 120 bee farmers and support with 1,300 hives and honey extraction materials, 15 honey-harvesting kits complete with personal protective gears; renovation of Kibwezi Honey Refinery; bee survey and set up of an apiary demonstration farm at ATC Kwa Kathoka. These interventions have led to: increase in the annual quantity of honey produced in the County by 19 percent from 582,513 Kgs in 2015 to 694,634 Kgs in 2020 and increase in the annual earnings from honey production by 109 percent from Kshs. 233 million in 2015 to Kshs. 486 million in 2020.

- I) Livestock Disease Control.** Animal health services are critical for the prevention, control and eradication of diseases that adversely affect the productivity, quality and marketability of animals and animal products. Over the period under review, vaccination programmes have been undertaken across the County to stem the spread of disease outbreaks including Foot and Mouth Disease (FMD), Black-quarter, and Lumpy Skin Disease (LSD) in cattle; Contagious Caprine Pleuropneumonia (CCPP) in goats, rabies in dogs and new castle disease (NCD) in poultry. The vaccination coverage falls short of recommended 70% of at-risk populations. To this end, the County Government has vaccinated 123,315 cattle against FMD and 338,223 cattle against LSD, 161,263 goats against CCPP, 357,592 dogs against rabies, and 1,138,619 poultry against NCD across the County. The dog vaccination was a pilot rabies elimination project supported by World Animal Protection among other partners. In order to support disease surveillance and response, the County Government purchased an ambulatory vehicle and a standard double cabin to support disease surveillance, established a veterinary referral system and a first level veterinary laboratory in the Department of Agriculture offices where samples taken from animals in the field are processed for onward transmission to reference veterinary laboratories in Nairobi. Over the period under review, the Department has conducted 22 veterinary camps during which some 21,304 animals were treated/

vaccinated belonging to 1,909 households and the owners trained on animal health.

- m) **Veterinary Public Health** provides quality assurance for meat and meat products. In this regard, the Government conducted meat inspection at designated points of slaughter, slaughterhouses or slabs; all licensed points are licensed within certain set standards that ensure hygiene at slaughter, handling and transportation of meat. The County has so far licensed 54 slaughterhouses/slabs. With a capacity of 23 meat inspectors, there has been a total of 63,232 bovine and 239,415 shoats' carcass inspections. As a result, there has been no report of food poisoning from meat and/or meat products during the period under review.
- n) **Extension Services Uptake.** In order to support extension service delivery, the County Government implemented various initiatives. It recruited 55 new officers and 240 community extension volunteers (CEVs) across all the Sub Counties and trained them to support the provision of basic extension services. They also helped in: improving agricultural data collection and collation; procuring 57 new motorbikes and 5 new motor vehicles to support agricultural field extension officers; supplying 240 soil levelling sets; profiling 216,000 farmers through the Makueni E-Farmers Platform (Digi Farm) in collaboration with Safaricom and farming households; mobilized and organized farmers into producer and marketing groups; and supported annual agriculture trade shows and exhibitions, farmer field days and Farmer Field Schools (FFS) to promote adoption of improved agricultural technologies.
- o) **Farm Mechanization Services.** The Government established the Mechanization Unit at ATC Kwa Kathoka. It equipped it with seven tractors, two balers, one excavator, one rake, one mower, two harrows, two rippers and two ploughs. The unit provides tractor and plant hire services, surveys and designs of farm structures including terraces, earth dams, and water pans, opens up farm roads to assist farmers to access markets and provides mechanization extension services. It has so far ploughed 937 acres, harvested 6,660 bales of forage and excavated 194 farm ponds generating County revenue amounting to Kshs 4.9 million

since 2014. The Government should consider privatising this service or giving it some autonomy for sustainability.

Findings

- i) **Shared Responsibilities in Agriculture.** The sector shares its responsibilities with farmers. Farmers play a critical role in determining their farming systems. They can decide on the amount of resources to put in soil and water conservation, the quantity of manure or fertilizer to apply, or whether to spray their crops. The vagaries of weather also greatly determine agricultural outcomes thus affecting farmers' incomes and employment levels. Failure of rains in three consecutive seasons in 2021/2022 is a manifestation of adverse effects on agricultural production. This affects the entire agricultural value chain. This scenario also applies to the livestock subcomponents.
- ii) **Inadequate Capital.** Most farmers do not have adequate capital to invest in their farming systems. Due to various factors, access to credit is limited.
- iii) **Institutional issues.** The Government has not provided a clear operational structure for the Department/sector. This impacts negatively on the motivation of staff.
- iv) **Capacity.** The Government has not addressed capacity gaps in the sector. Similarly, it has not developed infrastructure that would support agriculture including irrigation, laboratories; and build capacity on new technologies; providing the necessary resources needed to implement the policies and the sector mandates.
- v) The agriculture sector contributes 78% of the County Gross Product, provides employment to the majority of the people and assures food security.

Recommendations

- i) The Government should enact legal instruments to support implementation of the Makueni County Agriculture and Livestock Policy; review the Policy

and see if there are any Policy gaps and address them.

- ii) It should provide a clear operational structure for the department/ sector; develop a succession management plan; develop and implement necessary human resource documents to enhance staff motivation; replace aging staff and develop and implement structures for inter-sectoral collaboration.
- iii) Capacity gaps in the Sector should be addressed. These include: the development of infrastructure, support to irrigation projects, laboratories; build capacity on new technologies; and provide necessary resources needed to implement the Policies and the Sector Mandates such as personnel, funding and infrastructure.
- iv) **Governance.** The Government should put in place legal instruments to support the implementation of the Makueni County Agriculture and Livestock Policy and review the Policy to determine whether there are gaps.

2. Health Services

Access to quality healthcare is a basic right under the Constitution of Kenya (2010). The sector has made significant achievements toward the realization of quality healthcare for its residents. The Kenya health sector is guided by seven (7) building blocks namely: health infrastructure, health products and technologies, human resources for health, health financing, health leadership and governance, health service delivery and health information systems. The Makueni County Universal Health Policy, 2020 was formulated to address health care in line with provisions of the Constitution of Kenya (2010), Kenya Vision 2030, Makueni County Vision 2025 and the CIDP 2018-2022.

Access to health care would be achieved through: transforming health standards to achieve quality health care for all; reducing morbidity and mortality through enhanced health emergency response; attracting and retaining qualified medical staff; developing health care services and health financing; and automating health information system. The achievement of the above objectives would ensure that people participate in their own

development without wasting time in health facilities. Table 5 shows some of the critical health data and how it has improved over time.

Table 5: Critical Health Data.

Indicators	Makueni County			
	Unit	2018	2019	2020
1. Prevalence of stunting (height for age <-2 standard deviation from the median of the World Health Organization (WHO) Child Growth Standards) among children under 5 years of age	%	2.6	3.9	2.1
2. Prevalence of malnutrition (weight for height <-2 standard deviation from the median of the WHO Child Growth Standards) among children under 5 years of age, by type (wasting)	%	0.2	0.3	0.3
3. Prevalence of malnutrition (weight for height >+2 standard deviation from the median of the WHO Child Growth Standards) among children under 5 years of age, by type (overweight)	%	0.3	0.5	0.3
4. Prevalence of anaemia in women aged 15 to 49 years, by pregnancy status (percentage)	%	37.9	39.8	48.3

Source: Department of Health Services.

Policy and Legal Interventions: The Government has formulated the Makueni Universal Health Care Policy, 2020 which addresses health care improvement under six thematic objectives: health outcomes - improving population health; financial protection - limiting the burden of health care costs borne by patients; quality - improving the quality of care; efficiency - improving the cost-effectiveness of health care services; equity - ensuring

that priority health services of good technical quality are available for all those in need, irrespective of economic, geographic, gender, ethnic or other characteristics, and sustainability - improving the health system's financial viability by ensuring alignment between the services covered and available financing streams and by lowering long-term health expenditure growth.

Programmes and Projects: Since the establishment of the Government, the Sector has made significant achievements in the building blocks as discussed below:

a) Health Infrastructure Development. Over the years, the Government has been committed to enhancing quality health care for all. In 2013, the County had 21 Level Three hospitals and 125 dispensaries. On average, the distance to a health facility was six (6) km and the doctor to population ratio was 1: 22,000 against the recommended standard of 1: 10,000 while the nurse-to-patient ratio was 1: 2,000 against the recommended standard of 1: 1,000. In order to realize the above objectives, the County Government allocated Kshs.22.3 billion to the County Health Sector. The County Government has made huge investments in this building block over the last 10 years. Firstly, the number of public health facilities has significantly increased by 120% from 109 in 2013 to 237 facilities in 2022.

According to Kenya Harmonized Health Facility Assessment, 2018/2019, the number of facilities serving 10,000 people was 3.5 against national average of 2.2. Secondly, a total of 67 rural health facilities were rehabilitated and 17 additional inpatient-Wards constructed over the period under review increasing the number of inpatient Wards from 15 to 32. The number of inpatient beds per 1,000 people was 14.3 in 2018/19 against the national average of 13.3. Thirdly, the number of health facilities connected to electricity grid increased significantly from 62 in 2013 to 123 facilities in 2022. Fourthly, investments in this building block increased access to health services by reducing the distance from 8 Kms in 2013 to 4.5 Kms in 2022 thus surpassing the recommended WHO average distance of 5 Kms. Lastly, radiological and imaging equipment were acquired including Digital X-Rays and CT scan for Makueni County Referral Hospital and Makindu Sub-County Hospital. Theatre equipment,

renal equipment, Intensive Care Unit (ICU) equipment, and radiology equipment was supplied to level 4 hospitals. In total, 3 new Digital X-Ray systems and 6 new theatre machines were installed in the hospitals.

b) Health Commodities and Technologies. The Health Products and Technologies (HPT) block encompasses regulation, production and trade, procurement, supply and distribution and utilization of health commodities. Over the years, the County Government has spent Kshs. 2.3 billion to purchase medical drugs, which translates, to Kshs 287 million on average per financial year. This has ensured that the 237 health facilities have almost an uninterrupted supply of medical drugs for use by patients. This block has led to the following results:

- i) The percentage of health facilities with essential medicines (order fill rate) improved from 55% in 2013 to 70% in 2022. Due to various factors, there were cases where some facilities did not have adequate essential medicines; the percentage of health facilities with 20 selected tracer non-pharmaceutical supplies (order fill rate) increased from 78% in 2013 to 98% in 2022.
- ii) Currently, the Government has initiated plans to fully automate the commodity supply chain management, which will greatly support the management of health commodities in the County.

c) Human Resources for Health. This strategy relates to managing the County's health human resources. It aims at ensuring the availability of highly skilled health workers, equitable distribution and retention, improving the institutional and health worker performance, capacity building and development of the health workforce. The Government has progressively increased the number of health care staff across the different cadres over the years by 161% from 716 staff in 2013 to 1,872 staff by 2022. As a result, the doctor: patient ratio has improved from 1: 22,712 in 2013 to 1: 16,149 in 2022 while the nurse-patient ratio has improved from 1: 1,932 to 1: 1,502 in 2022. The health care workers get opportunity to undergo continuous medical development including periodic seminars on topical issues. Table 6 shows the staff status by

category.

Table 6: Staff Status by Category.

Type of Personnel	2016	2017	2018	2019	2020
Doctor/Medical Officers	38	41	56	66	66
Consultants					
Registered Clinical Officers	72	88	91	138	138
Clinical Officers (Specialists)					
Clinical Officers (General)					
BSc Nursing	15	18	25	8	8
Kenya Registered Community Health Nurse	348	415	571	719	721
Kenya Enrolled Community Nurse	52	39	45	123	123
Attendants/ Nurse Aids					
Occupational Therapist	6	6	6	7	7
Dentist	4	4	5	9	9
Dental Technologist	2	2	2	4	4
Community Oral Health Officers					
Pharmacists	10	11	11	17	17
Pharmaceutical Technologist	20	24	26	38	38
Physiotherapist	8	8	7	27	27
Orthopaedic technologist	4	4	3	4	5
Medical Social worker	2	2	2	4	4
Plaster technicians	6	6	6		
Laboratory Technologists	76	86	96	156	156
Laboratory Technician	23	25	18	18	20
Health Record & Information Officers	15	17	22	10	10
Health Record & Information Technicians	3	4	5	21	21
Nutritionists	9	10	14	14	14
Public health officer	62	61	80	56	56

Public health technician	14	14	14	39	39
Health Administrative Officer	5	6	6	10	10
Medical Engineering	8	11	8	6	6
Medical Engineering Technologists	9	9	23	23	23
Medical Engineering Technicians	9	9	23	23	23
Radiographers	9	9	9	9	9
Mortuary Attendants	1	1	1	1	1
Psychological Counsellors	0	0	13	13	13
Community Health Officers	11	11	11	11	11
Community Health Assistants	11	11	11	11	11
Grand Total	800	901	1,118	1,494	1,499

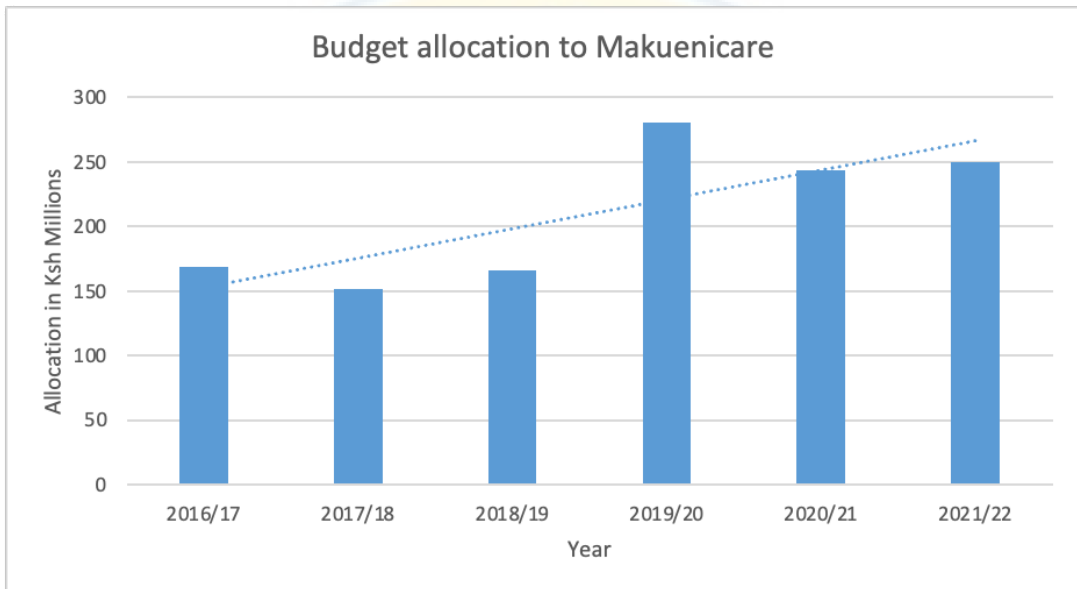
Source: Department of Health Services.

- d) Healthcare Financing.** The health care financing block is geared towards ensuring adequate resources are available for the delivery of the health function in efficient and equitable manner. The County Government has enhanced the budget allocation to the sector from 29% in 2013 to 37% in 2021. Furthermore, County hospitals have semi-financial autonomy to enhance service delivery. Other healthcare financiers include the World Bank, DANIDA, AMREF, Embassy of Poland, Jhpiego, Shina Foundation, Hope Worldwide and Nutrition International among others.
- i) In 2016, the County Government introduced the Makueni Care Scheme, which is a two-tier system that provides free health services to the above 65-year-old and to all other residents at an annual fee of Kshs. 500 per household. This scheme's objective is to protect the citizens from catastrophic out-of-pocket health expenditures. Through it, many citizens who could not access healthcare have been able to get quality health services over the years. At the same time, the scheme mandates every household to make an annual subscription of Kshs. 500 to access health care in County facilities, which has since been increased to Kshs. 1,000. This increase aims at reducing the deficit that accrues due to the high cost of running the scheme. Cumulatively the scheme received

funding of over Kshs. 1.2 billion.

- ii) Allocation to Makueni care. This activity commenced operations in fiscal year 2016/17. So far it has been allocated a total of Kshs. 1.2 billion as indicated in figure 23.

Figure 24: Allocation to Makueni Care.



Source: Makueni County Treasury, 2022.

- iii) With reducing allocation from the National Treasury and increasing demand for services, there is need to diversify health care financing. It is against this background that the County Government has collaborated with the National Government in the registration of citizens to the NHIF scheme. The NHIF uptake has increased from 8% in 2013 to 15% in 2022.

- e) **Health Leadership and Governance.** The health care facilities are governed through hospital boards at level 4 and 5 facilities while level 2 and 3 are governed through Health Facility Management Committees in line with the Health Act, 2017. In addition, the Government has established community health units as prescribed in the community health strategy. The purpose is to strengthen health management at the health facilities. The Government has continuously enhanced the capacity of these boards

and health Committees with the necessary skills and knowledge required for the effective implementation of their roles.

- f) **Health Service Delivery.** There has been significant improvement in the service delivery indicators over time. These include the proportion of children under one year fully immunized thus improving from 85% in 2014 to 92% in 2019; the percentage of deliveries conducted by skilled birth attendants improved from 35% in 2014 to 64% in 2021; service delivery at the community level (KEPH Level 1) improved significantly since 2013 with the CHUs increasing from 90 in 2013 to 239 in 2022. Table 7 shows status of some of the health service delivery indicators.

Table 7: Performance of Health Service Delivery Indicators.

Area	Indicator	2013/14	2017/18	2018/2019	National 2018/2019
Child Health	Child Mortality Rate	35/1000	32/1000	31/1000	36/1000
	Fully immunized	85%	90%	92/100	
	Neonatal Mortality Rate	31/1000	29/1000	27/1000	33/1000
Maternal Health	Maternal Mortality Rate	488/100,000	362/100,000	362/100,000	400/100,000
	Under Five Mortality	49/1,000	45/1,000	43/1,000	47/1,000
	Skilled Delivery	35%	62%	64/100	60%
	4 th ANC	32%	53%	54/100	42%
	FP Uptake	54%	56%	56/100	62%
Public Health	Latrine Coverage	86%	91%	93/100	90%

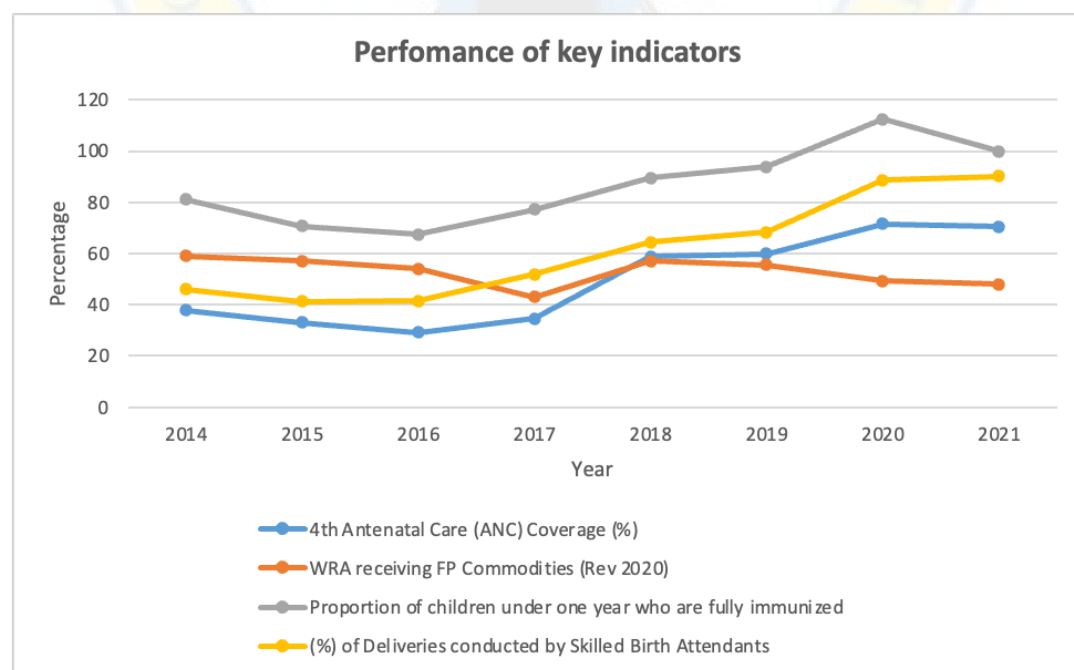
Nutrition	Stunted Children	25.1%	22%	22/100	26 %
	Wasting in Children	2.1%	2.5%	2.5/100	4%
	Vitamin A Coverage	45%	67%	75/100	65%
	Underweight Children	10.2%	8%	8/100	10%

(Source: KDHS, 2014, KNBS and DHIS2 (2019), CSA 2021).

To support the community health strategy, the Government has continuously built the capacity of the Community Health Volunteers (CHVs) and prepared the Community Health Strategy that supports programmes and strengthens community health services; and a structured comprehensive referral system has been enhanced with 16 ambulances purchased over the period thus linking the lower level to the higher-level facilities in case of referral cases.

Performance of Service Delivery Indicators. Figure 24 is a presentation of performance of the cited service centres from 2014 to 2021.

Figure 25: Performance of Key Health Service Delivery Indicators.



Source: KDHS (2022).

g) Health Information System. The Health Information System covers five inter-linked key areas of information generation, validation, analysis, dissemination and utilization. There has been tremendous improvement in the collection and analyses of health information data accompanied by more Data Quality Assessments (DQAs), increased training and improved partner support in data collection and management that have all contributed to increased levels of timely reporting and data use. This progress is attributed to continuous improvement in health guided by key health information Policy documents and governance frameworks. The proportion of health facilities submitting complete reports has increased from 85% in 2013 to 100% in 2021.

Findings

- a. While the citizens hail improvements in the sector, services such as laboratory and maternity lack in some facilities forcing community members to travel long distances to access them.
- b. Due to unplanned expansion of Level One facilities, there is intermittent supply of essential medicine in dispensaries and health centres. In addition, some facilities are not connected to the electricity grid and the internet. There is also lack of specialized skills to operate certain machines and equipment.
- c. All health facilities provide similar services. For example, there is no facility designated as specializing in dental treatment or renal conditions.
- d. All the level four (4) hospitals are automated.
- e. Distance to a health facility has been reduced from 8 to 4.5 Kms.
- f. The County Government should enhance the fight against non-communicable diseases such as hypertension, diabetes and cancer through creating awareness, encouraging constant and regular testing for early detection through public campaigns, education on good eating habits and lifestyle change.

- g. Staffing should be enhanced across all cadres to meet the recommended WHO threshold.
- h. Specialization by medical condition should be inculcated in planning of health facilities.
- i. With the declining donor support for programmes, the Government should come up with an alternative resource mobilization strategy to help fund programmes that were previously funded by donors such as the HIV/AIDS programme.
- j. The County Government should enhance health allocation for effective implementation of health programmes.
- k. The maintenance of a health facility's infrastructure is key to good health outcomes. There should be regular repairs and maintenance.
- l. There is a need for skills upgrading and regular training on specialized skills to keep up with the ever-changing technology in the medical field.
- m. Community health services are key to improved health outcomes. The Government should come up with a strategy on how to facilitate and ensure the programme is enhanced; and
- n. There is a need to continually modernize health equipment and infrastructure.

The healthier the citizens of a country, the more effective the workforce; the better the health of their children. It broadens job opportunities and reduces income inequality. A healthy nation contributes uninterruptedly to the economy of the country.

3. Access to Water

Introduction

The Makueni County Vision 2025 states that the County is generally dry and faced with acute water shortage that has a direct impact on economic development. In 2015, the average distance to water point was estimated at eight kilometres. There are periodic cyclical droughts and shrinking

water sources due to encroachment and degradation of watersheds/towers, uncontrolled sand harvesting and limited awareness on water harvesting and management technics among the populace. The main sources of water for the population are seasonal and permanent rivers; springs; boreholes and wells; and dams and roof catchment. The County faces limited resource allocation for water development and inadequate institutional capacity to manage and explore the available water resource potential. Water has a high priority in the County and its access plays a foundational role in laying the basis for facilitating agricultural production, employment for the rural masses and livelihood guarantee. In 2013, the County's water demand was 22,113 M³/day. In an attempt to solve the water shortage, the Government allocated Kshs. 8.9 billion over the last 9 years. The current water production is 20,468.28 M³ per day against a demand of 42,360 M³ per day leaving a water deficit of 21,895.25 M³ /day. This translates to water coverage of 48% against national water coverage of 52 percent.

Policy and Legal Framework. The Government has enacted the Makueni Water Act, 2020, the Makueni Water Policy, 2021 and the Makueni Water Service Regulations, 2020 to address some of the current water challenges within the County. The enacted legal framework provides for the development and sustainable management of water and institutional framework for water, sanitation and sewerage services.

Institutional Framework: The County has registered three water and sanitation companies to support provision of water and sewerage services. Out of the three, only one, Kibwezi Makindu Water and Sanitation Company (KIMAWASCO,) is registered with the Water Services Regulatory Board (WASREB). Mbooni Water and Sanitation Company has connected water to 1,300 consumers while Wote Water and Sewerage Company (WOWASCO) 2,000 consumers although half of them are inactive. KIMAWASCO supplies water to over 4,000 consumers. Other than the water companies, the Government has continued to develop water sources and hand them to the community through Project Sustainability Committees.

Programmes and Projects: The Sector implemented various strategies and programmes since 2013. A total of 1,592 new water sources were developed:

Table 8: Development of Water Sources.

Source	2013	2022
Protected shallow wells	68	172
Protected springs	4	103
Surface water sources (sand dams, earth dams and water pans)	448	795
Boreholes	117	312

Source: Department of Water.

Some of these projects include: 35 rock catchments, 36 streams, the construction of 3 medium-sized earth dams, these are: Kamunyolo (104,000M³), Katilini (95,000M³) and Kwa Mbila (75,000M³) including pipeline extension; and Athi-Mavindini project serving 750 households. Some projects under completion include: Athi-Kalawa which is expected to serve 80% of the Ward and the Athi-Tunguni Water Project expected to serve Nguumo, Kikumbulyu North and Kikumbulyu South Wards.

Findings:

- Although access to water has improved, the size of the projects means that they dry up when water is in great demand.
- Governance issues are prevalent in most of the community managed projects and also in some water and sanitation companies.
- Cost sharing in project implementation is a not prevalent thus perpetuating dependency on the Government. This threatens sustainability of the projects especially boreholes.
- Two water and sanitation companies find it difficult to comply with all the regulations especially from WASREB.
- While a lot was achieved in this sector, it is important that projects are planned and funded in full. Boreholes that are drilled and capped delay benefits to the people.

- f. There has not been adequate integration in project formulation, planning and implementation of water projects. There is need to work with the Department of Agriculture to ensure that soil conservation structures are constructed on the upper catchment to reduce siltation of the dams/pans and the Health Department and NGOs should be involved to ensure citizens have safe drinking water.
- g. Water projects have not been adequately secured (fenced) and all the necessary infrastructures like animal troughs provided for.

4. Education and Sports

The education and sports subsectors are not fully devolved. County Governments are majorly involved in Early Childhood Development Education (ECDE), Village Polytechnics (CTTIs) and libraries and sports. The Government has also been supporting other levels of education through various interventions.

Legal Policy: Makueni County Education and Training Policy, 2021.

The Government developed this Policy as an expression of the collective commitment of the County and concerned stakeholders to promote the creation of quality education and training for the residents of the County.

Implementation Status: The Government has implemented the following initiatives in education and sports:

- a. Early Childhood Development Education (ECDE) Programme:** The aim of this programme is to improve enrolment and retention in ECDEs. This initiative has led to remarkable improvement in access to pre-primary education services across the County. Enrolment increased from 41,820 in 2013 to 45,965 in 2019 and currently to 41,765 in 2022. The decline is attributed to the revision in the school-going age from 3 to 4 years in the new curriculum, which removed the Day Care Centres (Baby Classes). Measures to increase enrolment and retention rates include:

- i. Human Resource:** Before Devolution, ECDE teachers were employed by the respective schools and paid by parents. The current ECDE teacher establishment is 2,612, with 944 employed by the County

Government and 996 by parents and 672 by private schools. The County Government also employed 11 ECDE officers. However, the teacher-pupil ratio stands at 1:44 against the recommended ratio of 1:25.

- ii. Quality Assurance and Curriculum Implementation:** During the inception of devolution, pre-primary education was under the 8-4-4 system of education. However, in 2018 a new Competency-Based Curriculum (CBC) was introduced. The County Government provided a total of 27,000 pupils' activity books and 1,350 teacher's guides for the new curriculum. Additionally, a total of 944 teachers underwent a three-day intensive training on the new competency-based curriculum to build their capacity. Routine and continuous capacity building and quality assurance was carried out for all ECDE teachers in private and public schools every year. This was coordinated at the Sub County and Ward levels;
- iii. ECDE Infrastructure:** ECDE infrastructure was neglected before devolution since parents championed the development of the basic infrastructure such as classrooms and toilets. Most ECDE classes were dilapidated with some pupils learning under trees. In the period under review, the County Government constructed 268 new ECDE classrooms across the County. The classroom components have two rooms, an office block and a toilet facility. 50,000 Kiddy chairs and 11,400 Kiddy tables were purchased and supplied to ECDE schools. 303 water tanks for rainwater harvesting in the schools were also installed. 122 sets of outdoor play equipment that consist of a climbing frame, seesaw, slide and swings were installed in 2021. In collaboration with World Vision Kenya, 1,260 desks for ECDE learners were provided in Kalawa Ward.
- iv. Miscellaneous Activities:** These include: the provision of a feeding programme for ECDE pupils, implemented in collaboration with development partners. In 2019, the County First Ladies Association (CFLA) provided milk to two ECDE centres for one month; support to participate in ECDE Music Festivals at the national level each year since 2016 where the pupils showcase their talents; and

sensitization of parents in about 900 schools on ECDE matters especially on childcare and safety, the importance of the early years and parental obligation among others.

b. County Technical Training Institutes (CTTIs). The Constitution devolved the development and management of village polytechnics. Most of them had been inadequately capacitated resulting into low enrolment rates and negative perception by the community as institutions of last resort for pupils who performed poorly in primary school education. The Government carried out a re-engineering and revitalizing programme through the implementation of interventions to remodel these institutions to become viable institutions for equipping the youth with relevant and competitive skills. These include:

- i. Rebranding the polytechnics to County Technical Training Institutes (CTTIs) and establishing additional 31 new institutions bringing the total to 59 with one centre of excellence (Makueni County Technical Training Centre) and six model centres, one in each Sub-County namely (Ngwata, Kisingo, Enzai, Isovyia, Nzau, and Nduluku); awareness creation and sensitization of the community members on the importance of the polytechnics. Owing to these, the enrolment has increased from 2,929 in 2013 to 4,698 in 2020; continuous capacity building of CTTI tutors and managers on competency-based skills training and administrative skills; and provision of capitation fund to support tuition and infrastructure improvements in the institutes; and
- ii. Establishment of a PWD rehabilitation centre at Wote to address the skills development needs for the people living with disabilities in a conducive environment and introduction of new courses to enable graduates to be more competitive in the job market. The courses include: beauty therapy/hairdressing, metal processing, motor vehicle mechanic, food and beverage, leather technology/shoe making, plumbing, electrical wireman, welding, ICT and motorbike repair. The new courses supplement the existing courses: carpentry, fashion design and masonry.

- c. Libraries:** Libraries are great avenues for children and the community at large to grow their ideas, research and gather information that can help them expand their knowledge and create opportunities for them. There are three libraries in the County: Mutyambua; Kithasyu and Kinyambu libraries which are managed by the Kenya National Library Services (KNLS). The County Government collaborated with Shina Foundation, Children International, and Story Moja to provide books to primary schools. 40 primary schools, 40 secondary schools, and three community libraries benefited from over 14,600 books. A community library has been constructed in Tulimani Ward but it is yet to be operationalized.
- d. Sports Development:** Talent development through sports has significantly improved over the years. The County Government has promoted both development of sports infrastructure and games and sporting activities since 2013. These include: annual football and volley ball tournaments, pool table shooting challenge, rugby and para-volleyball, Paralympics, special Olympics, handball, darts, chess, taekwondo, skating, karate, table tennis and holiday talent camps for 10-17-year-olds. Sports festivals during school holidays have kept the youth busy, productive and away from crime and drug and substance abuse.
- e. The County has developed new and rehabilitated old sporting infrastructure. These include: the development of Ngakaa and Makutano talent centres and the Fitness and Wellness Centre at Wote. Additionally, the Government rehabilitated and standardized 25 playgrounds across the County.
- f. The County Government undertook measures to develop the capacity of sports in the County through the following initiatives: capacity building for sports officials, team managers, 1,723 coaches, referees and first aiders up from less than 100 before devolution; provision of sports equipment, balls, nets, cones and uniforms with a total of 28,000 youth reached through the Ward Sports Development Programme; organized and facilitated sports leagues, County teams, tournaments and traditional sports; purchased a County sports bus available for teams; and advisory services that links sportsmen and sportswomen on development and exposure opportunities at national and international levels. Consequently,

17 players have transitioned to elite clubs or earned jobs through the County Ligi Mashinani Initiative.

g. Support to Education: The County Government has offered support to other levels of education. Some of the interventions are:

i. Provision of Bursaries and Scholarships. This aims at promoting the provision of quality education and training, access, retention and transition in education. The County provides bursary and scholarship support to both new and continuing students at secondary, college and university levels. Since the inception of devolution, 45,579 learners have been awarded bursaries and 551 awarded full scholarships. In partnership with Edulink International and Shina Foundation, the County Government has provided scholarships to 5 disadvantaged young people to undertake degree courses in Business Studies at the Edulink College. The County in addition, facilitated annual workshops with the Kenya Secondary School Heads Association (KESSHA) Makueni Chapter. This has enhanced the relationship between the County Government and schools' management and encouraged better management of funds allocated to schools.

ii. Mentorship for school going children and other community initiatives. Shina Foundation working hand in hand with AIDS Healthcare Foundation mentored primary and secondary school going students along the Nairobi-Mombasa Highway. These students are vulnerable as they live along a busy highway where they could be lured to promiscuous behaviour such as irresponsible sex, theft as well as drug and substance abuse.

Findings.

a. Institutional/Policy. Sports coordination in the County is done through a Sports Council¹⁰ organized from the Sub-Ward to the County level. The institutional arrangement has facilitated establishment of the Council which coordinate various sporting activities and tournaments in the County. The

10 See Annex 4 – Sports Council Organization

arrangement in an innovation which has the community taking charge of their development and reducing overreliance on Government support.

- b. Capacity Strengthening.** The Education Sector has staffing gaps in ECDE and CTTIs. Teacher to pupil ratio is an important indicator in tracking education outcomes. There are ECDE centres with parents employing the teachers while others have teachers employed by the Government. To strengthen equity in access to education, there is need for continuous recruitment of teachers to adequately staff the ECDE centres. CTTI instructors have been trained to ensure that the graduates from the CTTIs match the needs of the market. This is commendable and the rebranding and revitalization of the village polytechnics has addressed the apathy towards the institutes.
- c. Process Matters.** The National Government is in charge of Policy development. The County Government is expected to domesticate the Policy to the County context. The development of technical training institutes by the National Government has impacted on the uptake of the courses in the CTTIs since they are absorbing students for similar training courses offered in the CTTIs. There is need for concerted consultation and efforts by the two levels of Government in the delivery of vocational and technical training. Additionally, this provides an opportunity for innovation by the County Government on training tailored along the devolved functions.

5. Trade Development

In order to better facilitate trade as one of the drivers of income earning, employment creation and poverty reduction, the Government has implemented several strategies.

Policy and legal framework: The following Policy frameworks were developed:

- a. Makueni County Trade and Investment Policy, 2020** to provide an enabling Policy environment to support growth and development of trade in the County;

- b. Makueni County Tourism Policy, 2020** to support the growth of local tourism as one of the key economic pillars by bringing together all stakeholders and partners including the private sector to work towards development, management and marketing of the tourism sector;
- c. Makueni County Cooperatives Policy, 2021** to promote a sustainable cooperative movement for improved socio-economic growth of its residents and to re-align the County cooperative sector to the changed Government management structures, legal and regulatory framework;
- d. Makueni County Cooperative Act, 2017** enacted to spur growth in the cooperative movement. In particular, the Act aimed at promoting trade and development of cooperative societies as per the Constitution of Kenya (2010), through guiding formation, registration and licensing of cooperative societies, promotion of cooperation between the national and County Governments on matters relating to cooperative societies; and promotion of corporate governance of cooperative societies; and
- e. Makueni County Investment Authority Act, 2018** to guide investment in the County.

Programmes and Projects: The Government has implemented the following initiatives to promote trade and investments in the County:

- a. Trade Infrastructure Development.** To boost local trade and assist farmers to market their agricultural produce, the sector constructed 34 new market sheds, 2 open air markets, 12 livestock yards and rehabilitated 13 market sheds with 20 markets installed with solar lighting and grills to ensure that hawkers trade from conducive spaces and to facilitate trade in the agricultural sector.
- b. Consumer protection.** The Government facilitated verification and certification of over 42,000 weighing and measuring equipment and their validation. Over 3,000 traders in the major market centres were sensitized on the 50 Kg packaging rule of agricultural produce in the County.

- c. Micro, Small and Medium Enterprise Development.** In Collaboration with the Kenya Institute of Business Training (KIBT), the County Government trained 35 ToTs under the Business Support Service Providers programme that will continually train MSMEs on successful ways of doing business; training of 4,730 MSMEs in entrepreneurship and business management; supported hawkers in the County through the purchase of two hawkers' lorries. The lorries have made trade more efficient and movements affordable to the hawkers thus registering higher sales compared to the previous years. In addition to registration of hawkers in 39 markets, the Makueni County Hawkers Association, an umbrella body that brings together over 18,000 hawkers from across the County, was also registered. The Hawkers SACCO has also been registered with over 420 active members and a share capital of Kshs. 3million. The hawkers have purchased a third lorry with the proceeds realized from the operations of the two lorries.
- d. Cooperative Development.** The enactment of the Makueni County Co-operative Societies Act, 2017 and Regulations in 2019 had the objective of bringing services closer to the members. The number of registered Co-operatives has grown from 89 in 2013 to 254 by the end of 2020. Table 9 shows the growth of the movement in financial performance. To support agriculture development, the cooperative sector has mobilized the societies to form marketing Co-operatives along the value chains as shown.

Table 9: Apex Cooperatives.

No	Name of Apex Co-operative	V a l u e Chain	No. of Primary Cooperatives and Self-Help Groups	M e m b e r - ship
	Makueni Fruit Joint Cooperative Limited (MAFRUITS)	Mango	12	7,654
	Makueni Grains Farmers' Cooperative Limited (MAGRAINS)	G r e e n grams	3	4,674
	Makueni Cooperative Creameries Limited (MCC)		21	4,600
	Makueni Poultry Co-operative Limited	Poultry	3	3,968

Source: Department of Trade.

Findings.

- a. Policy and Institutional Arrangements.** Access to credit through Tetheka Fund in facilitating start-ups and generally increasing citizen's participation in economic activities through opportunities available due to the existence of an enabling environment for business. There is an ongoing review of the institutional arrangements to re-engineer Tetheka Fund as the source of credit is inadequate. Small scale trading such as running shops, selling vegetables or service industry such as running boda boda business is the second most important livelihood. The Government interventions have significantly contributed toWards improving the livelihoods of the people.
- b.** To facilitate trade including in the areas of unhealthy competition, boda boda sector, and access to credit; regulation of wholesale and retail trade during market days and provision of incentives and subsidies; checking unfair trade practices including influx of counterfeit goods; and promoting

industrial development including incentives such as land and services such as water, electricity and roads.

6. Development Enablers

Introduction

This section covers the broad areas that enable socio-economic development. These are road, transport and infrastructure and energy; Information, Communication Technology (ICT); land, environment and natural resources and urban development. The Makueni County Vision 2025 recognizes these sectors as critical enablers for the socio-economic transformation of the County. The Vision sets out appropriate policies and strategies to develop this critical sector.

7. Land, Environment and Natural Resources

Land is one of the most important resources for development. Makueni County Vision 2025 envisions land development as one of the sectors that contribute to socio-economic development and poverty reduction in the County. The majority of the County residents live in rural areas (910,557) which translates to 92% of the total population and only 8% (77,076 persons) live in urban areas. (KNBS Census, 2019). Most urban settlements have been developed without following the required planning standards. Historical land injustices and high number of squatters, land fragmentation and non-gazetted settlement schemes have led to high number of households without land ownership documents.

According to the feasibility study that was conducted in 2017, the County is endowed with mineral resources that include vermiculite, basalt, granite, kaolin, gemstones and sand resources. These deposits form a mineralized package that creates a great opportunity for sustainable socio-economic development through value addition. Forestry is a shared function between the national and County Governments. The County manages seven County forests (Kitundu A & B, Mbui Nzau, Muuni, Yekanga, Nzaui and Makuli) through various initiatives such as tree planting and provision of forest guards.

Policy and Legal framework: The Government has developed and

implemented the following regulatory instruments to ensure sustainable land, environment and natural resource management.

- a. **The Makueni County Environment and Climate Change Policy, 2021:** This Policy provides a framework for mainstreaming the management and coordination of environmental and climate change efforts across the Sectors. This involves promoting investments in natural capital in agriculture, fisheries, forest and water, energy and resource efficiency, manufacturing, waste management, building and urban design and the transportation Sector in the County.
- b. **The Makueni County Sand Conservation and Utilization Act, 2015.** The Act helps to regulate and ensure sustainable conservation and utilization of sand, provides protection of the environment and ensures equitable sharing of accruing benefits. The Act establishes the Makueni Sand Conservation and Utilization Authority to oversight sand and related activities.
- c. **The Makueni County Sand Conservation and Utilization Regulations, 2015.** The regulations provide for proper functioning of the County Sand Conservation and Utilization Act through the establishment and provision of functions of Ward Sand Management Committees, revenue, sand rates and administrative procedures for both domestic and commercial use of sand.
- d. **Makueni County Climate Change Fund Regulations, 2015:** This Regulation provides for funding for climate change activities identified in the Makueni County Integrated Development Plans.

Institutional Arrangements: The Government set up key institutions to deliver the services provided in the devolved functions:

- a. **The Makueni County Climate Change Fund Board:** The County was the first subnational entity in the country to enact Climate Change Fund Regulations and establish the Climate Change Fund Board. The Board is made up of Government officials; private sector representatives; civil society representatives; and community members. The Board

has been pivotal in mainstreaming climate change in County policies, plans, budgets and projects.

b. The Makueni County Sand Conservation and Utilization

Authority: The County established an autonomous Authority in 2015 to regulate and ensure sustainable conservation and utilization of sand and provide for protection of the environment. The Authority ensures equitable sharing of resources accrued from the sand conservation and utilization efforts.

To effectively manage the institutions and deliver the desired results, various management processes and procedures were established. The Sand Authority is headed by a Board of Directors and managed by a Managing Director with a secretariat and technical support officers. The Sand Authority has full-time human resource while the Climate Change Fund Board and the Wote Municipality are supported by staff from the mother Departments. With the staffing gaps, the independent authorities and agencies are hampered in the delivery of their key Mandates. The Agencies have the budgets allocated to fund their operations; however, they still depend on the mother Departments in expenditure management. The County collaborated with various development partners and actors who have bridged the financing gap.

The agencies work with respective community Committees established to support their Mandate. The Climate Change Fund Board works with Ward Adaptation Committees. The Committees coordinate the climate mitigation and adaptation measures including projects. The Sand Authority works with Sand Management Committees to co-manage the sand resources at the Sub County and Ward level. However, there are no Sand Resource Users Associations. The revenue collected from sand utilization is shared with 50% allocated to a conservation fund to finance conservation projects, 25% allocated to the Sand Authority to cater for operational costs, 20% to the County Revenue Fund and 5% ploughed back to the communities in the sand belt.

The County held a land conference that brought together stakeholders and provided recommendations on how to enhance the management of land in the County. The County developed and operationalized a Geographic Information System (GIS) and the Makueni Land Information Management System (M-LIMS) with a modern innovative way of managing public land leading to reduction in cases of land ownership disputes and having a reliable and verifiable land recording and documentation system. The County has also developed an Electronic Development Applications Management System (EDAMS) that helps improve efficiency in land applications and development processing.

The County has worked collaboratively with National Government agencies and non-State actors to ensure compliance with the set regulations such as environmental impact assessment, noise and air pollution control. These were implemented through environmental education, advocacy, and research, which have improved public participation in decision-making on mainstreaming environmental safeguards in County development initiatives. This has enhanced the environmental and social safeguard components that ensures environmental compliance. As a result, over 150,000 persons in advocacy across the County and 1,066 EIAs were endorsed and 644 EIAs executed as well as environmental compliance of County projects.

Programmes and Projects: Investment in land and survey has translated into the following development results:

- a. Spatial Planning.** The Government, in partnership with the United Nations Development Programme (UNDP), prepared and approved a County Spatial Plan (CSP) that serves as an overall spatial framework to guide development across the County for the period 2019 to 2029 and a valuation roll to guide rates across the County.
- b. Land Tenure.** The proportion of households with title deeds improved from 21% in 2013 to 31.6% in 2022. The improvement is attributed to the surveying of Nguu, Kinyoo, Wayani, and Kathekani Settlement Schemes that has facilitated the issuance of 78,245 and 25,063 title deeds ready for issuance. The County has collaborated with the

National Land Commission (NLC) and other National Government agencies in addressing land ownership and security in urban areas; and rolled out survey in 4 markets: Wote, Nunguni, Kikima and Sultan Hamud. Additionally, Survey plans for 9 markets are awaiting approval from the Director of Survey.

c.Environmental Conservation. The Government has increased conservation and good governance of environmental resources and sustainable management of natural resources. This has seen the rehabilitation and protection of 4 wetlands in Kiu Catchment Area, Kiboko Springs, Mangelete Springs, and Kinyoo Springs; construction of 17 water weirs to enhance water access and restored degraded land across the County to enable the recovery of landscape and construction of gabions along major gullies in Kaiti, Mbooni, Kilome, and Kibwezi East Sub Counties. Other measures include management of environmental hazards such as Thange and Kiboko oil spillages, disposal of Asbestos in Kikumbulyu, pollution in Athi River and the Kambu Crude Palm Oil spillage.

d. Forest Cover. The County tree cover improved from 7.1% in 2013 to 12.47% in 2022 accounting for 101,915 Ha and a tree cover per capita of 1,031.89 m²/person. This has been attributed to: planting of over 500,000 tree seedlings, construction of soil and water conservation structures of 16 Km terraces, planting of 500 Kgs of grass/soil cover and establishment of 47 tree nurseries across the County. The County in partnership with the World Resources Institute (WRI) and the Greenbelt Movement, implemented a forest and landscape restoration programme in the Makuli and Nzau landscapes by planting high-value trees and indigenous trees in farmlands and forest lands. The project has currently planted 85,000 trees and is expected to run for five years with an overall goal of planting 1.2 million trees across the Makuli and Nzau landscapes.

e. Climate Change Resilience. The objective of the programme is to ensure that the community remains resilient to the effects of climate change while at the same time, conserving and ensuring proper

utilization of natural resources. The following initiatives were carried out:

- i. Climate change adaptation:** With the operationalization of the climate change regulations, 17 Ward Participatory Vulnerability Capacity Assessments (PVCAs) and 17 Ward Climate Change Planning Committees that inform climate change adaptation measures were established. As a result, 6 climate change investments were made in 6 Wards and climate change adaptation and mitigation initiatives accrued out where 7 Wards benefited with 10 community prioritized climate change adaptation and mitigation investments/projects from 2016 to 2020. These projects were 6 sand dams, 2 earth dams, 1 rock catchment water harvesting structure and 4 water pipeline distributions where water distribution was done from 2 sand dams and ensured hygiene and sanitation facilities were constructed. Tree-planting component was executed in some of the projects and water harvesting initiative done County-wide where 84 water harvesting tanks were distributed to households. Currently, the County is in the process of initiating a World Bank funded programme under the Financing Locally Led Climate Action (FLLOCA) programme for climate change mitigation opportunities.
- ii. Improved Management of Natural Resources.** The management of sand resource was unregulated and characterized by chaos and faced enormous challenges with many rivers drying up and unending community conflicts around sand harvesting. This led to low water recharge level, social conflict leading to rise in school dropout rates, early pregnancies, increased insecurity and low agricultural production and productivity in the sand belts. With the Act in place and establishment of the Authority, rivers that were degraded have been restored, sand deposits increased and river banks stabilized. Regulation of sand harvesting has resulted to mushrooming of small-scale irrigation activities and improved food security in the sand belts. To date, a total of Kshs. 110 million has been collected from sand utilization, 50% out of which went to

the construction of 16 sand dams in 10 Wards.

Findings: Although the land function is not fully devolved, there is collaborative effort between the two levels of Government. These include: support in land succession and estate administration, issuance of title deeds and conflict resolution in land disputes. The inaugural land conference was critical in highlighting the land issues in the County as well as historical land injustices. The Makueni County Sand Conservation and Utilization Act covers only sand and does not cover natural resource management. The penalties and charges imposed by the Act require amendments to synchronize it with other existing regulations and policies such as environmental management resources. There is limited effort to coordinate the management of natural resources, land issues and climate change in the South Eastern Kenya Economic Bloc (SEKEB) in which the stated Counties have similar terrain and characteristics.

Institutional/Policy: The Government has made strides in establishing and institutionalizing independent agencies including autonomy of budgets, expenditure and processes. The Policy framework established provide a conducive environment to address land issues in the County, Collaboration between the two levels of Government on matters of land should be enhanced to ensure land matters are resolved on a timely basis. The institutions established such as the Climate Change Fund Board should have a standing Secretariat to support the operations of the Board.

Capacity: Land survey services have been brought closer to the people and are affordable than they were before devolution. Physical planning of markets and urban centres has contributed to improved development of social amenities and the security of land tenure. This is attributed to deployment of land surveyors at the Sub-County level that was critical in addressing land cases. The Government should continuously build the capacity of the officers including additional recruitment of staff such as land surveyors, environment officers and equip and facilitate enhancement of the land function service delivery area.

Process: The County has provided land for various investments by investors and development partners. With the current development trajectory in the County, it is important that the Government provides land and space for the development of public amenities. Creation of public awareness through campaigns and enforcement of existing Laws and regulations improves compliance. The inaugural land conference was an innovation that can be replicated in other counties and hence the need to fully implement the findings and recommendations of the conference.

8. Urban Development

Most of the commercial activities take place in urban centres. Some of the key contributors to the GCP include wholesale and retail trade; repair of motor vehicles (8.98%), real estate activities (5.06%), manufacturing (4.63%) and accommodation and food service activities. Small scale trading such as running shops, selling vegetables or service industry such as running boda boda business emerged as the second most important source of livelihood after agriculture. It is therefore imperative that the Government invests in development of urban centres to support this area of economic activity. Most urban settlements have been developed without following the required planning standards.

Policy and Legal framework: The Government has developed and implemented the following regulatory instruments to ensure sustainable land, environment and natural resource management:

Institutional Arrangements. The Government set up key institutions to deliver the services provided in the devolved functions:

Wote Municipality: The County Government established the Wote Municipality through a Municipal Charter and has put in place a functional Board. The Board is responsible for land use planning within the municipality. There is an ongoing process to establish Emali-Sultan Hamud Municipality with the Charter awaiting approval by the County Assembly.

Programmes and Projects: The Government has implemented the following initiatives to promote urban development in the County:

- a. Aligned to the County Spatial Plan, the County has developed the County urban areas. It has carried out survey in four markets (Wote, Nunguni, Kikima and Sultan Hamud). Survey plans for nine (9) markets are awaiting approval to develop from the Director of Survey. This involves checking and preparation of deed plans for the National Land Commission (NLC) to issue leasehold title deeds. The Government has prepared a valuation roll to guide rates across the County.
- b. The Government invested in physical planning and urban development through preparation of twenty-four (24) Physical and Urban Land Use Plans of which 19 have been approved by the County Assembly. The Government is implementing four (4) urban land-use plans for Kikima, Kyumani, Nunguni and Kasikeu towns. This entails plot verification and validation, issuance of enforcement notices as well as surveying, beaconing and opening up and grading access roads. Preparation of Makindu, Malili and Mtito Andei land use plans is complete with the support of the National Land Commission and has been approved by the County Assembly. In the urban areas, the Government has invested in street lighting, sewerage system and market infrastructure development.
- c. **Urban Infrastructure.** The County has invested in urban infrastructure in Wote, Emali and Nunguni. Key investments include: renovation of Wote 'Marikiti' market to improve the working environment for the traders; reconstruction of open market in Wote Township that was razed by fire in 2016; construction of Wote Green Public Park as a recreation area by providing free Wi-Fi, constructing an Amphitheatre, an Innovation Hub and open spaces. It also constructed the Emali Bus Park; Nunguni Bus Park; road, water and lighting infrastructural improvement in Wote; and ongoing construction of Emali Fresh Produce Wholesale Market.
- d. The County Government has also established the Emali - Sultan Hamud Municipality.
- e. **Land Banking and Strategic Investment.** The Government has acquired 23 land parcels for Wote dumpsite, Emali Cemetery, Makueni Fruit Processing Plant and Makindu Green Gram Plant, AMREF University,

SEKU University, EPZ at Nguumo and various ECDEs and health facilities. In partnership with Rea Vipingo, 25 acres were acquired to expand Kibwezi Town and 381 acres to settle squatters living within DWA settlement.

Findings:

- a. **Policy and Institutional Arrangements.** The process of devolving functions to Wote and Emali-Sultan Hamud Municipalities is ongoing and hence the need to continuously support them to set a stable foundation.
- b. **Capacity Development.** There are gains made in urban development such as establishment of a GIS lab; preparation of the County Spatial Plan and urban planning. These interventions and innovations require requisite capacity as well as technology and hence the opportunity created by the rapidly urbanizing County.

9. Information, Communication Technology (ICT)

Use of internet: 14.3% of the population age three years and above use internet for various reasons compared to the Country overall 20.1 percent. 5.2 percent of the households own computers, laptops/tablets compared to the Country 9 percent. The majority of the population uses the internet for reading informative information and participating in social networks accounting for 39.9% and 86.3% respectively. The proportion of the population aged 15 years and above that searched and bought goods and services is low at 1.6% against the national average of 3.7 percent¹¹. The presence of fibre optic cable in the County has contributed to the mushrooming of privately owned cyber cafes in the towns and marketplaces across the County.

Programmes and Projects. ICT and internet services among the communities was improved through various interventions carried out by the sub sector. These interventions include:

- a. **Tusomee Kombyuta Nduani**, a programme launched in 2016 to train residents with bias on youths on basic ICT applications (MS Word, MS Excel, MS Access and MS PowerPoint), life skills, entrepreneurship and specialized ICT skills (networks, technical support, graphic designs

and videography). The initiative benefited 4,861 youth.

b. Ajira Training Programme. This is an ongoing programme that prepares youth to engage in online and digital work. So far, the programme has benefitted 600 youth.

c. Establishment of 15 Community Information Centres (CIC)

that offer conducive environment for residents to attend classes on basic ICT skills and applications. Each centre has a computer tutor and ICT related equipment to enable the training. Up to 2022, 6,452 youth have benefitted from the programme. The centres are opened during the weekdays. The County Government has also partnered with Google Digital Skills to train 4,893 youth in applied digital skills such as marketing and life skills to improve digital literacy. The centres have free internet access to attendees.

d. Establishment of ICT Hub at Wote Green Park where several ICT related activities take place. So far, the centre has organized kid computer camp for children aged 6 - 13 where 52 children were trained in basic ICT skills, ICT training of 34 girls on digital skills and innovation challenge to enhance creativeness and innovativeness in ICT. The programme benefitted 92 start-ups. The Hub also provides free internet in the park.

e. E-Government: To increase the efficiency of Government functions and procedures as well as transparency and citizen participation in governance, the County established e-Government structures. These have resulted in an improved flow of information from citizens to Government, Government to the citizens and within Government Departments and Agencies. Key initiatives on e-Government include: the Bulk SMS system that provides information on weather updates/alerts, calls for public participation forums and updates of various County products and services; the Revenue Automation System that has transformed revenue mobilization from a cash-based manual system to an automated cashless system and synchronized payments and bank deposits. This has contributed to improved revenue as well

as sealed revenue leakages; facilitative process systems such as the Project Management System, Integrated Records Management System and automation of County health processes; and establishment of interactive information and communication services such as the County website; and internet connectivity across all County office establishments.

Findings

- a. Strengthening the Sector Governance:** The existing legal framework in the Sub-Sector is insufficient. This has led to underdevelopment of this key area in the service delivery of the County Government. There is need to enhance the legal framework in the Sub-Sector through establishment of Laws, Policies and Regulations to guide the operation of the Sub-Sector. This should ensure that there is integration and harmonization of County ICT systems to enhance efficiency and improve data management.
- b. Enhancing the Sector Management:** Staffing in the Sub-Sector is inadequate. There is need to employ more staff with the technical knowledge of ICT to boost service delivery. Few CICs in the Sub-Counties and Wards have resulted into congestion as demand for the services increase. There is need for additional staffing to strengthen service delivery. The procedures and processes should be enhanced to improve County data safety and security measures including back-ups and cloud computing. The number of the CICs should also be increased to enhance skills transfer and reduce congestion in the existing facilities.
- c. Improve Resource Mobilization:** The Sector is capital intensive. The cost of internet services is still high. The County Government should increase budget allocation to the Sub-Sector. The Sub-Sector should also explore partnership with development partners in the field of ICT and boost network connectivity including National Government agencies.

10. Roads Transport and Infrastructure and Energy

In 2013, the total road coverage in the County was approximately 3,207.4 Kms comprising 453.8 Kms of bitumen, 555 Kms of gravel and 2,198.6 Kms of surface roads. Access to electricity was at 5.9% against a national average of 22.9 percent. The use of solar for lighting has increased from 24.5% in 2015/16 to 48.2% in 2019 (KNBS) while electricity connection increased from 17.6% to 20.4 % over the same period. Firewood and charcoal remain the highest mode of cooking with 76.1% and 10.1 percent. This represents a slight drop from 77.9% and 10.6% respectively from 2015/16. In reality the County continues to rely on forests for her cooking purposes.

Policy and Legal Framework: The County Government is coordinating development of four Policies in this Sector. The Makueni County Transport Policy, 2021 was approved and assented. Other Policies under development are the Makueni County Public works and Service Policy, 2021, Makueni County Housing Policy, 2021 and the Makueni County Energy Policy, 2021. These Policies aim at improving efficiency and effectiveness in the sector while promoting investment and enhancing the delivery of quality, safe and secure services.

Transport Master Plan: The Government developed the transport master plan, an integrated effort that contains all County Road networks, their status and their connection to various institutions and market centres. The Plan has enhanced coordination and prioritization of road development in the County.

Programmes and Projects: Road development: the County Road coverage increased from 3,203.5 Kms in 2013 to 15,513.51 Kms in 2022 as shown in the table 10. This achievement can be attributed to the collaboration between the National Government Road agencies (Kenya National Highways Authority, (KeNHA), Kenya Urban Roads Authority (KURA) and the Kenya Rural Roads Authority (KeRRA) and the County Government departments. On average, 2,700 Kms of roads are maintained annually. The Government implemented a community roads maintenance volunteer's model on a trial basis and it appears to have potential to offer a lasting solution to road maintenance. Table 11 provide a summary of activities undertaken to improve

road connectivity in the County.

Table 10: Summary of Roads in Kms between 2012/13 and 2021/2022

No	Road Intervention/Programme	FY 2012/13	FY 2021/2022
	Total No. of Kms of Roads in County (Km)	3,203.5	15,513.51
	Total No. of paved roads; tarmac in Km.	453.8	933.51
	Total No. of Kms of unpaved earth roads	2,198.6	14,580.00
	Total No. of Kms of unpaved gravel roads	555.20	1,324.20

Source: Department of Roads, Transport, Energy and Infrastructure (2022).

Table 11: Summary of Specific Interventions from FY2012/13 to FY2021/22

No.	Road Intervention/Program (Specific Interventions from FY2012/13 to FY2021/22(cumulative))	Total (km) for 9 Years
	Rehabilitation of rural roads (opening of new roads in Kms)	1,900
	Construction of drifts and drift slabs across rivers and streams (No.)	127
	Installation of culverts (m)	9,500
	Installation of gabion boxes (No.)	4,500
	Excavation of catch water drains	4,000
	Cabro paving of town roads and parking areas in Kms	1.40

Source: Department of Roads, Transport, Energy and Infrastructure (2022).

The County Public Works unit regulates the built environment in the County. It ensures that storm water and other infrastructural developments are properly executed and managed in the major towns. The department oversaw the

construction of Emali and Nunguni Bus parks, Wote Municipal Parking lot, the Governor and the Deputy Governor's Residential Houses, Storm water management in Emali and Wote towns and the County Office Blocks. These activities promote trade, regulate public transport in the towns and improve access to Government services. The construction of Thwake River Bridge, which spans 110-metres with tarmacked approach roads of 1.5 Kms from both sides has opened up the South Eastern Kenya Economic Bloc (SEKEB) connecting Makueni County to neighbouring Kitui and Machakos counties. It also provided a safe link for KaLawa residents in accessing services at the County headquarters. In collaboration with KURA, 6 Kms were upgraded to bitumen standards and additional 133 Kms were identified for upgrade within Wote Municipality.

In an effort to build sustainable roads, the sub sector collaborated with Clayrete Technologies Company to experiment on new methods of constructing resilient roads. This new technology was successfully piloted in FY 2019/20 at Makueni Fruit Processing Plant Access Road where 0.8 Kms of road was constructed. The Green Roads Initiative (Roads for Water Initiative) was adopted and incorporated in County road development. The initiative aims at harvesting road runoff water to control water movement along the roads and use it for agricultural purposes. The County Government adopted the water harvesting techniques that is executed mainly through youth engagement in road projects. Over 200,000 M³ of water is harvested from roads every rainy season. This programme has not only created jobs for young people but also promoted food security through micro-irrigation.

Energy Development: The County Government has collaborated with National Government agencies in the energy sector to improve access to power in the County. Key interventions carried out during the period under review include: installation and energization of 10 transformers across the County in collaboration with the Kenya Power and Lighting Company (KPLC); mapping, survey and design of: (i) power lines to cover over 2,000 institutions that need to be connected to electricity with assistance from the State Department of Energy and KPLC; (ii) power lines to promote agricultural activities along Athi River in collaboration with the Rural Electrification and

Renewable Energy Corporation (REREC); (iii) potential geothermal wells at Chyulu Hills in collaboration with the State Department of Energy; (iv) Athi-River for possible hydropower production where 2 locations were identified in Kalawa Ward in Kavumbu and Kikumbulyu South in Kivyalu; and (v) collaboration with Thwake Mega Dam developers on the hydropower generation installations; MoU concluded with REREC as a matching fund framework to cater for total funding of Kshs. 64 million for electricity access and the United Nations Human Settlements Programme (UN-HABITAT), Strathmore University, Lukenya University and Solafrique Gigawatt for the development and promotion of renewable energy.

The Government has installed over 200 solar floodlights in markets across the County; constructed a workshop for Kyeni Kya Kitoo Self-Help Group to provide conducive environment for moulding and display of ready energy-saving jikos; and rehabilitated Kitonyoni 13.5 Kilo Watt (KW) solar plant. Additionally, the Sub-Sector mapped all County renewable energy resources and developed a County Energy Outlook to assist in preparation of a County Energy Plan.

Findings

Governance: The existing institutional and legal framework in the Sector is insufficient and the awareness, adoption and enforcement is very low. This has led to encroachment of road reserves, destruction of roads by overloading trucks, frequent electricity breakdowns and delays in repairs, poor management and maintenance of public buildings and other infrastructure projects, vandalism and pilferage of infrastructure leading to unsustainable maintenance costs and limited traffic segregation (pedestrian walkways and cycle ways). Additionally, despite devolving the housing function, there has been no proper integration of the existing sectors in the County Government.

Management: Some of the management difficulties facing the sector includes: inadequate project conceptualization and planning by client Departments and the beneficiary community leading to duplication of resources and completed projects that are not in use; unintegrated approach in approval, supervision and inspection during construction amongst the

key actors leading to non-adherence to construction and building codes, regulations and health measures by contractors and private developers; lack of adequate information and insufficient data for feasibility studies and other related activities; proliferation of sub-standard and counterfeit technologies and equipment; e-waste pollution from poor disposal of solar consumables (solar panels, batteries and accessories associated with solar); competing interests between developing sites and alternative usage of land and water resources by the concerned communities and institutions.

Financial Matters: This Sector involves heavy capital investment in a limited County budget basket. The cost of road construction, infrastructure development and installation of clean energy such as electricity, solar and biogas is very high. The County investment in the affordable housing sector over the years has also been minimal leading to inadequate housing both in rural and urban areas. There is also the high cost of displacement and land compensation of people whose land has been repossessed or acquired for the development of infrastructure. Inadequate funding and technical personnel to carry out feasibility studies, design, construction, operations and maintenance and development of infrastructure has affected the implementation of County spatial plans. The Government has also not explored the Public-Private Partnership model of project financing for the development of public utility projects to supplement the other sources of financing.

Affordable Housing: The Housing function was devolved. However, no projects have been executed particularly due to the cost of the investment.

1.31 OBJECTIVE 4: PROGRESS TOWARDS EQUITY AND EQUALITY

Introduction

Equality requires all to have the same/equal opportunity while equity requires all to have the same opportunity to access the same resources, survive, develop and reach their full potential, without discrimination, bias or favouritism (fairness). At the inception of the County Government in 2013, the Government appreciated the inequalities in the County and the need to address them.

The age distribution of the County residents as per the 2019 Housing and Population Census is shown in table 12. The bulk of the County's population is in the age group of between 15-34 years comprising of 334,777 individuals. They are followed by persons aged between 6-13 years who are the primary school children comprising of 199,392 of the County population. The under 0-3 years of age comprise of 75,971 of the County population. This shows that the County has a predominantly youthful population.

Table 12: Population Distribution for Selected Age Groups in the County (2019)

Age Group	Male	Female	Total
Under 0-3	38,328	37,643	75,971
Pre-Primary School Age (Under 4-5)	21,230	20,375	41,605
Primary School Age (6 -13)	100,690	98,702	199,392
Secondary school Age (14-17)	55,509	52,728	108,237
Youth Population (15-34)	169,708	165,069	334,777
Female Reproductive Age (15-49)	-	243,045	243,045
Labour Force (15-64)	287,551	289,163	289,163
Aged Population 65+	27,900	38,791	66,691

Gender disparity was highlighted as one of the challenges of development in the County. Additionally, the County was identified as youthful with the increasing population of the youth. The youthful population should be provided with employment opportunities and equally provide an opportunity to reap from the demographic dividend. Numerous bodies and entities have defined the term youth differently across the globe. The Constitution of Kenya (2010) defines youth as individuals who are between 18 and 35 years of age. According to the KPHC, 2019, the youth population in the County currently stands at 334,777 that translates to 34 percent of the population.

Implementation Status

Policy Framework: The County Government prepared several Policy frameworks to help address issues of gender equality and youth empowerment.

Some of the policies include:

- a. Makueni County Social Assistance Act, 2017. This Policy provides for the establishment of a comprehensive framework for the provision of social protection and inclusion of all persons in the County. Article 43 of the Constitution guarantees Kenyans economic, social and cultural rights. It asserts the right of every person to social security and binds the State to provide appropriate social security to persons who are unable to support themselves and their dependents;
- b. The Makueni County Social Protection Policy, 2021 provides a framework to guide the design, implementation and oversight of social protection programmes in the County. These programmes play a vital role in the battle against poverty and inequality.
- c. Makueni County Children Policy, 2021 ensures that adequate measures and strategies are in place to enhance protection and development of children;
- d. The Makueni County Gender Policy, 2021 provides a framework for streamlining equal and equitable involvement of men and women in the County to promote inclusive socio-economic development. Further, it advocates for strategies aimed at ensuring greater participation of women and equal access to development resources and distribution of benefits. It comes at a time when there is heightened optimism for gender parity in delivering the County's Development Agenda;
- e. Makueni County Sexual Gender Based Violence Policy, 2021 provides a framework that ensures effective prevention and response to SGBV cases within the County;
- f. Makueni County Persons with Disability Act, 2017 provides for the Rights and rehabilitation of Persons with Disability (PWDs) to achieve equalization of opportunities;
- g. Table Banking Groups Empowerment Fund Regulations, 2017 provides for an elaborate mechanism for support to these groups; and

- h. Makueni Youth Policy, 2021 defines youth as persons falling between the ages of 15 and 35 years. The Policy provides a framework for youth empowerment and development in the County and aims at integrating and mainstreaming various youth interventions and macro activities across the various sectors.

Programmes and Projects: The measures have yielded the following results:

i. Improved Gender Parity in School Enrolment: There has been progress, albeit slow, in enhancing gender equality in the County. Unlike the situation before, more girls than boys have been enrolled in ECDEs from 2017. In addition, the Government in collaboration with Shina Foundation has provided dignity packs for close to 5,000 school-going children in a bid to improve their hygiene and overall performance in school by keeping the girl child in school. The initiative entails the distribution of dignity packs for both boys and girls and sensitization on menstrual hygiene management to ensure they can attend school throughout the year, which leads to equal opportunities that help in achieving gender equality.

ii. Women Participation in County Economic Activities: The County has promoted women's participation in economic activities under self-help groups and through project management Committee's manuals. All development Committees are mandated through the public participation manual to be gender sensitive. The existence of a robust participatory development process has ensured the voice of the marginalized and the voiceless are considered in decision-making and implementation of programmes. The County promoted *Nzangule ya Matangi* ('merry-go round for water tanks') to promote household rain water harvesting. The County supported women groups with 2,000 seed water tanks and as a result, the women groups have bought additional 4,000 water tanks.

iii. Gender Mainstreaming in County Development: The County prioritized mainstreaming gender in County Policies, programmes and

budgets. The overall objective has been to address strategic gender needs to ensure that the development benefits to both men and women are equal. To this end, the following outputs were attained: trained 1,430 men and women on Access to Government Procurement Opportunities (AGPO); trained technical officers on gender responsive planning and budgeting; and constructed 12 social halls across the County. The County Government has also established Tetheka Fund that has bias towards women and strives to comply with AGPO regulations. As a result, both men and women are included in County development and women leadership encouraged and promoted. Advocacy has resulted in the community being more gender sensitive in all aspects of development including recruitment and participation in economic, social and political spheres of life.

iv. Social Protection Programmes: The County Government has implemented several programmes geared towards the reduction of vulnerability and dependency among the OVCs, the elderly and PWDs in the County. This is through adopting an integrated approach by ensuring that social protection programmes are engendered in the mainstream County programming to enhance the sustainability of interventions. These programmes include: livelihood support through agricultural production, infrastructural development, market infrastructure and financial intermediation. The County Government in partnership with diverse partners provides scholarships and bursaries to the disadvantaged and vulnerable students as discussed in the education section. The County has supported over 50 groups with water tanks, tents, chairs and tools of trade to help them establish income generating activities. To support the elderly, the County has continued collaborating with the National Government to deliver the elderly cash transfer in addition to supporting 6,000 elderly persons access universal health care and paying NHIF subscription for 210 vulnerable and elderly persons.

v. The County invested in improving the living conditions of the poor and the vulnerable in the society. These measures are aimed at alleviating

poverty and promote transition from high dependency to self-reliance by investing in economic empowerment and capacity development. By 2022, a total of 22,732 persons were receiving monthly elderly cash transfer up from 5,485 in 2015, beneficiaries of OVC cash transfer increased from 6,957 in 2015 to 8,905 in 2022 and the PWD cash transfer beneficiaries from 801 in 2015 to 853 in 2022. A total of Kshs. 4,163,124,500 has been injected in the Tetheka Fund, Elderly Cash Transfer, OVC Cash Transfer, PWD Cash Transfer, Women Enterprise Fund and Uwezo Fund. This is one of the interventions where significant achievement was made in fighting inequalities and poverty. The actualization of the intervention was through collaboration with National Government agencies.

vi. Child Protection: The function on children welfare is not devolved. However, the County has continued to collaborate with National Government agencies to support Orphaned and Vulnerable Children (OVCs). The County has established children Committees at the Sub County and Ward level to create safe spaces for children to speak out as well as undertake advocacy on child rights and protection. The operations are guided by a County Duty Bearers Handbook developed and approved by the County Government. Collaborating with Mully Children Family, the County is constructing a 60 capacity children protection centre at Emali. Once complete, the centre will serve as a safe house for vulnerable and destitute children.

vii. Sexual and Gender Based Violence: The Government working with Nairobi Women's Hospital established a Gender Based Violence Recovery Centre (GBVRC) in Makueni Level 5 hospital as well as a Safe House at Kilala for GBV survivors. It also trained 540 gender champions across the County as well as working collaboratively with the Kenya Police, Office of the Director of Public Prosecution, elders and the media in creating advocacy and training to effectively address GBV issues. These efforts have resulted to increased awareness and improved case reporting. This is evidenced by the fact that since the GBVRC was established in 2018, the number of cases reported and

handled by the Centre has increased from 543 in 2018 to 2,800 in 2020.

viii. Mainstreaming Disability: The proportion of the population living with disability in the County is 4.1% compared with the national average at 2.2%. The County has made steps in mainstreaming disability in County development as well as removing the barriers impacting effective participation of the persons with disability in economic activities. Over the period under review, the County has mainstreamed disability in all County infrastructure and established a PWD centre in Wote to provide skills and training to children and people living with disability. The County has promoted sporting activities for the PWDs and participated and excelled in the Paralympics. The County further organized the PWDs into Committees to champion their interest at the Ward level. These Committees were trained and capacitated to mainstream disability in County development.

ix. Youth Employability: Youth employment was identified as a main challenge to County development in 2013. The County established an internship and attachment programme that has seen 1,852 youth benefit. The programme builds skills for the youth and increases their competitiveness in the job market. In addition, the County established the Makueni Youth Apprenticeship Programme (MYAP) which is a youth empowerment approach through which youths seeking employment are attached to County projects in different departments to gain knowledge, skills and experience for a period of four months. MYAP covers both occupationally related instruction and on-job skills training. The programme has enhanced employability for the youth through knowledge and skills acquisition as well as creating temporary employment for youth across the County. There is a significant improvement in project management and reporting due to the close involvement of the youth in project implementation. A total of 799 youth have so far benefited from the initiatives including 523 males and 276 females of which 8 were PWDs.

x. Youth Empowerment Programmes: The County has implemented

various youth empowerment programmes to support the youth in their livelihoods and gainful employment as well as improving their skills. The initiatives implemented by the County Government include:

a) Skills Development and Capacity Building. The County Government has implemented the Youth Empowerment Programme (*Kazi Mtaani*) aimed at enhancing access to temporary employment to cushion them by providing a source of income and improving youth employability through labour-intensive works and social services. As a result, the programme reduces the vulnerability of unemployed young women and men. Youth are engaged in labour-intensive projects that provide income to participating youth and at the same time enhance the communities' access to social and economic infrastructure.

b) Ujuzi Teketeke Programme: The programme is implemented by the County Government in collaboration with the National Industrial Training Authority (NITA) and the Kenya National Federation of Jua Kali Associations (KNFJKA). The programme attaches youth with master craftsmen/women for a period of 2 months for training. During the period, the youth are trained on various aspects surrounding their area of specialization. After the training, the youth are awarded tools of work that would help them establish their businesses. This programme has targeted various areas that include carpentry, welding, salon and barber, hospitality, mechanics, photography, tailoring, masonry and agribusiness. The programme aims to fill the skills gap that for a long time has been existing in the society and creating more opportunities for the youth where they can engage themselves in a business thus creating employment for themselves and for other people in the community. The youth gain practical knowledge and skills after the training and therefore are issued with tools of work to support their small businesses for their livelihood. This programme has benefited 92 master craftsmen/women and 102 apprentices.

c) Building and Construction Training: This programme runs

across the County in conjunction with NITA and the National Construction Authority (NCA) to train youth in building and construction skills. It targets skilled workers with or without formal training while those with formal training qualify for full accreditation whereas those without formal training but have acquired the skills qualify for provisional accreditation. The training focuses on the modern laying of tiles and blocks, modern interior and exterior finishing and modern plaster and plastering techniques. 2,974 *fundis* (masons) benefitted from the programme. Subsequently they were issued with NCA practicing certificates and 2,205 youth were issued with provisional NCA cards. The programme aimed at narrowing the skills gap among the youth by equipping them through training with knowledge and skills across different apprentices. It has helped in creating employment opportunities for the trained youth. The youth across the County have been active in diversifying their source of livelihood as well as providing economic relief to themselves.

d)Tujiajiri: The initiative was implemented by the County Government in collaboration with the Kenya Commercial Bank (KCB) Foundation in the financial year 2018/19. 353 youth were trained in several skills areas including: beauty and personal care, automotive engineering, domestic services and building and construction. The training was aimed at promoting youth employability and self-reliance.

e)Hydroponics Training: The German international development agency, GIZ, the County Government and the KCB Foundation awarded 150 youth drawn from 30 Wards scholarships to be trained on hydroponics and agribusiness at Miramar Training College, Nairobi in FY/2018/2019. The youth gained the requisite skills and knowledge of hydroponics and agribusiness. The trained youth engaged in agricultural activities for economic emancipation.

f) Ajira kwa Vijana (Hygiene) Programme: The Makueni County Hygiene Programme dubbed *Ajira kwa Vijana* was geared at

integrating jobless Makueni youth in market hygiene, sanitation and road maintenance works across the 30 Wards. The programme targets unemployed youth who are not engaged in any income-generating activity to cushion them during the COVID-19 pandemic period. The programme utilized labour-intensive approaches to create sustained renewal in major urban centres and markets within urban and rural areas. In particular, eligible youth are enlisted and earn a daily wage and undertake duties such as road maintenance, garbage collection, bush clearance and drainage unclogging services among others. The programme seeks to provide job opportunities for both female and male youth.

g)COVID-19 Awareness Creation: The programme aimed at creating awareness on prevention of the virus through washing hands and keeping social distance, staying at home and sanitizing. In phases 1 and 2, the programme benefitted a total of 3,351 youth across the County. This provided a form of social protection and cushion against the socio-economic shocks posed by the containment measures put in place to limit the spread of the COVID-19 pandemic. The programme also restored disrupted economic activity in urban centres.

h)Boda Boda Rider's Training: The target were youth in the boda boda sector who have basic riding skills but do not have a boda boda driving license. The County Government in conjunction with NITA and the National Transport and Safety Authority (NTSA) implemented the initiative. The riders were equipped with safety driving and riding skills. They were examined and issued with boda boda driving licenses. The training helps the rider to navigate safely, develop effective street strategies and equip them with a more comprehensive understanding of safe group riding practices. The programme has enhanced riding and safety skills among the youth thus reducing accidents within the County. In addition, it has helped in addressing unemployment in the County. Between 2014 and 2020, the Government trained 7,414 motorcycle riders.

i) Construction of Boda-Boda Sheds: The sheds provide boda boda riders with a waiting bay and shelter during periods of harsh weather conditions such as during hot or rainy seasons. 120 boda boda sheds were constructed in the FY 2016/17 and 2017/18 while in 2019/2020, 4 boda boda sheds were constructed in the Tulimani Ward.

j) Capacity Building to Boda Boda SACCO: The programme targeted to equip the Ward boda boda SACCO Committee members with group leadership skills and record management skills.

- In the FY 2015/16, 150 Committee members of the Ward boda boda SACCOs were trained on the role of the Management Committee including team building, book keeping, the role of the Supervisory Committee, budgeting process and group dynamics. The programme helped to firm up the management of several Boda-boda SACCOs among them Kisayani Boda Boda SACCO and Kisau/Kiteta Ward Boda Boda SACCO.
- 80 Motorbikes were bought and issued to 30 boda boda SACCOs as seed capital. To date, 28 SACCOs have made progress from the seed capital and increased the number of motorcycles while others have diversified and invested in other ventures. For instance, Kisayani Boda Boda SACCO has been able to purchase a water bowser that supplies water to residents. Their annual revenue is estimated at Kshs. 3 million.
- In the FY2020/21, 8 motorbikes were bought and issued to Kikumbulyu South boda boda riders. The budget was drawn from the Kikumbulyu South Ward budget. In the FY 2015/16, 3 Committee members from each of the 30 boda boda SACCOs visited Muregeti Smart Bike Youth Group in Limuru Sub County, Kiambu County and Kitemoto SACCO in Kitengela, Kajiado County for peer-to-peer learning. The objective of the programme was to inculcate the culture of savings and investment.

xi. Mentorship: In FY 2018/2019, the department organized several youth

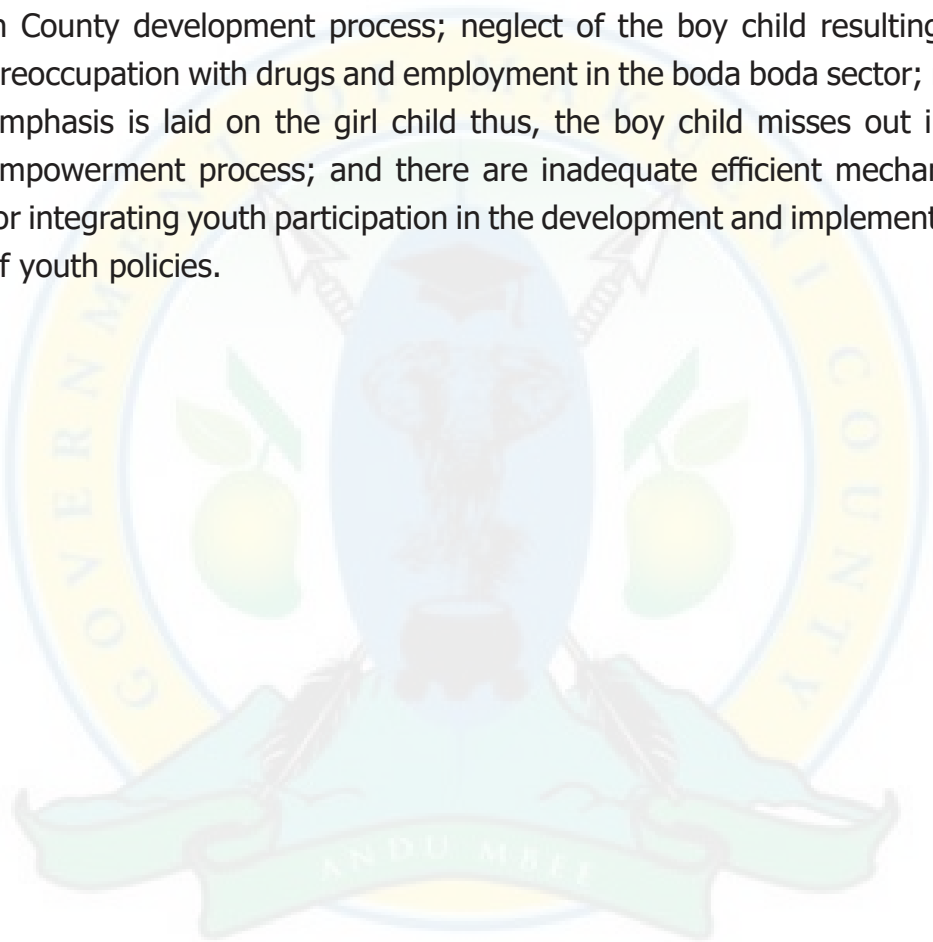
conferences and seminars. These include: social entrepreneurship training at Tangaza College, the Youth Connect Conference in Rwanda and leadership training in collaboration with ELF. The County Government in collaboration with Shina Foundation implemented a mentorship programme that has resulted in increased career progression and choice by the respective trainees. The Mentorship Programme targeted 13,500 youth focusing on empowering them on career guidance, life skills, entrepreneurship and drug and substance abuse. Additionally, 1,119 youth along the Nairobi-Mombasa highway were mentored in partnership with the AIDS Healthcare Foundation (AHF) Kenya. Over the period under review, the County Government has supported youth groups in their youth empowerment initiatives. This has in turn spurred sustainable partnerships and participation of youth in development and governance. Some of the groups include: the Makueni Youth Empowerment Service (MYES), the Makueni University Students Association (MUSA) and the Kilome Digital Group.

Findings

- a. Institutional/Policy:** The youth, gender, women and Persons With Disability (PWDs) function is not a devolved function yet it affects the implementation of devolved functions. The Policy framework at the National Government is not clear on the harmonization of the roles and responsibilities for each tier of Government. Lack of meaningful participation of women in many spheres of governance despite the two thirds gender rule in place, the participation and involvement of women remains tokenism and a mere fulfilment of the Constitutional requirement.
- b. Capacity Strengthening.** There is inadequate capacity, knowledge and skills to effectively mainstream gender and disability into County policies, planning and budgeting processes; and the actors involved in addressing gender and children issues do not have adequate resources to facilitate execution of the Mandate. These include the local administration, the police and other Law enforcement agencies. Inadequate staffing of key technical officers makes it difficult to effectively deliver the Mandate on youth, gender, children and PWDs. The structures established to support

the delivery of the functions related to youth, gender, children and PWD are also not supported with requisite resources and human capacity to make them functional.

- c. Process Matters.** There is inadequate disaggregated data and programming targets to effectively mainstream gender, youth and PWDs in County development process; neglect of the boy child resulting into preoccupation with drugs and employment in the boda boda sector; much emphasis is laid on the girl child thus, the boy child misses out in the empowerment process; and there are inadequate efficient mechanisms for integrating youth participation in the development and implementation of youth policies.



CHAPTER SIX: CORPORATE GOVERNANCE

1.32 Introduction

In the context of CPRM, corporate governance deals with business enterprises that are either family, individual or Government-owned and aims to examine the extent to which it aligns as much as possible with the interests of individuals, corporations and society within a framework of sound governance and common good.

The Government is also expected to facilitate the growth of individual and family-owned businesses, Government owned enterprises and private companies, as well as Micro, Small and Medium Enterprises (MSMEs) and the informal sector in the County. This enables them to enjoy stronger working relationships with the County Government and operate based on the Principles of Corporate Governance, and fulfil the requirements of the Government regulatory framework. This Chapter examines the following four aspects:

- a. Promoting an enabling environment and effective regulatory framework for business organisations and other entities.
- b. Ensuring effective leadership and accountability of organisations.
- c. Ensuring effective stakeholder engagement among organisations.
- d. Ensuring ethical conduct within organisations.

1.33 OBJECTIVE 1: PROMOTING AN ENABLING ENVIRONMENT AND EFFECTIVE REGULATORY FRAMEWORK FOR BUSINESS ORGANISATIONS AND OTHER ENTITIES

Introduction

It is the responsibility of the Government to coordinate the efforts of all the stakeholders and ensure a working environment for the growing number of large and small corporate entities in the County. The Government is expected to ensure continuous engagement with the stakeholders to guarantee that the interests of the communities in the County are well served. This working

environment has been made possible through the enactment of Laws and regulations that guide interactions amongst stakeholders.

Implementation Status

To improve the County's readiness for investment, the Government has put in place policies to support economic development and new ones are being developed. The Government has also adopted the national Public Private Partnership (PPP) framework at the County level (though still early-stage) to drive investments in the County. The specific Laws and regulatory mechanisms that strengthen a favourable business environment in Makueni include:

- a. The Makueni County Trade and Investment Policy, 2020:** The Policy provides an enabling Policy framework to support growth and development of trade in the County and guide any person coming to invest or trade in Makueni. It guides on the process of registration, licencing and management of business operations within the County.
- b. The Makueni County Trade and Investment Act, 2021:** The Act was passed to give effect to the provisions of the trade and investment Policy. It provides the legal framework for the establishment and conduct of trade and investment with a view to fostering growth and development of the sector.
- c. The Makueni County Tourism Policy, 2020:** This Policy guides the growth of local tourism as one of the key economic enablers of the County economy. The Policy encourages stakeholders and partners including the private sector to work towards development, management and marketing of the tourism sector.
- d. The Makueni County Cooperatives Policy, 2021:** The Policy promotes a sustainable Co-operative movement in the County for improved socio-economic growth of its residents. It also regulates the establishment and operationalization of the Co-operative movement alongside County products and value chains.
- e. The Makueni County Cooperative Act, 2017:** The Act was enacted for the purpose of promoting trade and development of Co-operative

Societies as provided for in the Constitution of Kenya. It seeks to achieve this by guiding formation, registration and licensing of cooperative societies, promotion of co-operation between the national and County Governments on matters relating to Co-operative Societies and promotion of corporate governance of Co-operative Societies.

- f. The Makueni County Investment Authority Act, 2018:** This Act was enacted to guide investment in the County and to promote incentives, partnerships and a good working environment for investors in the County. The County Government also recognizes and implements existing National Policies that support investment such as The Kenya National Trade Policy (2016), County Revenue Administration Policy (2021) and the Revised National Tourism Policy (2020).
- g. Climate Change Adaptation** - Makueni County has been at the forefront in mainstreaming climate change adaptation. There is a Makueni County Climate Change Policy and Makueni County Climate Change Regulations both of which have guided the County's engagement on matters of climate change.
- h. The Finance Act** - Each year the County enacts a Finance Act to authorize the collection of revenue within the County. The Bill is formulated with active participation of the business community and investors to ensure that their needs and context are considered in the determination of the annual fees and charges.
- i. The Makueni County South Eastern Kenya Economic Bloc Act. 2022** formalizes the County's membership in the **South Eastern Kenya Economic Bloc (SEKEB)**. This will allow Makueni, Kitui and Machakos Counties to promote trade and pursue wider investment opportunities, peer learning and support. The economic bloc is currently developing its development blue print to guide development and ensure synergy and that the region enjoys comparative advantage amongst other counties. The Government has also marketed the County as an attractive investment destination for global investors and facilitated business people to attend trade fairs and other local

and global events creating opportunities for business growth.

j. Annual Development Conference: There is also an Annual Development Partners Conference where different organisations with interest in the County come together to discuss various issues of development.

k. Makueni County Sand Conservation and Utilisation Act, 2015.

The authority's Mandate is to regulate sand harvesting by ensuring proper management and utilisation of the resource with a view of enhancing socio-economic development while mitigating the challenges experienced before devolution.

In addition, the Government has adopted and promoted the following programmes:

- a. **Ease of Doing Business.** The Government has provided for processing of requirements for business operations (Business permits, Health certificates) through a unified online platform. This ensures that businesses can carry out registration and payments of annual subscriptions in terms and commitments determined by the business owners over a period within the year. Payment is made through the use of mobile phone money transfer as opposed to visiting the County revenue offices. The Government has developed frameworks to improve business operations and practices such as open governance and proper documentation, open contracting and revenue automation.
- b. **Access to Government Procurement Opportunities (AGPO).** This is a Presidential Directive that 30% of Government procurement opportunities be set aside specifically for businesses owned by the youth, women and persons with disability to facilitate and enable them to participate in Government procurement and economic development. The County Government support to the minority investors includes: assistance in the registration of their companies, training and capacity development, provision of capital loans under the Government's own loan programme, the Tetheka Fund, and close monitoring and learning opportunities.

- c. Tetheka Fund, a micro-revolving facility that aims to unlock trade finance to entrepreneurs. This Fund can be accessed both as an individual or a group for purposes of start-ups or business operations.
- d. Industrial Development and Investment. The Government has provided incentives to large-scale businesses and institutions in the County. These include provision of land for institutions such as the AMREF University, the Agricultural Society of Kenya (ASK) and the Export Processing Zone (EPZ) and development of an Investors Handbook to guide potential investors in the areas they can focus on.
- e. Strategic Partnerships: Strategic partnership is a key tool in mobilising resources for the development of the County. The Government has supported working relationships with various partners to ease their operation in the County. The Government collaborated with the Kenya Industrial Research and Development Institute (KIRDI), the Kenya Export Promotion and Brand Agency (KEPROBA) and the Kenya Bureau of Standards (KEBS) and undertook co-investments with Development Financial Institutions (DFIs) and the private sector to spur development of the cottage industry in the County. This is aimed at guiding the cottage industries in product development to become more competitive and enhance market access. In 2021, the Government collaborated with the United States Agency for International Development (USAID) to review potential investment opportunities in the County. The horticulture, sand and solar subsectors ranked highly and currently both Governments are pitching for possible investors.
- f. The Government has invested a grant of approximately one million United States Dollars from the EU for set-up of a juice processing line at the Makueni Fruit Processing Plant (MFPP) aimed at increasing uptake of fresh mangoes from farmers.
- g. The Government has piloted a PPP arrangement with the Phillips Foundation and AMREF to promote primary health care in Kibwezi West. Discussions to upscale this investment are ongoing.
- h. Market Infrastructural Development. The Government has improved the

working environment in market centres through construction of market sheds, public toilets, installation of solar lightning, market cleaning and garbage collection.

- i. Market Committees. The Government has set up and strengthened market Committees to improve governance in markets.
- j. MSMEs Development. The Government has collaborated with the Kenya Institute of Business Training (KIBT) to support the MSMEs sector through trainings, supporting market linkages through sponsoring MSMEs to attend trade fairs and exhibitions, periodic training needs assessment and training of 4,730 MSMEs in entrepreneurship and business management.
- k. County Hawkers Movement: The County Government has supported hawkers through the purchase of two lorries which have made trade more efficient and movement of goods by traders more affordable hence registering higher sales compared to the previous years. The County Government has also registered hawkers in 39 markets and supported formation and registration of the Makueni County Hawkers Association, an umbrella body that brings together over 18,000 hawkers from across the County. A Hawkers SACCO was registered with over 420 active members and with a share capital of Kshs. 3 million. The hawkers have been able to purchase a third lorry using proceeds realised from their operations.
- l. The boda boda Sector is supported through training, licensing and establishment of SACCOS to improve their working conditions and incomes. There are 30 boda boda SACCOS in the County, one for each Ward. Boda boda riders were trained and issued with licences, while SACCO leaders were trained in basic management and accounting to enable them manage the affairs of the SACCOS properly.
- m. Regulation of the water sector. Water is a fully devolved function, with the National Government being responsible for overall Policy direction only. At the County level there are three water services companies each serving different regions.
- n. Tourism Promotion and Development. A mapping of the tourism sites and

hotels was done to determine the potential of tourism in the County to inform planning and potential investment.

- o. The Handcrafters' Association: The Government promoted formation of a handcrafter's umbrella body, the Makueni Handcraft Value Chain Cooperative Society Limited. This helps facilitate training and marketing of their products among other association thus accruing benefits.
- p. Cooperative Movement. The number of registered cooperatives has grown from 89 in 2013 to 260 by end of 2021. Since the enactment of the Makueni County Cooperatives Act, 2017, over 170 cooperative societies have been audited and the audits registered. 25 new Cooperatives were registered under the Act, and over 15 Cooperative Societies have had their borrowing powers approved and registered.

Findings

The County's readiness for investment is good. Major challenges include: inadequate market linkages for horticulture, limited physical infrastructure, restricted access to on-farm extension support and lack of formally written plans or financial projections to articulate growth and capital needs when raising commercial capital.

This assessment recommends the Government to undertake pre-investment analysis, due diligence, investment marketing and financing options, invest in land banking and develop investment profiles to attract investors to various locations based on the Makueni County Spatial Plan.

1.34 OBJECTIVE 2: ENSURING EFFECTIVE LEADERSHIP AND ACCOUNTABILITY

Introduction

This objective seeks to establish whether the Government has policies, structures and procedures to ensure leadership of Government and private-owned enterprises is accountable to its shareholders.

Implementation Status

Policy:

The Government has established leadership structures for its various entities as indicated below:

- a. The Wote and Emali-Sultan Hamud Municipality Boards were established by the Charter granting them Municipality status. The board members are community representatives and professionals recruited competitively as per the requirements of the Urban Areas and Cities (Amendment) Act, 2018. The Government has operationalized the boards and supported them through provision of staff as the board works on its own recruitment.
- b. The Makueni Sand Authority Board is established under Section 7 of the Makueni Sand Conservation and Utilization Act, 2015. It has representation from the national and County Governments and 4 members who are competitively recruited by the County Public Service Board. The chair is appointed by the Governor and each member serves for a 3-year term renewable only once. The Authority also has a secretariat headed by a competitively recruited Managing Director, who is responsible for its day to day running. It has been successful in regulating the harvesting of sand while conserving the environment through tree planting and construction of sand dams along rivers.
- c. The Climate Change Fund Board is established under the Climate Change Regulations, 2015 which are anchored on the Public Finance Management Act, 2012. It was set up in 2021. It has 14 members who include: the chief officers responsible for environment, agriculture, water, health and roads; 2 representatives of faith-based organizations; two representatives of key economic sectors in the County; and one representative each from the National Drought Management Authority (NDMA), the County department responsible for planning, donors and public benefit organizations. All the members are appointed by the governor with approval of the County Assembly.
- d. The Makueni County Urban Water Service Providers Board is provided

for under Section 8 of the Makueni County Water Act. It is mandated to establish companies to manage water services in various areas. The Government set up the board and has facilitated establishment of three water companies so far: Wote Water and Sewerage Company Limited, Kibwezi-Makindu Water and Sewerage Company Limited and Mbooni Water and Sewerage Company Limited. The companies are run autonomously but the Government has representation in all the boards. Their operations are, however, governed by WASREB, which is an anomaly as water is a fully devolved function.

- e. The Makueni Rural Water Board. The Makueni County Water Act provides for the establishment of rural water boards to manage rural water services. This is tailored to meet the County's specific needs as the national Water Act does not have provisions for management of rural water. The board is yet to be set up, but there are already many rural water schemes managed by Committees that are not formally regulated and the enactment of the Law is a first step towards that regularization.
- f. The Makueni County Fruit Development and Marketing Authority Board is established under the MCFDMAA. It was set up in January 2018 and has 9 members. These are the chief officers responsible for agriculture, trade and finance, 2 farmers' representatives appointed by the farmers, 3 members from the private sector competitively recruited by the CPSB, and the chairperson who is appointed by the Governor. The CEO is competitively recruited by the CPSB and is the secretary to the board. The County Government set up the board and facilitated the members to attend training at the KSG and prepare a strategic plan.
- g. All the health facilities in the County are managed by a facility management Committee composed of 9 to 11 members. For the hospitals, the members are appointed by the Chief Officer responsible for health in consultation with the Governor. For health centres and dispensaries there are at least 5 members elected by the public to represent the various interest groups such as the youth, women, the religious sector and PWDs and public officers such as the chief, Ward administrator, facility administrator and a representative of the MCA. They each serve for a 3-year term, which can

be renewed twice. The framework for their operations is based on the National Government's Facility Improvement Fund Operations Manual, 2005 domesticated in the Makueni County Health Act, 2016.

- h. The Makueni County Trade and Investments Act, 2021 has established market Committees for market centres. The Committees comprise of 7 to 9 members representing the various interest groups in the market. Some Committees had existed before the Law and were a useful connection between the market stakeholders and the Government, helping in managing the affairs of the market. The Law has now provided a legal framework for their formation and operations in order to strengthen governance.
- i. Project Committees are provided for under the Public Participation Policy, 2021. For every project undertaken by the County, there is a Project Management Committee (PMC) which oversees implementation of the project, and where relevant a Project Sustainability Committee (PSCs) to oversee running of the project once complete. Both Committees comprise of 7 to 12 members depending on the size of the project and are appointed by the stakeholders from within the various sectors represented in the project. The PMC's term ends once the project is completed while the PSCs exist in perpetuity. Members of both structures are not paid.
- j. Development Committees are provided for under the Public Participation Policy, 2021. They are constituted at all levels of the County from area/village, cluster, Sub-Ward, Ward, Sub-County, County and the Diaspora to identify the development needs and priorities at their level and present them in the budgeting and planning fora of the County as well as source for development partners for the same.

Apart from these internal entities, the Government has worked consistently with the cooperative movement through the department of Trade, Industry and Cooperatives. It enacted the Makueni County Cooperatives Act, 2017 to provide for the formation and management of cooperatives, and has mobilized many sectors and interest groups to form cooperatives. The cooperatives are headed by a Committee set up in line with the provisions of Sections 31, 32

and 33 of the Act. Each Committee has 5 to 9 members elected at an AGM and who serve until the following year's AGM. The Government has promoted good governance through capacity building and undertaking audits to ensure the cooperatives comply with the requirements of the Act.

Both the Government-created agencies and the cooperatives have held regular meetings as prescribed in the instruments creating them. The meetings are properly convened, minutes taken and resolutions made which have been followed through to implementation. The boards and Committees have officials such as the chairperson, the secretary and the treasurer duly appointed as prescribed and there is clarity of roles.

Findings

The various statutes of governance for Government and private enterprises are adequate to ensure proper conduct of business. Leadership positions are according to the statutes. The Boards of Directors for Sand Authority, MFPP and Cooperatives, for instance, draw their Mandate from Law and/or regulations anchored on the Laws. There have not been any known cases of breach of conduct.

The structures for public participation (Development Committees and PMCs) and the market Committees are selected through a participatory process of the residents. Their capacity for executing the duty of care and fiduciary responsibility is not guaranteed. The Government should invest in training and capacity development of the Committees in governance and management.

1.35 OBJECTIVE 3: ENSURING EFFECTIVE STAKEHOLDER ENGAGEMENT AMONG ORGANISATIONS

Introduction

The Constitution of Kenya (2010), the County Governments Act, 2012, the Public Finance Management Act, 2012, the Urban Areas and Cities Act, 2011 and the Public Procurement and Asset Disposal Act, 2015 are clear on the need for the public to participate in various matters affecting them.

The requirement for stakeholder engagement goes beyond the public service to other agencies and corporations operating within the County, covering both employer-employee relations as well as the relationships between organizations and the community around them. The relationship between organizations and their employees are governed by the Employment Act, 2007. Other relevant statutes are the Work Injury Benefits Act and the Occupational Safety and Health Act, 2007 both of which make provisions for workers' safety at work and insurance against injury and loss occurring in the course of duty.

Business enterprises have stakeholders who must participate in the management affairs of their organisations. The extent to which this happens depends largely on the legal instruments establishing them and the governance practice by those in leadership position. Corporate Social Responsibility is a self-imposed responsibility of an organization to the community around which it operates and is the main means of stakeholder engagement outside the strict legal framework.

Implementation Status

Policy: Government owned, private and family enterprises are constantly building business relationships with other stakeholders to pursue business interest in the process of improving their competitiveness and profitability. In Makueni, the Co-operatives, the MFPP, Sand Authority and water companies have a wide portfolio of stakeholders including development partners, shareholders and communities.

In order to ensure that these relationships are sustainable, the Government, through the Directorate of Liaison has formalised partnerships through Memorandums of Understanding (MoUs) which spell out among others: the scope of collaboration, time frame, roles and responsibilities and separation mechanisms. The Directorate further monitors the implementation of work plans and calls each party to observe their deliverables. Examples are the MoU between the European Union (EU) and the Government of Makueni County to manage the Kshs.110 million grant for the reconstitution line at the MFPP and the MoU with USAID for technical support towards the development of

the County investment Law.

There are legal instruments establishing the boards and Committees for the various organs and projects. The Government has ensured community participation in decision making and through representation of the community in the boards/Committees and to ensure that the identification of programmes for the various entities reflects the needs of the citizens.

Programmes and Project: The Government plays a key role in the supervision of affairs of cooperatives. The Department in charge of cooperatives supervises the election of cooperatives and supports them in audit and other technical affairs. Government officers sit in meetings of cooperatives to guide members on decision making. In 2022, the Government created an independent directorate for water governance. This is intended to coordinate the operations of the various players in the water sector, including a collaboration with National Government agencies charged with regulating the water sector. The Government enforces the Law requiring each business enterprise set in the County to conduct social and environmental impact assessments.

Findings

Major projects by the National Government continue to be undertaken without adequate stakeholder engagement including sometimes non-engagement with the County Government itself. Partial Devolution of functions has led to projects being authorized by the National Government and undertaken within the County in total disregard of community interests for instance in logging and mining. Greater collaboration between the two levels of Government can foster seamless implementation of projects of this nature. The Government can aid this by strictly enforcing the provisions of the Finance Act and requirements for local licencing of projects authorized at the National Government level.

The Government regulates the benefits arising out of Government and quasi Government entities to ensure they are beneficial to communities. It is critical to develop a negotiated framework that the various boards follow to ensure that there is no deviation or hoarding of profits and other resources accruing.

There is potential for greater community benefit through Corporate Social Responsibility activities by non-State agencies. A clear framework for engagement and awareness creation can facilitate this. Inclusion of CSR and the principles of good governance in the civic education curriculum can further strengthen this engagement.

1.36 OBJECTIVE 4: ENSURING ETHICAL CONDUCT WITHIN ORGANISATIONS

Introduction

Chapter 6 of the Constitution of Kenya (2010) and the Public Officer Ethics Act, 2003 set high standards of integrity for holders of public office and makes further provisions to guide conduct of public officers. The Ethics and Anti-Corruption Commission (EACC) further manages the fight against unethical and corrupt practices, with powers to prosecute, investigate and hold public officers to account. Therefore, Government owned and the private enterprises doing business with the Government are expected to uphold high levels of integrity and observance to the rule of Law. The Government is responsible for ensuring ethical conduct within its entities as well as non-State actors to protect the public from potential loss and other harmful effects of misconduct by these agencies.

Implementation Status

Policy: The Government relies on the National Government Laws to instil ethical conduct within organisations doing businesses with it. In addition, the County Assembly undertakes oversight over the executive in the implementation of the devolved functions. This ensures that the executive responsible for project implementation is under check and accountable to the citizenry. The requirement for an Environmental Impact Assessment before undertaking any major development project is another way of ensuring stakeholder engagement and organizational response to stakeholder interests and concerns. The Environmental Management and Coordination Act, 1999 gives extensive guidelines on this and other measures for conservation of the

environment as a corporate practice.

Programmes and Projects: The Government has ensured that all the semi-autonomous agencies and cooperatives are subjected to audit in accordance with the provisions of the PFMA and the various Acts establishing them. The Government has cascaded performance management to all Government business entities to ensure effective and efficient service delivery. Government staff sign performance contracts with their supervisors to ensure work is done.

Instruments establishing boards provide for ethical conduct and mechanisms for removal of board or Committee members for misconduct. The staff of these entities are recruited by the CPSB and are subject to the same disciplinary action processes as the Government staff.

The Makueni County Public Service Board has exemplified good governance by ensuring that the County is an equal opportunity employer. Effort has been made to progressively comply with the statutory requirement for ensuring 30% of the work force comprises staff from other counties. It has also ensured compliance with the requirements of the Public Officer Ethics Act, 2003 for all officers complete and submit their wealth declaration forms. This is one way of mitigating against corruption in the County public service.

The Government has held several collaborative activities with the EACC at the County level to sensitize the citizenry on its presence, roles and responsibilities. These are:

- a. Corruption Risk Assessment (CRA):** In 2019, the County Government carried out a CRA in collaboration with the EACC. There was also an extensive campaign which culminated in the hosting of the International Anti-Corruption Day in Makueni on 1st December 2019. All these were aimed at promoting ethical conduct and practices by public officers and others within the County.
- b. Open Contracting:** There is an open contracting platform run by the County Government that serves to promote accountability, transparency and detection of corruption risks through service delivery processes. The

portal has published information relating to every stage of Government procurement right from the planning stage, the tendering process, the evaluation of the bids, and then the actual award and contract, plus the implementation of the contract. The goal is to improve the efficiency of public procurement management and support the delivery of high-quality goods, works and services for residents of Makueni County through enhanced citizen feedback.

- c. Open Government Partnership (OGP):** The County Government participates in the OGP which is aimed at securing concrete commitments from National and devolved Governments to promote open Government, empower citizens, fight corruption and harness new technologies to strengthen governance. In the spirit of multi-stakeholder collaboration, OGP is overseen by a Steering Committee including representatives of Government and Civil Society Organizations (CSO). Joining the prestigious OGP institution improved the Government's value proposition to attain value for money and achieve socio-economic transformation through inclusive, transparent and accountable governance as outlined in the County's Vision 2025 and CIDPs. As a member of OGP, the County Government stands to improve on the current milestones in open governance including Access to Government Procurement Opportunities (AGPO), Open Contracting Data Standards (OCDS), Public Participation, Corruption Prevention, undertaking an open COVID-19 response recovery and reforms and equity and equality in opportunities and service delivery. The County also gets an opportunity to learn, share and network with other like-minded members of the OGP.

The County Assembly has played its oversight role to ensure all the County Government operations are within the stipulated rules and regulations. This oversight ranges from development of regulatory framework for the County Government and recruitment of County employees to preparation and implementation (utilization) of the County Government budgets.

Findings

There have been individual efforts by the citizenry in fighting corruption through steps such as being vigilant on Government processes and programmes, reporting any incidence of corruption to the relevant offices, petitioning the County assembly, speaking about corruption cases in public participation and other forums, not recommending corrupt contractors for payment, refusing to pay or receive bribes, ensuring the Bill of Quantities (BQ) is followed, training citizens on their rights, electing leaders of integrity into offices, demonstration and whistleblowing, lobbying for corrupt officers to be dismissed and reporting any incidence of corruption through the social media.

The instruments of formation of corporate governance structures stipulate the selection, conduct, responsibility and exit of members. It, however, should provide for mechanisms of disclosure, conflict of interest management and other provisions on ethical conduct.

The Government should provide a clear channel for reporting corruption within the County through practices such as the use of suggestion boxes and hotline communication. The office of the County ombudsman should be operationalized to receive and address complaints against public officers. The Government should also deal firmly and decisively with officers or individuals who are caught in corruption to serve as a deterrent to others who may wish to engage in similar practices. Collaboration with the National Government agencies should be enhanced and the corporate bodies and communities in general sensitized on the existence of these bodies.

CHAPTER SEVEN: SUMMARY OF FINDINGS AND OVERARCHING ISSUES

1.1 Summary of Findings

1.1.1 Political and Democratic Governance

Devolution in Makueni is taken seriously and there are efforts to institutionalise a people's Government. The decentralisation of governance functions from the County Executive Committee to village clusters in terms of decision making on identification and implementation of projects has functioned and become the norm. The key challenge is that it is a normative practice and not translated to an instrument that has the force of Law. The public participation framework is implemented without a provision in Law. This poses the challenge of a possible reversal in the event that a different Government comes into power.

The Government has taken bold steps to provide equal opportunities for men and women in employment, leadership positions and meetings. Equal participation of both men and women in all activities has ensured fairness in the provision of public services. In addition, the Government has created awareness on the rights of all people through continuous civic education. This needs to be sustained to ensure that women's access to land and property ownership is fully achieved.

There exists a disconnect between the public participation framework as the avenue for determining projects to be implemented and the technical advisory on holistic project implementation that determines usability and sustainability. Community members demand for projects to be implemented – and they are – but they end up not being optimally operationalised because of other attendant needs that had not been factored in the original project design. For example, the building of dispensaries is not matched with provision of electricity, water, access roads and availability of staff to work therein.

There is also a disconnect between the various Government initiatives aimed at supporting the marginalised and vulnerable groups. The facilities under the NG-CDF, the County Government, and the National Government departments working at the County level are not harmonised to ensure

there is no duplication. The Governor signing performance contract with the citizen representative (County Development Committee) is an innovation in entrenching performance management and commitment to public to deliver services.

1.1.2 Economic Governance and Management

Policies and legislation: While there are sufficient policies and legal frameworks for promotion of effective economic governance and management, it was noted that there are still gaps in specific areas such as lack of specific revenue streams enabling legislation to give effect to the annual Finance Acts. Examples of required Legislation include Hospital Service Acts; Property Rating Act; CESS and Royalty Act, among others. The Finance Act should not be the anchoring legislation on revenue mobilization.

Similarly, there is need for Policy and attendant legislation on the institutionalization of the Ward Development Fund, and the established industries and factories. The concept on the Ward allocation of Kshs. 33 million is a Government goodwill initiative that has promoted citizen centred planning and budgeting. However, there is a risk in its sustainability due to lack of related legal framework to anchor it into the County processes. This is the same situation with respect to funding of the established Government associated industries. There are no existing Policy and legal frameworks to ensure their autonomy and sustainability in terms of financing and management.

Promotion of Sound Public Finance Management: The County planning has been linked to budgeting with the available resources to effectively spend on the prioritized programmes and sub-programmes. The County Treasury has ensured that the necessary structures are established. These are the County accounting unit, audit Committee, public participation forums, (CBEF), M&E unit, Service Delivery Unit and the procurement unit which have enhanced effective management of County resources. There is, however, need for the establishment of a debt management unit through a County Policy to facilitate the development of a County specific strategy for debt acquisition and management.

The County has set its goals and objectives in the various blueprints that include Policy documents and CIDPs. These documents set broad long-range goals and execute them through Annual Work Plans or Plans of Operations (MTEF). However, departments plan sectoral without coordination or integration with the other sectors.

The County overall wage bill is above the recommended legal requirement averaging about 40 percent. There is therefore need for the development of a Human Resource Management Strategy to enable mitigation of the ever-increasing wage bill. There is no revenue stream specific legislation to affect the Annual Finance Acts. The Finance Acts should not be the anchoring legislation of revenue collection. The County has started numerous industrial projects which are based on the immediate need without a sustainability plan to ensure full capacity operation. The Government might not be able to effectively manage the established industries since they are not effectively resourced in terms of workforce, supply of inputs and financial allocation.

Enabling Environment: There are policies and legislation on MSMEs such as hawkers' support; trade infrastructure development; and consumer protection. Policies, such as the Trade and Investment Policy, 2020 have not been institutionalized to operationalize PPP which is one of the budget financing strategies. Similarly, harmonization of the numerous revenue streams should be fast-tracked through a domesticated Policy and legal framework as businesses have been affected by the effect of the numerous revenue streams.

Integration: The Government has made progress in institutionalising integrated planning and adopting the MTEF planning and budgeting process. However, there is lack of integration of decentralized funds from the National Government and those that the County has established such as the 'Tetheka Fund' and the Ward Development Fund. The Government has also assented to the regional economic bloc which brings together the three South Eastern Kenya counties. But there are no efforts to promote economic integration with the other neighbouring counties of Taita Taveta and Kajiado.

Fight against Corruption: The Government has institutionalized national policies on corruption; developed a local legislation on Vetting and Approval of Public Officers; and collaborated with the EACC to establish County oversight institutions. While the oversight institutions have been formed, their level of effectiveness has not been established.

1.1.3 Socio-Economic Development

Key findings in this thematic area are:

- a. Development Planning.** The County put in place planning structures in form of planning documents such as the Makueni County Vision 2025, CIDPs, ADPs and Policy documents on budgetary matters. Sector Policies were formulated. While the basis for rational planning has been developed, planning for implementation of programmes and projects required the formulation of strategies that would help in poverty reduction and employment creation. However, emphasis was put more on outputs rather than the impacts that would accrue from the interventions. Health facilities and water projects were developed across the County, but sectoral integration in project planning was overlooked. For example, a health facility would require water, electricity and additional staff.
- b. Budgetary Issues.** Budgetary allocations to most County Departments were reported as inadequate. This can be explained by the fact that many projects are being implemented at the same time and in a silo approach. This leaves some projects incomplete. For example, boreholes that are drilled and capped waiting for the next budget cycle delay benefits to the society; and providing bursaries to many students might not keep them in school.
- c. Agricultural Extension Policy.** Extension service is weak in Kenya and in the County. Although it plays a critical role as a change agent required to transform subsistence farming to modern and commercial agriculture, it suffers from institutional constraints with respect to inadequate human resources and decreasing funding levels. The freeze of employment in the civil service has reduced extension effectiveness in the County. The Policy of demand-driven extension approaches has played a key role in

weakening this service.

- d. Legal Framework.** Producers of agricultural crops are faced with numerous taxes that reduce net farm incomes. The County Finance Act imposes taxes that constrain the advancement of the productive sector and allied businesses.
- e. Governance Challenges.** Land grabbing was hailed as a recurring problem in the County. Overloaded trucks damage roads and escape the Law by bribing officers. From the perspective of the County, management Committees or boards mismanage through either omission or commission the resources of the entities they are entrusted to manage. Management Committees in the water sector and cooperative movement misappropriate or mismanage project funds thus denying essential services to the citizenry. Cooperative society Committees misuse society funds, contractors avoid adhering to agreed technical specifications and PMCs and PSCs sometimes do not implement the agreed procedures. There are no strong oversight units to control corruption in collaboration with national institutions that have the requisite Mandate. In the circumstances, there should be a legal instrument to discourage these vices.
- f. Capacity Issues.** Lack of adequate capacity to implement programmes and projects on time, and enforcement of Laws and regulations delays accrued benefits to the people. Inadequate staffing of medical staff in health facilities, lack of specialized skills to operate certain machines and equipment in health facilities, slow pace of surveying of land illustrates areas of lack of capacity. Other areas are low child to teacher ratio in County Technical Training Institutes (CTTIs), and Early Childhood Development Education (ECDE) centres and inadequate infrastructure in both CTTIs and ECDEs. These contribute to delayed service delivery thus contributing to increased poverty and lack of employment and incomes. County Government Departments are also constrained by lack of adequate staff to plan and execute policies, programmes and projects. Capacity can be improved by progressively increasing the County personnel budget to provide for additional staff and training them and creating conducive infrastructure for personnel to operate considering the size of the resource

envelope.

- g. Environmental Constraints.** These refer to human activities that encourage use of wood fuel, sand harvesting and farming on hilltops. This leads to soil erosion thus affecting the productivity of land. Lack of adequate environmental management affects water sources that constrain the livestock sub sector. High population growth rate leads to land subdivision thus making agriculture activities unprofitable. This reduces farmers' incomes and exacerbates poverty. This scenario could be prevented by putting in place legislation to minimize the effects of the above practices. The Government enacted the Makueni County Sand Conservation and Utilization Act, 2015 that helps to regulate and ensure sustainable conservation and utilization of sand, provides protection of the environment and ensures equitable sharing of accruing benefits. Other legislative frameworks focusing on other pressing environmental issues like enforcing tree planting should be legislated.
- h. The Ward Fund.** The Ward Development Fund provides equal amount of money to the 30 Wards irrespective of population, area and level of development. While this distribution of funds is a good gesture to the local community, the investment may not have long lasting impact. A small dam will dry immediately after the rain season. Under this arrangement and with weak capacity to plan, collaboration of Wards or clusters to implement a common project is non-existent. Joint implementation of projects under the regional economic bloc has also not borne any fruit.
- i. Technical Challenges.** The Health Sector has observed that non-communicable diseases such as hypertension, diabetes and cancer have surged. The Department of Agriculture and Livestock Development reported rise in pests and diseases such as army worms, locusts and quelea birds that destroy crops and has also witnessed a big number of poor genetic breed with farmers. Emerging diseases threatens the lives of people and livestock. This could have a negative effect on labour profiles, incomes and sustainable development. This can be addressed by allocating more funds to treat and reduce chances of occurrence of these diseases.

- j. Community.** Members of the community are useful in ensuring that local governance in project execution is adhered to. Sometimes, communities provide wrong priorities as they operate within limited scope. They would want a dispensary near them even though another one is less than 5 Kms away. This creates second level problem such as demand for medical staff who are in short supply.
- k. Large Income Generating Projects.** The County Government has implemented large projects that require additional investments. These projects include: the Makueni Fruit Processing Plant, the Makindu Grain Processing Plant, milk processing plant at Kathonzweni, Kikima in Mbooni and a cold storage facility in Tulimani Ward and in Kitise. These projects were undertaken due to pressure from the farming community and to some extent availability of support from development partners. Investment in these plants need to be continued in order to make them fully operational. This means that the production of raw materials, processing and marketing should be properly coordinated. Additional work is needed to install the remaining equipment, link production with processing and marketing, and carrying out feasibility studies to determine the economic, financial and social viability and chart the way forward. This is critical in transforming agriculture from subsistence to a commercial enterprise.
- l. Sustainable Development.** The County populace looks up to the Government to solve all problems. Inadequate civic education and other modes of sensitization have been deployed to change the mind-set of dependency and create citizen ownership of community-based development projects including the large projects that the County has implemented. These projects, when fully operational, can provide long lasting benefits to the people of the County and beyond.

1.1.4 Corporate Governance

The following are the key findings on matters of corporate governance both within and outside of the Government itself.

- a. Alignment to the Objects of Devolution.** The objectives of Devolution as set out in Article 174 of the Constitution have adequately been met in

Makueni. There is equitable distribution of resources across the County through the allocation of an equal amount per Ward in each financial year. Services have been decentralized to Sub-Ward and village levels. A civic-educated public has ensured accountable use of power at all levels. The citizenry has been given abundant opportunity for self-governance and participation in all decisions that affect them. However, Ward allocations and the development Committees, the people's Government, have not been entrenched in Law.

b. Alignment to Schedule Four of the Constitution. The County has embraced and largely set up structures to cater for each of the devolved functions listed in Schedule Four of the Constitution. The 10 Departments cover all the functions, each key function having a separate Directorate. In addition, the Government has dealt creatively with situations requiring intervention but falling outside of devolved functions such as the emergency construction of classrooms for a school in Makindu when its roof was blown off.

c. Adherence to Best Practice in Corporate Governance

- i. The various structures necessary for effective service delivery in the County are in place. There is, however, a general inadequacy of documentation with regard to processes and procedures which results in different departments or institutions dealing differently in similar situations. There are also many initiatives that support corporate governance but are not anchored in Law. There is need to secure these through legislation to ensure the gains made are not reversed through dismantling of the structures.
- ii. The County has employed competent staff at all levels. There is, however, an apparent gap between the technical staff who design and implement projects and the executive Committee and chief officers who initiate the Policy and budgets. This has the dual effect of getting projects budgeted for which are not sustainable and the technical staff feeling demotivated when their technical opinion is not carried through the budgeting process. This means that there is weakness in

inter-level teamwork which impairs technically sound project planning, budgeting and implementation.

- iii. The County has provided for community involvement in almost all projects through a wide range of Committees - PMCs, PSCs, market Committees, hospital management Committees and cooperative society Committees. However, there has been inadequate training and capacity building of Committees leading to a situation of simply filling a slot with people who are not knowledgeable or effective in their assignment. Untrained Committees can have the contrary effect of multiplying conflicts and causing delay in development processes.

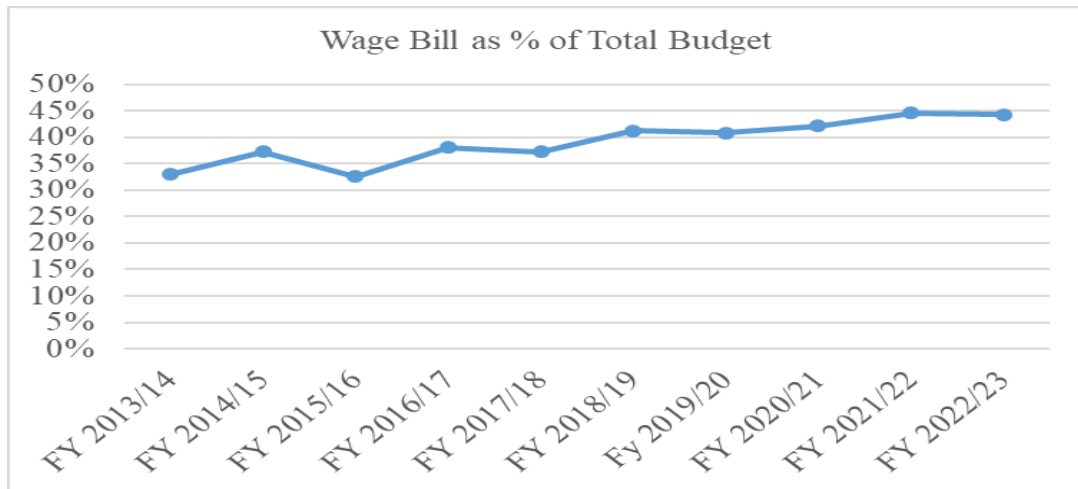
d. Governance in Commercial Entities: The Government has set a clear framework for the formation and governance of cooperatives and provided the necessary support through assigning its officers to work with individual entities to train in such governance issues as conduct of meetings, taking minutes and keeping records. The Committees can be further strengthened through training of the Committee members on the principles of good governance to improve their capacity to steer the cooperatives to greater prosperity. Governance in Government commercial entities is weak but efforts are being made to strengthen the same.

1.2 Overarching Issues

1.2.1 Ballooning Wage Bill

The County wage bill is at 42%, which is above the 35% level provided for in the Public Finance Management Act, 2012. This is attributed to the (a) high number of staff inherited from the defunct local authorities, (b) rising earnings of workers especially in the health sector with implementation of collective bargaining agreements negotiated before the counties, and (c) review of allowances by the Salaries and Remuneration Commission (SRC). Such growth in the wage bill depresses the capital expenditure and the attendant recurrent expenditure which is necessary for the delivery of key public services. Ultimately, this would have a negative bearing on the County's economic growth.

Figure 26: Growth in Wage Bill as % of Total Budget FY 2013/14 – 2022/23



1.2.2 Poverty and Inequality

The County formulated and implemented development policies, plans and programmes for the last decade intended to reduce poverty and inequalities. The interventions cut across all the sectors and devolved functions and were aimed at improving household income and improving living standards. They included improving access to quality healthcare, improved sanitation, safe water, access to quality education, promotion of climate conservation and smart agriculture and social protection programmes. As a result, the GCP has grown and monetary poverty has reduced from 64.3% in 2013 to 39.1% in 2022. However, poverty remains a challenge. The 2015/16 KIHBS survey findings show that 59.7% of the population in the County are multidimensionally poor, deprived of at least 3 basic needs and services compared to 53% nationally.

1.2.3 Knowledge Management

Over the period under review, the world has witnessed the emergence of knowledge-driven economy and society. The country aspires to be a knowledge-based middle-income economy by the year 2030. This aspiration is drawn from the fact that knowledge is the main factor that determines and drives the ability of public and private organizations as well as non-

state actors to collectively harness the comparative advantage of knowledge assets accumulated over time.

The Council of Governors conducted a survey in June 2021 to assess the County Governments' knowledge management capabilities across four capability areas namely: KM governance: KM performance management and recognition; KM technical skills; and KM systems and platforms. The findings were to inform capacity needs in the institutionalization of County knowledge management to improve performance at the counties. Consequently, the County Government initiated some key innovations and good practices that have made Makueni a model County. There are efforts to establish knowledge management champions at the departmental level. However, this requires a comprehensive mechanism to institutionalize knowledge management by creating, sharing, using and managing knowledge for decision making. The starting point could be the sensitization of all County staff on knowledge management, establishment of County Steering and Technical Committees for knowledge management and the development of a County Knowledge Management Policy and County Knowledge Management Strategy.

1.2.4 Sustainability of Development Projects

To ensure that programme and project benefits are continuous, equitably shared and distributed to all the beneficiaries, it is important to have a sustainability mechanism. It is noted that the programmes and projects implemented by the County Government have a sustainability plan and established sustainability Committees. The sustainability mechanism is, however, not anchored on any legal framework. After the projects are handed over to the communities, there is still high level of citizen dependence on Government to continually operate and maintain the project. The sustainability framework should entail community continued participation in the project even after closure and handing over. To effectively strengthen and integrate sustainability in County programming and projects, the following critical components need to be addressed:

- a) Implementation of project management best practices and standards through the entire project cycle from project identification, design,

appraisal, budgeting and implementation. The sustainability plan will be integrated in all the phases taking into consideration economic, social, environmental and political impact on project implementation.

- b) Mainstreaming of gender, climate change, youth and persons with disability to ensure that project benefits accrue equitably to both men, women and boys and girls who will fall in the category of youth and Persons with Disability (PWDs).
- c) Transparency and accountability of the institutions and systems set up to oversee the continuity and viability of the projects beyond the Government intervention. The viability of the project should take into account the human capital and capacity required and the commercial feasibility, political tenability and impact on the environment.
- d) The sustainability plans should be customized to the local context and scaled up with lessons learnt documented. The lessons learnt would be applied to other projects and interventions to ensure continuous improvement of the sustainability plans for the County projects.

1.2.5 Programme Based Budgeting

Program Based Budgeting seeks to strengthen the linkages between the development priorities of a Government and its spending plans. It relates the allocation of resources to consequential outputs and outcomes. The Government has continuously improved the budgeting processes with the aim of strengthening the linkage between Policy, planning and budgeting. Despite the interventions, there still exist gaps in the adoption of the PBB by the various sectors and in the full involvement of Sector Working Groups that are critical in enhancing the planning and budgeting processes to ensure integration of policies, plans and financing across various sectors.

In the year 2020, the Government developed a framework to promote cross-sectoral planning and budgeting. All Departments and entities aligned their budgets towards funding five main development concept's namely, product development and processing; water resource management; urban development; universal health care and institutional strengthening. The

approach advocated for whole of Government approach in development by aligning their objectives towards achieving harmonized goals.

Going forward, there is need to strengthen this framework and enhance the capacity and involvement of Sector Working Groups. This will ensure that the sectors align their development objectives towards achieving one common set of development goals and outcomes. It will also ensure Government development programmes and projects are appraised fully before funding to ensure they are impactful and are outcome-oriented and avoid duplication and double dipping in project financing. The following initiatives are key in linking plans to budgets:

- a) Strengthening Sector Working Groups for County departments and building their capacity to plan, budget and implement in sectoral approach as opposed to silo approach.
- b) Prioritizing of specific sector project/programmes to be used in the preparation of the County Fiscal Strategy Paper (CFSP) and later budget preparation process.
- c) Costing of the Policy/planned interventions to ensure that the capital investments have adequate matching recurrent costs required for operations and maintenance.
- d) Adopting Medium Term Expenditure Framework (MTEF) to improve efficiency of the public sector and create a more predictable environment for the public sector to improve service delivery.
- e) Investing to ensure strong and independent audit processes to provide feedback on the expenditure and value for money in the County investments.

1.2.6 Institutional Coordination Mechanism

The success of any institution requires a clear institutional apparatus to lead the coordination and facilitate the performance of her function. It therefore means that ensuring a vibrant institutional framework is critical for County Governments in achieving successful delivery of the devolved functions.

Lack of clarity of institutional roles and responsibilities among Government departments and agencies, non-state actors and development partners engaged in development and service delivery activities in the County may challenge the overall object of devolution. There is need for coordination to effectively support performance of County functions. These structures should allow coherence and seamless functioning, promote horizontal coherence across functions and vertical linkage between National Government Ministries, Agencies and County Departments.

The Constitution of Kenya (2010) vests the executive authority of the County in the County Executive Committee¹². The Committee consists of the County governor, the deputy governor, and members appointed by the County governor with approval of the County assembly. The County Governments Act, 2012, requires the County governor to constitute the County Executive Committee portfolio structure to respond to the functions and competencies assigned to and transferred to each County¹³. The executive Committee is in charge of administration and public service delivery including any other function that may be conferred to the County by the Constitution¹⁴.

- a. County Government Organogramme.** The Government has an approved organogramme which guide the establishment of offices for service delivery. It also gives clear roles and responsibilities among Government and Government agencies. It is organized into County Executive consisting of: The Office of the Governor, the Office of the Deputy Governor, the Office of the County Secretary and ten departments, each with an Executive Committee Member (ECM), Chief Officer(s), Directors heading Directorates and other staff both in middle and lower levels of management, the County Public Service Board (CPSB), and the County Assembly (CA). There are other semi-autonomous agencies aligned to various departments depending on the function assigned. They include: the Makueni County Sand Conservation and Utilization Authority, Makueni Fruit Development and Marketing Authority, The Makueni Climate Change Fund Board, Wote

12 Constitution of Kenya (2010), Article 179.

13 County Governments Act 2012, Part (V), Section 30 (2) (e).

14 County Governments Act 2012, Part (V), Section 36. (1).

Municipality and various Water Companies. There are also Committees established under Law to perform various tasks: the Audit Committee, the Pending Bills Committee and the County Economic and Budget Forum (CBEF).

The horizontal and vertical institutions coordination is weak. Departments and certain level of management (Chief Officers Forum versus Directors levels) appears to operate in silos with communication breakdown both in administrative and technical concerns. This has led to low consultation in matters of staffing, budget formulation and programmes and project implementation affecting service delivery and the overall Government performance. The presence of various ad hoc Committees assigned various roles to perform County specific function at various levels affects the overall coordination of the Government.

There are no guidelines for formation of such ad hoc Committees which creates ambiguity especially along the set organizational structures.

b. Sector Working Groups. The formation of Sector Working Groups (SWG) is of great importance to the operations of the County Government. SWGs comprise of officers representing departments, institution or cluster of institutions and organization whose Mandate is to connect to Government development agenda. The Government has seven SWGs which facilitate in planning and budgeting processes, ensure coming together of similar efforts to enhance synergy and ensure there is no duplication and wastage, assess the development progress of agreed development programmes and projects and provide dialogue platform that feeds development dialogue with all other development partners and actors. Despite the critical role played by these SWGs in the performance of the County Government, the role and responsibilities of the SWGs is not yet clear among the key stakeholders in the development circles within decentralized planning and development. There is also inadequate commitment and technical capacity on members of the groups to perform those roles and responsibilities.

c. County Intergovernmental Forum. The County Governments Act,

2012 Mandate establishment of the County Intergovernmental Forum¹⁵ to comprise of the Heads of all Departments of National Government rendering services in the County and the CEC members appointed by the County Governor. The Chair of the Forum is the County governor or in his absence, the deputy governor, or in the absence of both, a member of the County Executive Committee designated by the governor. The purpose of the Forum is the harmonization of services rendered in the County; coordination of development activity and intergovernmental functions in the County; and other functions as may be provided for by or under any Law. The Forum has not been established in the County. There is inadequate harmonization and coordination of service delivery within the County as each Government departments operate in a silo.

- d. People Led Committees.** These are Committees established by specific Departments to carry out specific functions at the decentralized units. They include the Community Driven Development Committee (Agriculture), the Area Children Advisory Committee for children, and the Gender-Based Violence Champions (Gender), the Ward SDGs Champions (Finance and Planning) and the Sports and Youth Committee. These formations continuously promote the silo approach to development planning and implementation.

15 County Governments Act, 2012, Section 54.

CHAPTER EIGHT: CHALLENGES, LESSONS LEARNT AND RECOMMENDATIONS

1.3 Challenges

Several challenges were faced by the County in the implementation of the devolved governance and management systems over the last ten years. The challenges and experiences constitute important lessons that could inform the implementation of the future governance and management structures in the County. The challenges encountered were generally institutional weakness and management inadequacies. The key ones are:

a. Institutional Issues

i. Political wrangles and mistrust: There were political mistrust and wrangles experienced in the formative years of the County Government. This led to delays in approving County budgets and had a huge bearing on the implementation of devolution in the subsequent years.

ii. Slow Policy formulation and legislation processes: There were delays in the preparation and enactment of key policies and legal framework necessary to implement all the functions as provided for in Schedule Four of the Constitution. Few policies were in place in the first five years of implementing devolution because of institutional conflict between the executive and the assembly. The slow pace of formulation and legislation of the policies has slowed down establishment or strengthening of institutions critical in the implementation of the devolved functions.

iii. Implementation of the devolved functions: Devolved functions are not fully costed to clearly demonstrate the costs required to fully fund their implementation.

iv. Sustainability of development initiatives, especially commercial ones: There is lack of legal framework to guarantee the sustainability of the Peoples' Government as well as the ownership and commercial viability of the various Government owned commercial enterprises.

- v. Data gaps.** Data on key variables such as poverty, inequality and specific County development outcomes remains inadequate.

b. Public Finance Management Issues

- i. Low absorption of development funds:** This is attributed to delayed and erratic disbursement of National Government equitable transfers which affects timely procurement and implementation of development programmes and projects.
- ii. Lack of a Policy framework for sharing resources across and within the Wards:** Although the County Government has a mechanism of sharing development funds equally across the Wards, there is no Policy framework to facilitate the process.
- iii. Low capacity in mobilizing own source revenue:** County own source revenue accounts for less than five percent of the total County budget.
- iv. Inadequate investment in water harvesting:** With the increasing population and rapid urbanization, the County remains a water scarce County.

c. Capacity Challenges

- i. Some functions not fully resourced:** Some departments are operating below the optimal staffing levels without key technical officers and in some cases without Directors. This has impacted on the effectiveness of service delivery.
- ii. Key skills and competencies not available:** The County lacked some key technical skills and competencies necessary to perform devolved functions effectively, hence the need to ensure that the skills and competencies are enhanced. This is through training and recruitment to ensure the functions are performed effectively.
- iii. Limited capacity in Policy making process:** There is limited capacity both in County Executive and County assembly on public Policy making process. This is attributed to the fact that counties were new and

most of the staff inherited from the defunct local authorities and/or recruited by the County public service board, did not have experience in public Policy making process.

iv. Uncoordinated approach to training and capacity building: The County Government allocates resources for training and capacity building of officers. However, the County lacks a coordinated mechanism to deliver the required capacity. Various development partners and programmes have training and capacity building components but with unclear coordination mechanisms. There are cases of duplication and poor targeting of officers for training.

1.4 Lessons Learnt

The following lessons were learnt:

- a) Citizens have the power and the rights under the Constitution to determine their own future and development. The petition by the citizens to the President of the Republic of Kenya to dissolve the County Government in 2014 was a clear demonstration of the power of citizen empowerment and civic education.
- b) The transformation of dry rivers and sand belts in 2013 to restored rivers in 2022 were captured as transformation from chaos to order in the sand sector. The intervention to regulate and coordinate sand harvesting and utilization has benefited many citizens downstream. The resultant benefits to the local community are irrigated agriculture, livelihoods programmes and water access from the restored water towers. When the Government creates an enabling environment, the various actors in the economy thrive and succeed.
- c) Where communities are empowered and consulted, they are willing and able to own Government promoted development initiatives.

1.5 Recommendations

The following recommendations emerge from the analysis of the situation in the County:

- a) Future County Governments should undertake joint induction for the County Executive Committee members and the County Assembly. This should involve training on their respective roles and responsibilities with respect to public Policy making, planning and budgeting process.
- b) Further decentralization of the governance and management structures to the lowest levels in the County.
- c) Prioritization of programmes that enhance the effective participation of the marginalized and the vulnerable in the society in economic activities. This will be achieved by providing equal opportunities for all to participate and removing the barriers that each group faces.
- d) Strengthening community led development programming for enhanced poverty eradication at the grassroots of the County. This includes targeted development programming to address inequalities through strengthening of the local economic and community driven development initiatives to ensure equitable development across and within the 30 Wards so that no one is left behind in the implementation of development policies and plans.
- e) Strengthen community development volunteer framework for improved coordination of volunteerism in development such as participation of Community Health Volunteers (CHVs), Community Resource Volunteers (CRVs), Community Extension Volunteers. The framework to stipulate the roles and responsibilities of community workers and the governance mechanisms such as term of office, remuneration and their responsibilities.
- f) Enhancement of public sector reforms and transformation to create a people-centred and results oriented public service at the County. This will be attained through improving access to information by all citizens and increasing the level of transparency and accountability by Government departments and agencies.
- g) Strengthening revenue mobilization capacity through measures to broaden the own source revenue streams by expanding the taxpayers base and strengthening tax administration to minimise revenue leakages. However,

taxes and levies should not be set at levels that would impede the growth of private enterprise.

- h) Adoption of an appropriate Policy and legal framework for equitable sharing of resources within the County.
- i) Preparation of a water Marshall Plan and fast tracking of its implementation through construction of mega and medium sized dams to meet the ever-increasing water demand for both household consumption and irrigation.
- j) Strengthening County statistics function to ensure regular and timely provision of data on key areas such as poverty, employment, and inequalities. This could be attained through the establishment of County Statistics Authority that will work closely with the Kenya National Bureau of Statistics (KNBS).
- k) To effectively implement and fund all the devolved functions, there is need to review the County structure and establishment and ensure it is aligned to the provision of Schedule Four of the Constitution.
- l) Establish and implement external resource mobilization strategies to bridge the financing gap with respect to infrastructure development and other capital investment initiatives. There is need to establish external resource mobilization strategies such as establishment of Public Private Partnership framework aligned to the National Government framework as well as County infrastructure bonds.
- m) County extension services should be re-engineered by encouraging the private sector and NGOs to fill this gap especially in commercial agriculture. Effective extension service would promote household food security, improve incomes, and reduce poverty.
- n) Fees and County levies. The Finance Act should be revised to provide for reduced fees.

BEST PRACTICES

A. GREEN ROADS FOR WATER

1.0. Introduction

Makueni County is covered by **13,065.2KMs** of road network (KRB road classification 2016) as follows: International Trunk Road(A), Bitumen-208.5KMs; National Trunk Roads(B), Bitumen/Gravel-216.7 KMs; Primary Roads(C), Bitumen/Gravel)-549.5 KMs; Secondary Roads, Earth Road(D)-202 KMs; Minor Roads(E), Earth Road-297.8 KMs; Urban Roads-132.7 KMs; and Unclassified Roads (Earth Road)-11,458 KMs. Over 85% of all the County roads are earth state hence making them not all weather. As a result, the road user experience the following challenges:

- a) Dusty roads due to prolonged drought
- b) Road damages during rainy Season-gulley's, mud carriageway etc. Leading to impassable roads and land degradation.
- c) Flush Floods along the roads and streams.
- d) Low/poor agricultural productivity due to drought and soil erosion.
- e) Water logging along the roads due to poor drainage.
- f) High cost of road maintenance and rehabilitation.

2.0. Programme Description

The Green Roads for Water Initiative aims to transform the way roads are built and maintained across Makueni County by incorporating water management and re-greening in the design and construction of roads. The aim is to improve livelihoods and resilience of communities living around roads and doing away with negative impact such as erosion, flooding, sedimentation and dust, whereas at the same time improve the climate resilience of the road infrastructure itself and reduce water related road damage.

With "Green Roads for Water," we argue for a new approach where beneficial road water management is an integral part of the design, development,

and maintenance of roads – promoting climate resilience but also tangible economic benefits. The economic case is based on a number of co-benefits:

- i. Management of water with road infrastructure presents a triple win:** reduced road maintenance costs; reduced landscape degradation; and productive and consumptive use of water harvested with the roads.
- ii. The approach has minimal costs compared to the overall outlays for road investment or road repair/maintenance.** The additional costs related to design modifications, including road water management from the start, is estimated at a maximum of 5 percent of original investments planned for the road.
- iii. The costs associated with building roads that harvest water and manage floods** provide a cheaper alternative to building road bodies with heavy new design specifications to deal with the expected impact of rain storms and other effects of climate change.

3.0. Objectives of the Programme.

The main objectives of this programme is:

- a) To ensure reliable road connectivity thus reduced transport cost for economic integration and access vital services;
- b) To create beneficial water and land management which is incorporated into livelihoods for the local communities-fostering inclusive and improved economic growth;
- c) To provide climate resilient infrastructural development thus reducing road maintenance costs; and
- d) To control pollution caused by dusty roads.

4.0. Summary of the Program Activities

The process involves contracted youths and community members to:

- a) Construct Miter/Cut off drains, non-vented drifts and installation of culverts for drainage and road run off water harvesting,
- b) Rehabilitation of road side gullies using gabions and check dams, and
- c) Training of farmers on road run off harvesting.

5.0. Achievements for the Period 2018-2022

The programme has provided part time employment to 370,771 youths and community members across the County and a total of 627KMs of climate proofed road has been constructed. Specifically, the following roads structures have been installed/ constructed:

- a) 13,694 meters of culverts for drainage and road runoff harvesting have been installed;
- b) 107 non vented drifts constructed;
- c) 4,306 road side gullies rehabilitated using gabions and check-dams; and
- d) 2,287 community farmers trained on the road run off water harvesting.

6.0. Linkage to the CIDP and SDGs

This program is linked to the SDG No. 13 on Climate Action which urges to take action to combat climate change and its impacts. Climate change is now affecting every country on every continent. It is disrupting national economies and affecting lives, costing people, communities and countries dearly today and even more tomorrow.

The program is also linked to the Makueni CIDP III, Sector priority on Road network connectivity on the following strategies:

- a) Improve road network quality - extension, upgrading, rehabilitation, and maintenance of County road network.
- b) Enhance road run-off water harvesting.
- c) Enhance road safety and security.

7.0. Implementation and Delivery Strategy

The County Government signed MOUs collaborations with MetaMeta-5 years' period-2022-2027. There was Staff and community capacity building and also enhanced TOTs training forum. The stakeholders involved and their roles are as follows:

No.	Designation	Role
1.	Staff capacity Building-Training.	MetaMeta Kenya Ltd
2.	Policy formulation and MOUs collaborations with MetaMeta-5 years' period-2022-2027	Department of Infrastructure and MetaMeta
3.	County departmental collaborations and partnerships	Department of Infrastructure and MetaMeta
4.	Community capacity building and trainings	Sub-County Roads Engineers
5.	TOTs	Community sensitization

MetaMeta is a Dutch based social enterprise, deeply engaged in water and natural resources management. Their mission is to contribute with practical solutions for a better world and to introduce these at scale. The Programme is being implemented through the MetaMeta Kenya Ltd.

8.0. Challenges Experienced during the Implementation

The following have been challenges experienced during the implementation of this programme:

- a) Limited financial resources to carry out capacity building, sensitisation and implementation,
- b) Unpredictable and unreliable rainfall seasons for harvesting of the rain

water,

- c) Limited knowledge and skills for the local authorities and the local communities on rainwater harvesting models, and
- d) Inadequate integration, inclusion and dynamic planning approach when designing roads by the County and national government road agencies.

The following has been mitigation measures taken to help address the challenges mentioned above:

- a) Conducting capacity building and community sensitization during public participation forums.
- b) Inter County departmental collaborations and partnerships.
- c) Analyzing weather forecasts and indigenous rain patterns.
- d) Using locally-led adaptation solutions.

9.0. Total Cost Annually

The project is allocated 2 percent for every road maintenance project each financial year to implement the green roads for water activities from FY 2018/2019 to FY 2023/2024. Other programmes that have implemented the Green Roads for Water Include: Ajira kwa vijana programme in 2021/2022 and Miradi kwa Jamii programme in FY 2022/2023.

The programme has critical activities that have contributed to the successful implementation of the intervention. Some of the activities are:

- i. **Manual on excavation** of cut-offs, mitre drains and gully rehabilitation to achieve climate resilient road infrastructures and improved community livelihoods. This is financed by the County government and allows harvesting and utilisation of the scarce water,
- ii. **A Policy in all contracted projects**, the contractors are instructed to engage the local communities around the specific projects to manually implement the green roads for water concept at a fee, boosting the

local economy.

- iii. **Conducting training** for the local communities especially farmers and persons living around the local roads and County staff for capacity building and sustainability. The trained local communities act as TOTs and become the link between the community and the County Government.
- iv. **Local Communities and end user's needs** are central in road planning, design and implementation. This ensures a more collaboration among the larger and diverse groups and local organisations carrying out locally led adaptation measures on climate change.
- v. **Partnerships and collaborations** with Non-Governmental Organisations such as MetaMeta
- vi. County Departments interdepartmental collaborations, coordination and integration of County programs.

10.0. The key outcomes and results from the intervention.

- a) Cut-off/Mitre Drains-Road run-off from feeder roads is collected and diverted into farms through trenches/ditches.
- b) Non-vented river drifts/road crossings.
- c) Cross-drains (Diversion from cross culverts).
- d) Roadside tree planting for environmental mitigation.
- e) Roadside gully rehabilitation using nature based solutions combined with gabion check dams.
- f) Road run-off harvesting to farm ponds/pans along the County roads.

B. ENHANCING COMMODITIES SECURITY: A CASE OF MAISHA MEDS INVENTORY MANAGEMENT SYSTEM IN MAKUENI COUNTY

1.0. Introduction.

One of the key development priority areas in Makueni County to ensure universal access to health care. In 2016, the government introduced Makueni care scheme where residents 65 years and above would access health services in Makueni health facilities for free while for others, each household was required to contribute Ksh. 500 annually. The scheme overall objective was to protect the residents from extreme out of pocket health expenditure. This led to increase in health services demand. The government had to relook on the essential medicine supply to ensure the order fill rate is not affected.

There was no unified system of inventory management system within the hospitals pharmacies and commodity stores. Most health facilities managed inventory using manual bin cards with only a few hospitals having an electronic system to manage inventory/ dispense drugs. Stocks outs were reported in various facilities without early warning. It was against this background that Makueni County contacted Maisha Meds to provide an inventory management system in all hospitals within the County beginning with a pilot roll out in 13 facilities.

2.0. Implementation / Delivery Mechanism

Maisha Meds is an open-source inventory management application available on Google Play store and works on android devices. Its main utility is to streamline management of health products and technologies (HPTs). Makueni County acquired tablets which were availed to the pilot facilities and the medical staff working in pharmacy and commodity stores were trained on use of the system. Each user has their own unique username and password making it possible to track the changes made in the system to the specific user. There is also a segregation of users within the system and only the administrator can create accounts and conduct stock takes. The initial roll-out was done and the system is on use. Some lessons have been drawn on the functionality and use of Maisha Meds App in order to document feedback

from the health department, ICT department and users of the application before full implementation in all health facilities. There are plans to scale up its use to all dispensaries and health centres.

3.0. Objective of the System

The main objectives of using Maisha Meds for HPT's management is to enhance accuracy and real time information, accountability and transparency.

i. Accuracy and real time information: The Application has a dashboard where managers can log in and see stocks availability, access reports such as HPTs stock outs and list of HPTs expiring within the next 6 months. This is crucial in making timely decisions to eliminate waste by reducing expiry and also inform redistribution of HPTs to avoid stock outs.

ii. Accountability: It provides a holistic picture of all stocks held at a particular facility/store.

iii. Transparency: It helps improve transparency as commodities received from various sources are entered into system, and the commodities can only exit the system through registration of patients.

4.0. Key Results and Benefits Gained

- a) Stock outs have reduced.
- b) The cases of medicine expiry have also been eliminated.
- c) The platform makes it easier for supervisors to track and manage HPT use in the hospital.
- d) The platform has reduced theft and misuse of HPT in hospitals.

C. Own Source Revenue Automation

1.0. Project Description

Makueni County is among the rural counties in the country with low presence of high value private investments. This means there are fewer and low yielding

revenue streams that may not adequately provide the required resources to adequately cover the planned County priorities. It is from this premise that the County government instituted a raft of measures to progressively enhance Own Source Revenue (OSR). The measures are aimed at utilizing technology and innovation to enhance OSR mobilization.

2.0. Objective of the Project

The County Own Source Revenue (OSR) in the FY 2022/23 accounts for nine percent of the total County budget. Over the medium term, the Government aspires to cover at least 13 percent of the total County budget using locally mobilized revenues. The main challenge facing the OSR was the multiplicity of invoices from different streams to same customers due to low absorption of technology and lack of business data. The overall implication was underperforming in OSR leading to budget deficit and poor service delivery. The customer compliance level was also low. To maximize the collection of the OSR, the government initiated Unified Billing Regime and full automation of revenue collection and cashless mode of payment. Under the initiative, the following was carried out:

- a) Simplified payment environment to encourage greater economic growth;
- b) Reduced the administration and compliance costs in regulating business activities;
- c) Consistent generation of business-related data for revenue projections, planning, regulatory and service delivery purposes;
- d) Established and strengthened link between County government and the business community to improve government transparency, accountability and responsiveness.

3.0. A Summary of the programme/ project/Initiative

In implementing this project, the County government introduced a single invoice (unified billing regime) which includes adding all associated costs including public health, fire certificates and outdoor advertisement and doing

an auto-billing. Additionally, all revenue streams have been automated and introduction of cashless mode of payment.

4.0. Linkage to the CIDP and SDGs

The current CIDP 2023-2027 will be implemented through Annual Development Plans (ADPs). It is estimated to cost a total of Kshs 92.3 Billion which will be raised from the national government equitable share and grants, Own Source Revenue (OSR) and support by Development Partners (DPs).

5.0. Implementation period and Delivery Strategy.

Activities undertaken during the exercise includes:

- a) County business census to document and provide data of the total number of business.
- b) System configuration to actualize unified billing.
- c) Data cleaning, Deactivation of multiple business and simulation in the system.
- d) Scheduling of auto billing messages.
- e) Cashless payment for all revenues.
- f) Administrative restructuring to enhance efficiency.

The program was implemented during the current Financial Year (FY2023/24) with most activities finalized by the end of March 2024. The implementation faced slight customer resistance which was resolved through public sensitization and introduction of Customer Care Call Center.

6.0. Key stakeholders and partnership

The key stakeholders were the system vendors, KNBS, Hawkers Association, Plot owner's association and Revenue collection departments

7.0. Total Cost Annually

The program costed approximately 12.5M for business census, and additional

2M for capacity building and simulation.

8.0. Results realized in the implementation of the intervention.

The auto billing regime has made it possible for the County to:

- a) Enhance **one Government approach** in payment of business licensing fees,
- b) Institute a **one stop shop framework** in payment of County fees for business licensing.
- c) Institute **ease of doing business** for County customers by enabling them to pay in the comfort of their business/homes thereby entrenching cashless mode of payment.
- d) Reduced the rate of human intervention in payment of government fees hence efficiency and effective service delivery
- e) Double the revenue from the health stream alongside other charges compared to last financial year as a result of unified billing.

Sub Program	Key Output	Key Performance Indicator	Linkages to SDG Targets *	Self-Assessment report	Planned Target and Indicative Budget						
					YEAR 1		YEAR 2		YEAR 3		
					Target	Cost	Target	Cost	Target	Cost	Total Budget Kshs. (M)
						Ksh S. (M)		Ksh S. (M)		Ksh S. (M)	
Trade Development											
Programme Name: Trade Development and Promotion											
Objective: To enhance both farm and nonfarm trade activities in the County											
Outcome: Improved income from trade activities											
Business Re-Engineering	Business resilience enhanced	No. of enterprises accessing business finance	8.3	Review the institutional arrangements to reengineer Tetheka Fund as source of credit to Small scale trading's	200	3	250	3.5	300	4	10.5
		Percentage of start ups celebrating 1 st business year anniversary	8.3		40%		50%		50%		
Objective: To Strengthen fair trade practices in the County											
Outcome: Increased compliance with the trade fair practices											
Consumer Protection	Unfair trade practices reported	Proportion of businesses complying with the weights and measures act cap 503 and Trade	8.3	Enact a Regulation for wholesale and retail trade during	80	7.2	85	8.4	90	10	25.6

	incidences reduced	descriptions Act Cap 505 Laws of Kenya	market days to avoid unfair trade practices and provision of incentives and subsidies to starts ups										
Programme Name: Industrial Development and Promotion													
Objective: To promote cottage industries development in the County													
Outcome: Increased decent job opportunities													
Industrial Promotion	Investment environment enhanced	No. of investor profiles developed	8.3, 17.17	Government to undertake the following activities to attract investors to various locations based on the Makueni County Spatial Plan i. Pre-investment analysis & due diligence,	10	2	10	2	10	2	10	2	6
		No. of investment forums held	17.16, 17.17		1	3.5	1	3.5	1	3.5	1	3.5	10.5
		Amount of investments realized (Kshs)	17.16, 17.17		80		100		150				

[illegible]

Staff Development	Staff capacity improved	Proportion of staff capacity build	4.c.1 4.1 4.2	Continuous recruitment of ECDE teachers to adequately staff ECDE centres to ensure equity in access to education	100%	1.0	100%	1.0	100%	1.0	3.0
		Teacher/Pupil ratio			1:40		1:40				
Programme Name: Public Institutions Infrastructure Development											
Objective: To enhance access to quality education											
Outcome: Improved access to quality Early Childhood Development and Education											
School Infrastructure Development	CTTIs and ECDEs Constructed or Upgraded	No. of ECDEs Upgraded to Model Centres	4.a.1	Continuous improvement of school infrastructure	1	8	1	8	1	8	24
		No. of New ECDEs Constructed	4.2.1 4.2.2		20	80	20	80	20	80	240
		No. of CTTIs Upgraded to Model Centres			2	40	2	40	1	20	100
Access and Retention	Access and retention in CTTIs and ECDEs enhanced	No. of ECDE pupils under capitation	4.1 4.2	Continuous enhancement of access and retention to education	47,000	60	50,000	60	53,000	70	190
		No. of ECDE pupils under school feeding programme			47,000		50,000		53,000		
		No. of CTTI trainees under capitation			6,500		8,000		10,000		

ICT Policy and Plan development	ICT Policy developed	No. of ICT policies developed	16.b	Enhance legal framework through establishing Laws, policies and regulations to guide the operation.	1	1	-	-	-	1
	ICT Master Plan Developed	No. of ICT Master plan developed			-	-	1	2	-	2
Devolution, County Administration, Public Participation and Special Programme										
Programme Name: County Leadership, Governance and Coordination										
Objective: To ensure effective and efficient running of the County affairs as provided for by the constitution										
Outcome: Strengthened County governance, coordination and management of County services										
Governance and Coordination	Village council established	No. of village councils established and operationalised	16.6	Establish the village councils as provided for in section 52 of the County Government Act, 2012	-	-	60	15.4	60	12
	Decentralized development Committee established	No. of decentralized committees established	16.6	Institutionalize Development Committees to local development organizations through a legal framework	491	8.6	491	10	491	10
										27.4
										28.6

	Decentralized office blocks constructed	No. of Decentralized office blocks established to house the decentralized staff	16.6	Facilitate establishment of offices for the decentralized units.	1	5.9	2	10	2	10	25.9
Participatory Development	Participatory development enhanced	% of population involved in participatory and representative decision making	5.c	Continuous capacity strengthening and animation of the participatory development processes (Both community and Staff)	10	10	12	10	15	10	30
			16.7								
			5.c 16.7	No. of Staff capacity build on matters of participatory development	100	150	200				
Water, Sanitation and Irrigation											
Programme Name: Urban and Rural Water Governance											
Objective: To improve urban and rural water governance											
Outcome: Increased access to improved and reliable water											
Water Governance	Reduced poor water governance incidences reported	No. of Water Service Providers meeting over 70% compliance as set out in the regulators' guidelines.	6.1.1 3.9.2	Water service providers to comply with the regulation especially from MASREB.	3	0.5	3	0.5	3	0.5	1.5
					60%	2	70%	2.5	80%	3	7.5

	expanded/ rehabilitated	expanded/ rehabilitated		that there are no delay benefits to the people									
	sand dams/weirs with Sumps constructed / rehabilitated	No. of sand dams/weirs with Sumps constructed/ rehabilitated		5	25	5	25	5	25	100	20	100	75
	Boreholes drilled & equipped	No. of Boreholes drilled & equipped		20	100	20	100	20	100	100	20	100	300
Programme Name: Irrigation Development Programme													
Objective: To promote irrigated agriculture													
Outcome: Increased agricultural production and productivity													
Irrigation Development	Area under irrigated agriculture along main river	No. of irrigation schemes established/rehab ilitated	2.4.	5	50	5	50	5	50	5	50	50	150
Agriculture, Livestock, Fisheries & Co-operative Development													
Program Name: Institutional Capacity Development													
Objective: To strengthen Policy, legal and institutional framework													
Outcome: Strengthened Policy, legal and institutional framework													
Policy and Legal Development	Coordination and service delivery enhanced	Proportion of Agriculture Sector Transformation Growth Strategy (ASTGS) implemented	2.a	15	1 0	30	1 5	50	10	35			
		No. of policies, Laws and				1							

	expanded/ rehabilitated sand dams/weirs with Sumps constructed / rehabilitated	expanded/ rehabilitated	that there are no delay benefits to the people									
	No. of sand dams/weirs with Sumps constructed/ rehabilitated			5	25	5	25	5	25	75		
	Boreholes drilled & equipped	No. of Boreholes drilled & equipped		20	100	20	100	20	100	300		
Programme Name: Irrigation Development Programme												
Objective: To promote irrigated agriculture												
Outcome: Increased agricultural production and productivity												
Irrigation Development	Area under irrigated agriculture along main river	No. of irrigation schemes established/rehabilitated	2.4. Support irrigation projects to address issues of drought	5	50	5	50	5	50	150		
Agriculture, Livestock, Fisheries & Co-operative Development												
Program Name: Institutional Capacity Development												
Objective: To strengthen Policy, legal and institutional framework												
Outcome: Strengthened Policy, legal and institutional framework												
Policy and Legal Development	Coordination and service delivery enhanced	Proportion of Agriculture Sector Transformation Growth Strategy (ASTGS) implemented No. of policies, Laws and	2.a Enact legal instruments to support implementation of the Makueni County agriculture and	15	10		30	15	50	35		
							1					

		regulations reviewed/developed		Livestock Policy; review Policy and address any Policy gaps								
Programme Name: Agricultural Extension and Capacity Development Programme												
Objective: To Enhance agricultural extension services for effective knowledge, skill and technology transfer												
Outcome: Increased agricultural production and productivity												
Agricultural Extension Services	Agricultural technologies adopted in the County.	No. of farmers adopting D.A technologies disaggregated by gender	2.3	Enhance the build capacity on new technologies to farmers	87,100	220	96,800	230	106,400	230	680	
Land, Urban Development, Environment and Natural Resources												
Programme Name: Physical and Land Use Development Planning												
Objective: To promote sustainable land use planning												
Outcome: Well-planned settlements and urban areas												
Survey and titling.	Settlement and urban areas planned	No. of Land Plans & Land Use Development Plans Prepared and approved	11.3, 11.4	County Spatial Plan and urban planning require	10	50	10	50	5	50	150	
		No. of Land Plans & Land Use Development Plans implemented	11.3, 11.4	requisite capacity as well as technology for proper functioning	5	100	5	100	2	100	300	
		No. of inter-county Spatial development plans prepared for	1b 9.1 11a		1	20	1	20	-	-	40	

	Land adjudicated	No of Settlements adjudicated	1.4 5a			1	17.5	1	17.5	1	17.5	52.5	
		No of Beneficiaries in adjudication sections and settlements schemes	1.4, 5a			3,000	5	3,000		3,000		9,000	
Programme Name: Forest & Landscape Restoration and Management													
Objective: To conserve forest resources and protect water catchment areas To promote sustainable utilization of forest and non-forest products.													
Outcome: Sustainably managed and restored ecosystems													
Forest and landscape restoration and management	Ecosystem Conserved and restored	No. of County forests mapped and surveyed	15.1.1 15.1.2 15.2.1 15.3.1	Improve tree cover, Landscape restoration and wetland conservation	2	1.5	2	2	2	2	2	5.5	
		Area (Ha) of County forests and catchment areas restored											
		Area (Ha) of farmland under restoration											
		Length (km) of riverine conserved and restored											
		Area (Ha) of degraded wetlands restored											
		No. of functional community forest associations/ organizations											
Programme Name: Pollution Control and Management													

Natural Resource Development	Natural resource Sustainably developed	No. of mineral extraction sites approved	15.a.1 12.5.1	Conserving and ensuring proper utilization of natural resources	3	3	3	3	3	3	9
		No. of minerals mapped									10
		No. of mineral feasibility studies conducted									3
		No. of sand conservation structures constructed (gabions sand dams)			10	120	10	120	10	120	360
Programme Name: Climate Change Mainstreaming											
Objective: To mainstream climate change initiatives in all development activities											
Outcome: Enhanced climate change resilience											
Climate Change resilience	Climate change resilience activities carried out	No. of sensitization forums on climate smart technologies held	13.2.1 13.3.1	Mainstreaming climate change in County programmes and building res	6	2	6	2	6	2	6
		No. of climate change information recipients			150,000	1.5	200,000	2	250,000	2.5	6
		No. of community climate actions implemented			5	50	5	50	5	50	150
Transport, Infrastructure, Public Works, Housing & Energy											
Program Name: Institutional Strengthening											
Objective: To strengthen institutional frameworks and internal capacities											

Outcome: Improved service delivery											
Policy Development and Implementation	Policies developed and implemented	No. of Policies developed and approved (County Safety Action Plan, Public works Policy, Housing Policy,	16.b	Existing institutional and legal framework is insufficient, awareness, adoption, and enforcement are very low and need to be enhanced	3	5	-	0.5	-	0.5	5
		Proportion of projects with feasibility studies carried out before project initiation				70%	1	80%	1	100%	1
Programme Name: Low-cost Housing Promotion											
Objective: To increase access to affordable housing											
Outcome: Enhanced access to affordable and decent housing											
Appropriate Technology Training Centre	Appropriate Technology Training centre established	No. of Appropriate Technology Training Centre	11.1	Housing function is a devolved function. There is need to increase budgetary allocation	-					1	20
	Prototype low-cost houses constructed	No. of prototype low-cost houses constructed	2			2	5	2	5	2	15
Programme Name: Rural Electrification and Clean Energy Programme											
Objective: To increase electricity development and connectivity											
Outcome: Enhanced access to reliable energy											
Electricity		Proportion of Households (HHs)	7.1	Improve on installation	35%	60	45%	60	55%	60	120

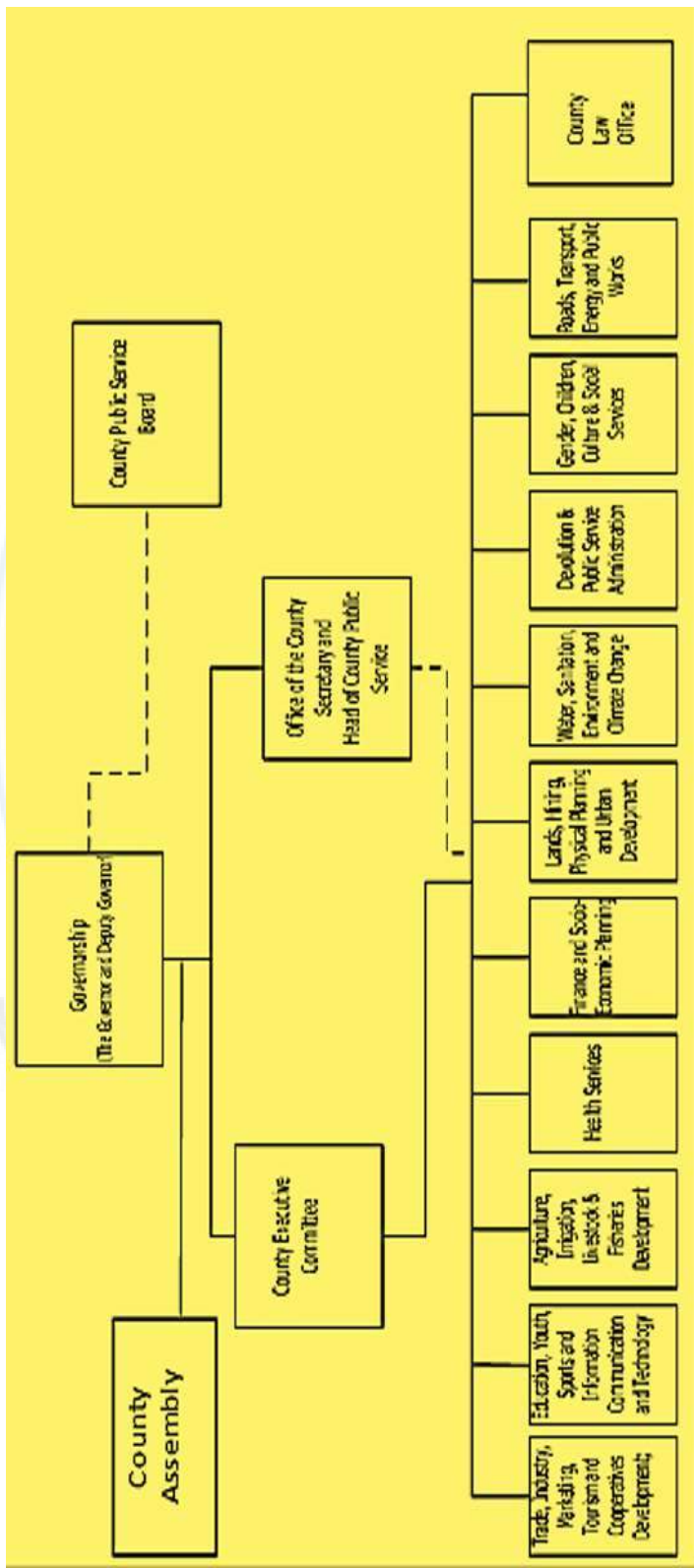
Connection and Distribution	Increased electricity access	connected to electricity	of clean energy such as electricity, solar and Biogas	50%	70%		80%				
		Proportion of public institutions connected to electricity									
	Green Energy promotion	Improved green energy uptake	Proportion of HHs using solar energy	7.2	50%	15	60%	15	65%	15	45
		Proportion of public institutions using solar energy		50%		60%			65%		
		No. of Energy centres established		1	3	-	-	-	-	-	3
Gender, Children, Youth, Sport & Social Services											
Program Name: Governance, Research and Strategic Partnership											
Objective: To strengthen Policy, legal and institutional framework											
Outcome: Improved socio-economic empowerment of vulnerable											
Institutional Strengthening	Institutional Framework Established	No. of Multi sectoral collaboration framework developed	5.1 5.C	1	1	-	0.5	-	0.5		2
				Establish clear framework for coordination of social protection programmes							
Programme Name: Gender and Diversity Mainstreaming											
Objective: To promote gender equality, inclusion, and meaningful participation of all people in development											

safe shelters	shelters established		County and ensure any report of GBV is well attended								
Anti GBV Awareness Campaign	No. of Sensitization and advocacy forums carried out	6		0.5	6	0.5	6	0.5	6	0.5	1.5
	No. of Community Anti- GBV Champions Trained	120		2	120	2	120	2	120	2	6
GBV Survivors Support Group Initiative	Empowered and Socialised the GBV survivors back to Society	No. of survivor groups formed and supported to engage in Income Generating Activities	1.3								1.5
Drug and Substance Abuse Campaign	Reduced incidences of Drug and substance abuse	No. of Anti-drugs Campaign and forums organised	5.2	6	0.5	6	0.5	6	0.5	6	1.5
		No. of Rehabilitation centres established		1	3	-	-	-	-	-	3
Programme Name: Recreation, Sports and Talent Development											
Objective: To develop sporting talent and recreation											
Outcome: Enhanced sporting and recreation development											

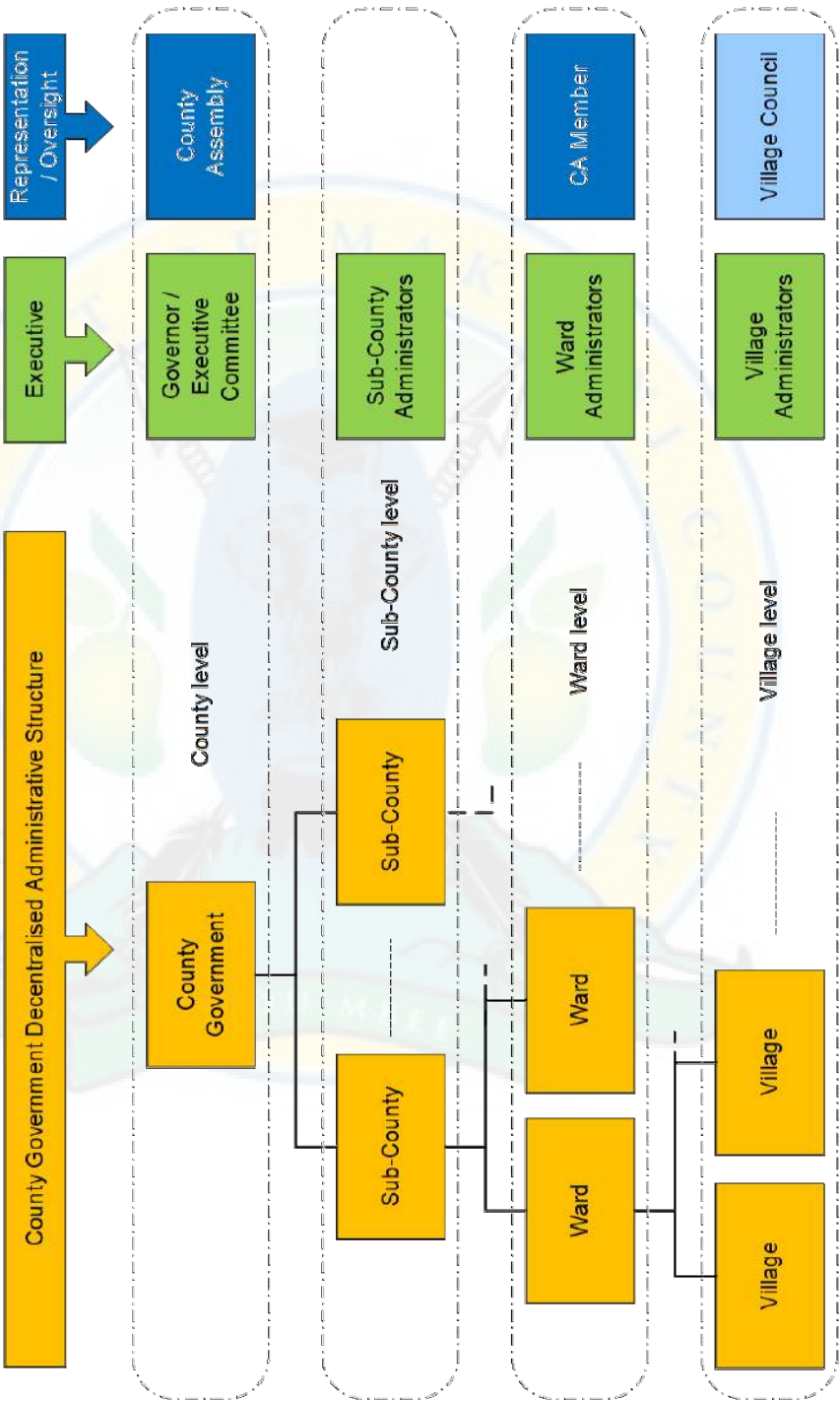
Sports Development	Sporting infrastructures developed	No. of model sporting and recreation infrastructure developed	10.1 & 10.2	Enhance sports initiatives through Sport Council as innovation which has the community taking charge of their development and reducing overreliance on government support.	1	30	1	30	1	30	90
	Makueni Sport Fund established	Sport Fund established and operationalised	10.1 & 10.2, 17.1, 1.2 & 1a, b		1	2		3		3	8
Programme Name: Youth Enterprise Development											
Objective: To empower youth to participate in and contribute to socio-economic development											
Outcome: Empowered youth for socio-economic development											
Youth empowerment	Youth empowerment centre developed and equipped	No. of youth empowerment centre developed and equipped	1.2 1a, b 10.1 & 10.2	Support Youths with the requisite resources to engage in development activities	1	10	1	10	1	10	30
	Youth groups business incubated	No. of youth business incubated			3	1	5	1.5	5	1.5	4

Office of County Secretary									
Program Name: Institutional Capacity Development									
Objective: To strengthen Policy, legal and institutional framework									
Outcome: Strengthened Policy, legal and institutional framework									
Institutional Development	Departmental organogram reviewed	Reviewed departmental organogram	17	Clear operational structure for the department/s	1	10			10
				ector; succession management plan; develop and implement necessary human resource documents to enhance staff motivation; replace aging staff, and develop and implement structures for inter- sectoral collaboratio n.					

ANNEX 1: THE ORGANISATIONAL STRUCTURE OF THE COUNTY GOVERNMENT



ANEX 2: COUNTY GOVERNMENT ADMINISTRATION STRUCTURE





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