



TRANSPARENCY
INTERNATIONAL
KENYA

COUNTY GOVERNANCE

STATUS REPORT (CGSR) 2019





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Author: Transparency International Kenya.

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CONTENTS

TABLE OF CONTENTS	4
LIST OF FIGURES	6
LIST OF TABLES	6
LIST OF ACRONYMS	7
BACKGROUND	8
ACKNOWLEDGEMENT	9
EXECUTIVE SUMMARY	11
SUMMARY RECOMMENDATIONS	13
INTRODUCTION	14
RATIONALE OF THE STUDY	16
METHODOLOGY	17
FINDINGS	20
ACCOUNTABILITY	20
Contact with Leaders	20
How Leaders were contacted	20
Performance of Leaders	21
Members of the County Assembly Own Rating	21
Greatest Achievement of the MCAs	22
Challenges Experienced by the MCAs	23
County Executive Rating	24
Provision of Resources and Infrastructure to County Governments	24
I. Resources and Infrastructure in the County Assembly	24
II. Resources and Infrastructure for the County Executive	25
Likelihood of Re-electing Current Leaders During the 2022 Elections	25
Likelihood of Electing Women in Leadership	25
TRANSPARENCY	27
Citizen Access to Information	27
How Citizens Received News	27
Latest Information Received	27
How Citizens Would like to Receive Information from County Governments	28

Citizen Access to Media	28
Information Sharing by the County Government	28
Awareness of Vital Documents	29
Mechanisms to Support Public Participation	30
Awareness of Meetings Convened by County Governments	30
Public Engagement in the County Assembly	30
<hr/>	
SERVICE DELIVERY	32
Most pressing problems counties should address	32
Ratings of services offered by counties	32
Challenges County Executive Experience while Delivering Services to the People	33
Citizen Action on Bribery and Poor Service	34
Citizen Enquiry of Government Service	34
<hr/>	
INTEGRITY	35
Perceived Change in Corruption	35
Projected Level of Corruption	35
Integrity Management Initiatives in Counties	36
Employee Disciplinary Action due to Corruption	36
<hr/>	
CONCLUSION	37
<hr/>	
RECOMMENDATIONS	38

LIST OF FIGURES

Figure 1: Demographic distribution	18
Figure 2: Respondents' socio-economics characteristics	19
Figure 3: Citizens' contact with leaders	20
Figure 4: Likelihood of re-electing current leaders	25
Figure 5: Likelihood of electing women in leadership	26
Figure 6: How citizens would like to receive information from the County	28
Figure 7: Access to vital documents - 2016 & 2019	29
Figure 8: Perceived level of corruption	35
Figure 9: Projected level of corruption	35

LIST OF TABLES

Table 1: Sample distribution	17
Table 2: Distribution of County Government respondents	19
Table 3: Type of citizen contact with leaders	21
Table 4: Leaders' performance rating	21
Table 5: MCAs capacity - own ratings by CECMs and Speakers/Clerks	22
Table 6: MCAs' greatest achievements	22
Table 7: Challenges experienced by the MCAs	23
Table 8: MCAs ratings of the County Executive	24
Table 9: Resource and infrastructure for the County Assembly	24
Table 10: Resources and infrastructure for the County Executive	25
Table 11: How citizens received information	27
Table 12: Latest information received	27
Table 13: Citizens' access to media	28
Table 14: Information sharing by the County Government	29
Table 15: Simplification of vital documents	30
Table 16: Awareness of Meetings Convened by County Governments	30
Table 17: Most pressing problems counties should address	32
Table 18: Rating of services offered by counties	33
Table 19: Challenges experienced by the County Executive	33
Table 20: Citizen Action on Bribery and Poor Service	34
Table 21: Integrity management initiatives in counties	36

ACRONYMS

CEC	County Executive Committee Member
CIDP	County Integrated Development Plan
COB	Controller of Budget
EACC	Ethics and Anti-Corruption Commission
ECDE	Early Childhood Development Education
MCA	Member of the County Assembly
MP	Member of Parliament
OAG	Office of the Auditor General
CIDP	County Integrated Development Plan

BACKGROUND

Transparency International Kenya (TI-Kenya) was founded in 1999 in Kenya as a not-for-profit organisation with the aim of developing a transparent and corruption-free society through good governance and social justice initiatives. TI-Kenya is one of the autonomous chapters of the global Transparency International movement that is bound by a common vision of a corruption-free world.

TI-Kenya's vision is "A corruption free Kenya".

The organisation has 20 years of extensive experience in governance work at the National and County levels. These include direct engagement with the government, the private sector, individuals and groups. TI-Kenya uses advocacy as its signature approach; this is complemented by other approaches such as partnerships' development, research, capacity building and civic engagement.

This report was conducted under the "Democracy, Governance and Human Rights" programme which aims to strengthen the accountability and independence of governance structures and institutions at national and county levels. The project's overall objective is to contribute to increased respect for human rights, gender equality and strengthened democratic governance at national and local levels.



TI-Kenya is one of the autonomous chapters of the global Transparency International movement that is bound by a common vision of a corruption-free world.

ACKNOWLEDGEMENT

Transparency International Kenya (TI-Kenya) is grateful to the various County governments that supported the study by organising for the interviews and being part of the respondents. Special appreciation goes to the County Assemblies Forum who acted as a linkage between TI-Kenya and the various County Assemblies. TI-Kenya also acknowledges the important role played by all the respondents including the County Executive Committee Members, County Speakers, County Clerks, Members of the County Assemblies and the citizens.

TI-Kenya acknowledges the role played by the staff who were actively involved in the production of this report particularly; Fidualice Muthike, Harriet Wachira, Mercy Chepkemoi, Isabella Mutuku and Eric Masinde.

The study would not have been successful without the financial support of our donors. We are immensely grateful to the Embassy of Sweden and Diakonia Kenya for the financial support.



The study drew respondents from 16 counties distributed across all regions in Kenya. A total of 2,422 citizens participated in the survey, 52% being male and 48% female.

EXECUTIVE SUMMARY

The study drew respondents from 16 counties distributed across all regions in Kenya. A total of 2,422 citizens participated in the survey, 52% being male and 48% female. More than half (51%) of the respondents were between 18 and 35 years while 41% of the total respondents had attained secondary education. The study also drew respondents from both arms of the county governments with elected Members of County Assembly (MCAs) comprising the highest number (33) of respondents followed by County Executive Committee Members (CECs) who totaled 22.

Below are the main findings of the survey:

ACCOUNTABILITY

i. Contacting leaders

The findings revealed that MCAs are the most contacted leaders with almost a quarter (24%) of respondents stating that they had contacted their MCAs in 2019, which is a 12 points drop from those who contacted their MCAs in 2016. Senators were the least contacted leaders with only three percent of respondents stating that they contacted them. Leaders were largely contacted through their office and/or social gatherings (church, weddings and funerals etc.).

ii. Performance of leaders

When asked to rate the performance of their leaders, the respondents rated the performance of Senators and Women Representatives as poor. The performance of Governors, MPs and MCAs was rated as average.

When asked to rate themselves, results show that MCAs generally rated their ability to carry out their functions as good, although they rated their ability to review and interrogate reports as average, a rating also given by the CECs.

iii. Likelihood of re-electing leaders

More than half of the respondents were least likely to re-elect Women Representatives (60%) and Senators (57%) whereas Governors and MCAs were likely to be re-elected (46% of respondents). Further, more than half of the respondents stated that they were likely to elect a woman in the positions of MCA, Member of Parliament (MP), Governor and Senator.

TRANSPARENCY

iv. Access to information

Regarding access to information, more than half of the respondents (56%) stated that they had not received any information from their counties while 43% stated that they had, out of which 38% received the information through mainstream media (radio, TV and newspaper) with only 15% receiving information through social media. On information sharing, the survey established that 31% of county governments shared project progress reports on social media while more than half (59%) stated that they shared tender advertisements on newspaper. All the surveyed counties had a dedicated office/officer to ensure access to information, an office/officer to ensure public participation civic education programme while 15 out of 16 counties had project management committees.

v. Awareness of County documents

Regarding awareness of vital documents, the Constitution of Kenya 2010 emerged as the most popular document although its popularity fell by 11 points below the 2016 survey. Remarkably, popularity of the County Finance Act increased by eight points while that of the County Integrated Development Plan (CIDP) increased three points above the 2016 survey. Fifteen out of 16 counties had a simplified version of CIDP.

vi. Public Participation

In relation to County Government meetings, only 27% of respondents indicated that they had heard of meetings convened by county governments. Out of those who heard of meetings convened by their county governments, 42% attended while 58% did not. On the level of public engagement by the County Assembly, the survey noted that an Assembly sitting had an average of 34 citizens per session, depending on the topic of discussion.

SERVICE DELIVERY

vii. Most pressing problem that the County should address

Twenty-two percent of the respondents mentioned road infrastructure and health services as most pressing problems county governments should address. Notably, road infrastructure remained a top persistent problem, while health moved from third in 2016 survey to the top pressing problem in the 2019 survey.

viii. Rating of the services offered by the county governments

The county governments' performance in provision of health and education (pre-primary, village polytechnics and childcare centres) services was rated as good by 34% of the respondents. More than half (56%) of the respondents rated the county governments' performance in control of drugs and pornography as poor. Similarly, performance of county governments in coordinating the participation of communities in governance at the local level was rated as poor.

ix. Challenges faced by the County Executive when delivering services

On the challenges the County Executive experience while delivering services to the people, 36% of the respondents from the County Executive mentioned inadequate funds as the main challenge. This was followed by delays in release of funds and water shortages which were mentioned by 15% of the respondents.

x. Citizen Action

Regarding citizen action on bribery and poor services, 15% of the respondents stated that they had complained about poor services from government offices while eight percent had complained about bribery experiences at service delivery points. More than half of those who complained of poor services and bribery reported the complaints to management of the respective institutions. A quarter (25%) of the respondents indicated that they had sought to know how government services work while 29% stated that they had sought to know where to access government services.

INTEGRITY

xi. Corruption levels

Two-thirds (66%) of the respondents in the study felt that corruption had increased in the last one year with more than half (55%) of the respondents opining that corruption would increase in the next one year. Thirty-eight percent of the respondents opined that the government is committed to fighting corruption, stating intensification of arrests and prosecution of perpetrators as evidence of government commitment to fighting corruption.

xii. Integrity management structures

Regarding integrity management structures, the study found out that 12 counties out of the 16 assessed had established audit committees in their County Executive while 11 out of 16 had established corruption reporting mechanisms, asset register and complaints and feedback mechanisms. Only three out of 16 County Assemblies had recruited integrity assurance officers. Relating to steps taken against corruption allegation, the survey noted that nine out of 16 counties have had disciplinary cases against employee(s) accused of corruption allegations. In the nine counties, a total of 16 employees had been dismissed, two taken to court and two demoted.

SUMMARY RECOMMENDATIONS

1. The County Executive should consider the socio-economic activities of their citizens while calling for public participation meetings. This is with an aim of increasing the number of people attending since, according to the study, a large proportion of the respondents missed public participation meetings because they were busy.
2. County governments should work with the Ethics and Anti-Corruption Commission to fast-track appointment of Integrity Assurance Officers as part of the integrity management initiatives. The officers should help in identifying corruption loopholes and devising ways of sealing them as a preventive measure in the fight against graft.
3. County governments should come up with creative ways to generate their own source revenue. This will increase the pool of funds accessible to the county governments in addition to the allocations from the national government and therefore help in solving the challenge of lack of funds as identified in the study. This will also help in improving service delivery.
4. The study identifies health as one of the most pressing problems that the county governments should address. Therefore, there is a need to boost both the affordability and accessibility of health services by all citizens. This can be fast-tracked through the rolling out of the Universal Health Coverage (UHC) to all counties.
5. The use of Short Message Service (SMS) should be embraced by counties while conveying information to the citizens. This is because from the study, 95% of those interviewed have access to mobile phones which would be a very convenient tool of communication.

INTRODUCTION

i. Background

The promulgation of the Constitution of Kenya in 2010 led to the introduction of the devolved system of governance. Devolution came with transfer of powers and functions from the national government to the 47 county governments within the country. This was also accompanied by the transfer of resources, necessitating the need for stronger accountability mechanisms to ensure prudent use of public funds.

The Fourth Schedule of the Constitution of Kenya 2010 outlines the functions of the county governments. Further, chapter eleven contains the objects and principles of devolved government which include public participation, accountable exercise of power and ease of access to services among others. The separation of powers and composition of county governments is also outlined in the second part of chapter 11 where every County is supposed to have both a County Assembly and a County Executive with their functions clearly stipulated in the Constitution.

The County Executive consists of the County Governor, Deputy Governor and County Executive Committee Members appointed by the Governor with the approval of the County Assembly. On the other hand, the County Assembly comprises elected Members of County Assemblies (MCAs) from each ward, special seat members nominated to ensure fair representation of gender and marginalised groups and the Speaker who is an ex-officio member.

While the functions of the County Assemblies are largely representation, oversight and legislation, the County Executive is tasked with implementation of legislation, management and coordination of County administration and service delivery.

The 2010 Constitution also introduced the Senate and gave it powers represent the interests of the counties and their governments. The Senate therefore acts as the link between the county governments and the national government by determining the allocation of national revenue among counties, as provided for in Article 217, and exercising oversight over national revenue allocated to the county governments. The Senate also participates in law-making by considering, debating and approving Bills concerning counties.

ii. Accountability

In the past, accountability revolved around proper use of public funds. However, the term has evolved over time to include the checks and balances in place for prevention of abuse of power by public officials. At the center of accountability is the accessibility of leaders by the citizens and keeping them on toes to deliver their functions. Accountability is listed as one of the national values and principles of good governance under Article 10 of the Constitution.

Article 228 of the Constitution establishes the Office of the Controller of Budget whose role is to oversee implementation of the budgets of the national and county governments by authorising withdrawal from public coffers. Further, the Office of the Auditor General is established under Article 229 whose role is to audit and report on the accounts of any entity that is funded from public funds including county governments.

iii. Transparency

Transparency can generally be interpreted to mean openness. The Constitution lists transparency as one of the values and principles of public service. The Access to Information Act which was enacted in 2016, gave citizens the right to access any information held by the state or any public or private entity. The Act also gave powers to the Commission on Administrative Justice, more commonly known as (Office of the Ombudsman) to oversight

and enforce it. In addition, the Public Finance Management Act 2012, requires the 47 counties to publish budget information. The Public Procurement and Disposal Act 2015 requires procuring entities to advertise invitations for expression of interest in daily newspapers with nationwide circulation. In addition, the County Governments Act 2012 requires the County Public Service Boards to invite job applications through advertisement and other modes of communication so as to reach the widest population as possible and especially the disadvantaged persons.

According to the Public Finance Management Act 2012, the County Executive Committee member for finance should ensure that there is public participation in the budget process. Section 129(6) of the same Act requires the County Executive Committee member for finance to publish and publicise budget information as soon as possible after submitting it to the County Assembly.

The County Governments Act, 2012 requires counties to use the media for creation of awareness on devolution and governance and for advocacy on core development issues such as agriculture, education, health, security, economics and sustainable environment among others.

iv. Service delivery

The Fourth Schedule of the Constitution outlines the roles of county governments when it comes to service delivery to the people. Section 116 of the County Governments Act, 2012, states that a County Government has an obligation to deliver services within its designated area of jurisdiction. In doing so, a County Government should ensure principles of equity, efficiency, accessibility, non-discrimination, transparency and accountability are followed. According to the Controller of Budget, in the Financial Year 2018/2019, county governments spent KShs.162.77 billion on personnel emoluments, representing 60.5% of the total recurrent expenditure and 43.2% of total expenditure. This points to the high wage bill which also puts a strain on the funds left for service delivery to the people.

v. Integrity

When it comes to integrity, the country has notable legislations that include the Leadership and Integrity Act, 2012, the Public Officer Ethics Act, 2003 and the Anti-Corruption and Economic Crimes Act, 2003. The Ethics and Anti-Corruption Commission (EACC) was established with a mandate of combating and preventing corruption, economic crime and unethical conduct in Kenya. Corruption remains the top most challenge in the country, according to a National Ethics and Corruption Survey by EACC in 2018.

RATIONALE OF THE STUDY

The County Governance Status Report (CGSR) assesses the levels of transparency, accountability, integrity and service delivery within the counties. This is with a focus on the potential for, existence or extent of weaknesses within County Government systems that would pose a challenge to transparency, accountability, integrity and hamper service delivery to the citizens.

The first CGSR carried out by TI-Kenya was conducted in 2016 when devolution was still in its infancy and within the first term. Since then, there have been several changes in county governance including leadership transition resulting from the 2017 general election.

The purpose of this study was to therefore measure the progress and challenges in regard to transparency, accountability, integrity and service delivery within the counties.



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METHODOLOGY

i. Sampling of citizens

The survey targeted Kenyans above the age of 18. Stratified multistage sampling method was used for the study. A third of the counties (16) were selected representing all the eight regions in Kenya. A sample size based on 95% confidence level and 2% margin of error was calculated for the study. Based on the total sample size, a sample for each County was then calculated by dividing the population of County X with the total population for the 16 counties, multiplied by the total sample size. The basic sampling unit for each County was the ward where eight households were selected for every sampled ward. The total number of respondents was 2,422.

ii. Sampling of County Government officials

The selection of one-third of the counties was cascaded to the County Government officials. A third of CECs per sampled County were selected based on availability to answer the questions. The same criterion was applied to selection of MCAs where a third of the select/standing committees were selected and either a chair/member of the committees was interviewed again based on availability. The survey also sought to interview either the Speaker or Clerk for each of the 16 counties.

iii. Data collection

Data collection was conducted through face-to-face interviews by a team of qualified, trained research assistants. Respondents were randomly selected, where starting points were identified for every ward, and specified sampling intervals put in between them. Structured questionnaires were filled in the presence of the respondents and answers recorded as per instructions.

iv. Data analysis and presentation

Data was analysed using the Statistical Package for Social Sciences (SPSS) and presented in figures and tables as contained in this report.

v. Sample Distribution

The study drew respondents from 16 counties distributed across all regions representing former provinces in Kenya. The study achieved a sample of 2,422 respondents who were distributed as follows:

Table 1: Sample distribution

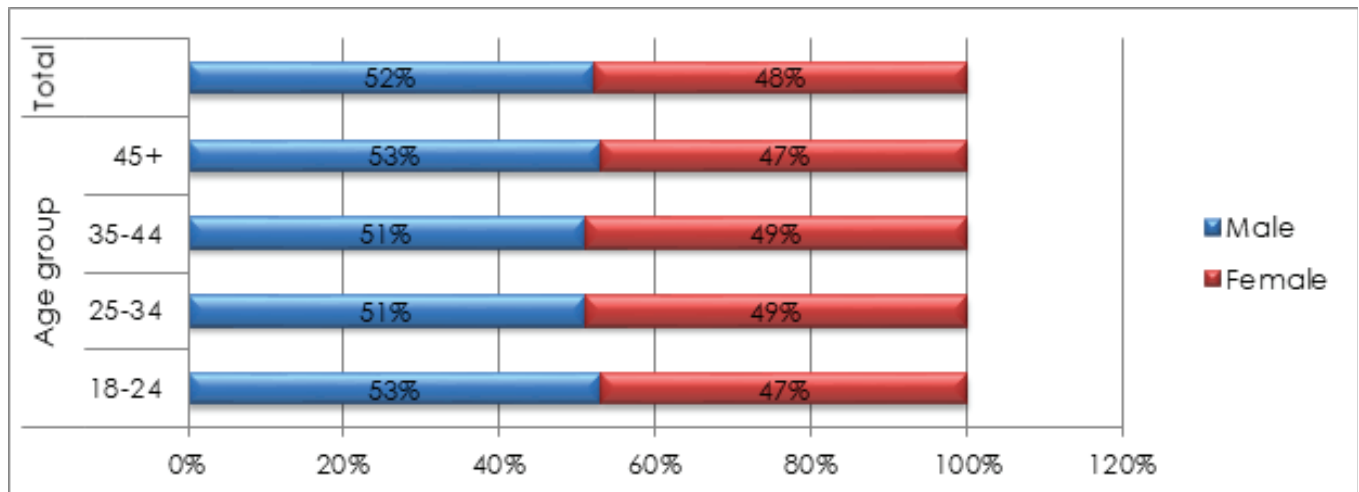
COUNTY	NUMBER OF RESPONDENTS
Nairobi	480
Mombasa	129
Taita Taveta	48
Garissa	94
Embu	73
Machakos	142
Nyandarua	85
Nyeri	97
Narok	123

Nakuru	209
Turkana	99
Uasin Gishu	135
Kakamega	218
Bungoma	192
Kisii	161
Kisumu	137
TOTAL	2422

vi. Demographic Distribution

The analysis shows that more than half (52%) of the respondents in this study were male and 48% female. Thirty-two percent of the respondents were aged between 25 and 34 years, 26% were between 35 and 44 years, 22% of the respondents were aged 45 years and above while 19% were aged between 18 and 24 years. As shown in figure 1, there was parity in gender distribution across all age groups, thus the views in this study were gender representative.

Figure 1: Demographic distribution



vii. Respondents from County Government

The study also drew respondents from county governments, both the executive and legislative arms. The distribution of County Government respondents (table 2), show that a large number (33) of respondents were drawn from elected Members of the County Assembly followed by County Executive Committee Members.

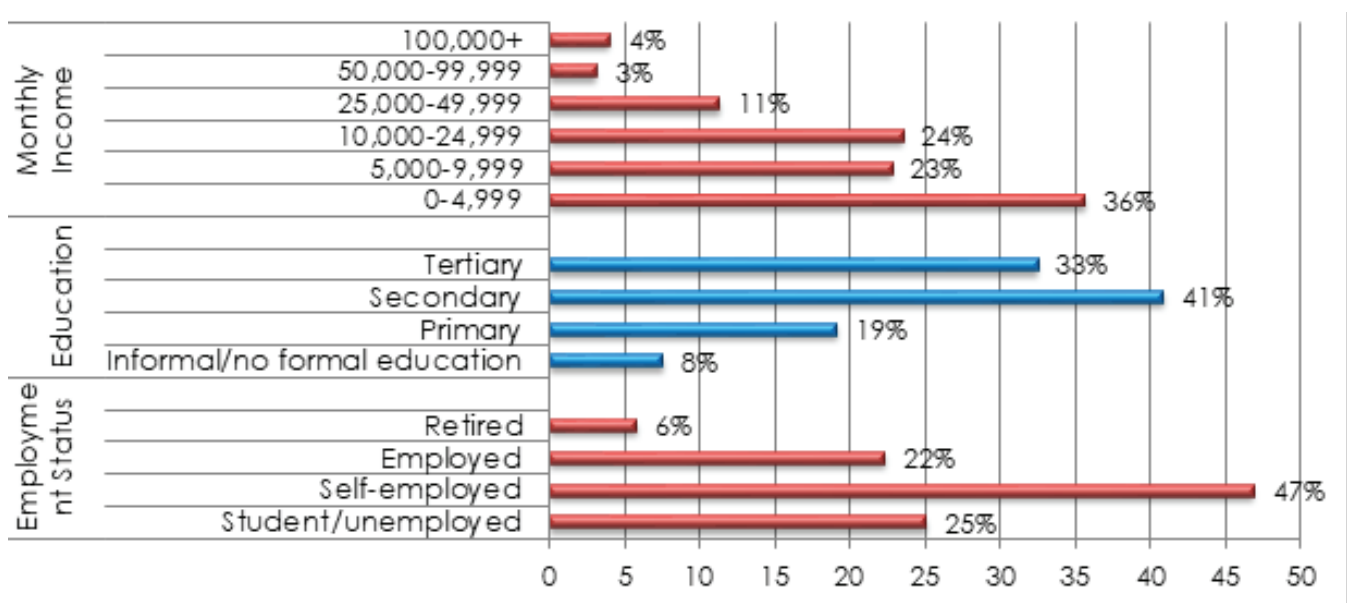
Table 2: Distribution of County Government respondents

COUNTY EXECUTIVE	COUNT
County Executive Committee Member	22
County Secretary	9
Chief Officer/Director	3
Chief of Staff	1
COUNTY ASSEMBLY	COUNTY ASSEMBLY
Elected Members of the County Assembly	33
Clerk	10
Nominated Members of the County Assembly	8
Speaker	6

viii. Social Economic Distribution

Figure 2 presents the social economic characteristics of the respondents. As shown, a third (36%) of the respondents had a monthly income of between KShs. 0 and KShs. 4,999 while the least proportion (three percent) of the respondents had an income of between KShs. 50,000 and KShs. 99,999. Out of the respondents interviewed, 41% had secondary level of education while those with informal/no formal education comprised the least proportion (eight percent) of the respondents. The analysis also shows that nearly half (47%) of the respondents in this study were self-employed with only six percent having retired.

Figure 2: Respondents' socio-economics characteristics



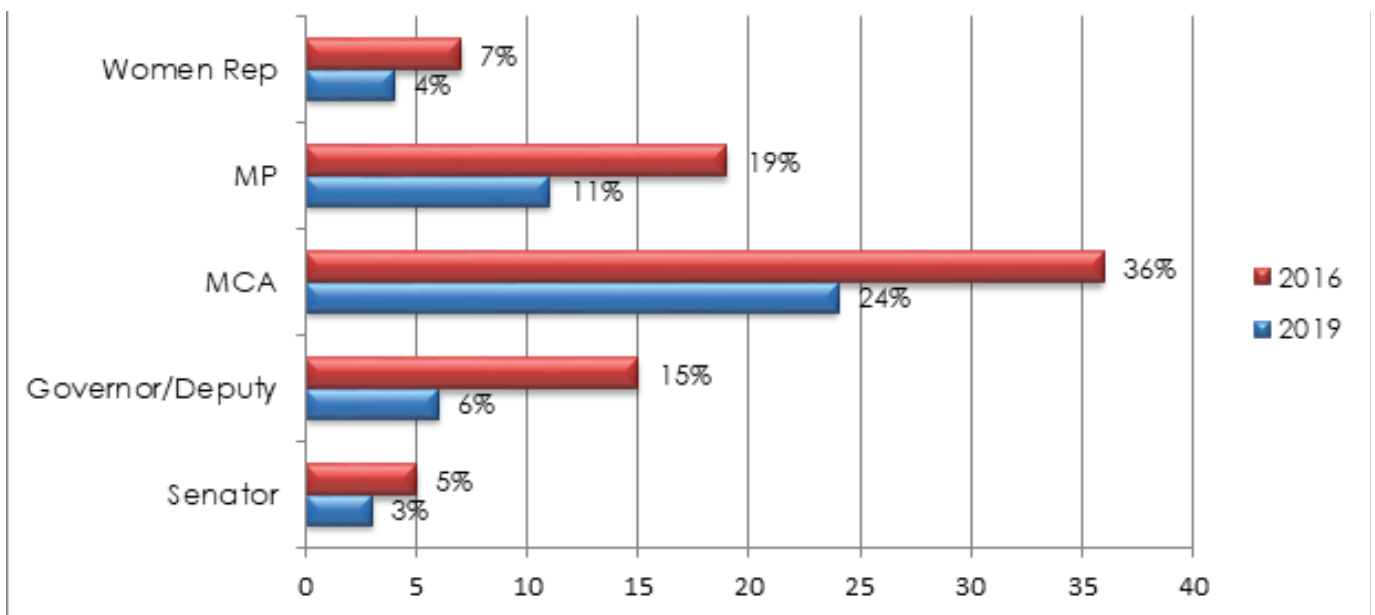
FINDINGS

ACCOUNTABILITY

Contact with Leaders

Citizens were asked whether they had contacted their elected leaders within the past 12 months about a problem or to present their views. The results show that MCAs were the most contacted leaders with (24%) stating that they contacted their MCA in 2019, which is a 12 points drop from those who contacted their MCAs in 2016. This was followed by those who had contacted their MPs at 11% and only six percent contacting their Governors. Senators were the least contacted leaders with only three percent of respondents stating that they contacted them, which is two points lower than the proportion that had contacted their Senators in 2016.

Figure 3: Citizens' contact with leaders



The high proportion of citizens contacting MCAs compared to other leaders can be explained by the fact that MCAs head the wards which are the basic units of leadership when it comes to devolution of power and are considerably smaller than all other elective boundaries. The elected MCAs also happen to have offices in all wards and attend many local functions, making it easy for citizens to contact them. However, it is worth noting that the proportion of people contacting their leaders is generally low across all the roles with Senators and Women Representatives being the least contacted.

How Leaders were contacted

Respondents who contacted their leaders were asked a question on how they went about this. Apart from Women Representatives who were contacted by the least proportion of residents (12%) at their offices, a quarter of those who contacted their Senator (24%), Governor (30%), MCA (27%) and MP (25%) contacted them through their offices. However, Women Representatives were contacted by 31% of the respondents through social gatherings (church, weddings and funerals etc.). Social media was the least used channel in contacting leaders by the study respondents. In the 2016 survey, large proportion of respondents contacted their leaders in public meetings/project launches (44%) and in their offices (38%).

Table 3: Type of citizen contact with leaders

TYPE OF CONTACT	Senator (%)	Governor (%)	MCA (%)	MP (%)	Women Rep (%)
In their offices	24%	30%	27%	25%	12%
Social Gatherings (church, weddings, funerals)	14%	19%	18%	23%	31%
Phone call	21%	11%	19%	19%	12%
Public meetings, campaign, project launches	17%	18%	26%	17%	20%
Through meetings organised by the County	21%	15%	9%	15%	23%
Social media	1%	2%	1%	1%	3%

Performance of Leaders

When asked to rate the performance of their leaders, the respondents rated the performance of Senators and Women Representatives as poor. The performance of Governors, MPs and MCAs was rated as average. It is worth noting that there was no difference in how these leaders were rated in the 2016 survey as shown in the table below:

Table 4: Leaders' performance rating

LEADER	MEAN SCORE 2019	MEAN SCORE 2016
Governor	3	3
Senator	2	2
MCA	3	3
MP	3	3
Women Representative	2	2

Scores: (1=Very Poor, 2=Poor, 3=Average, 4=Good, 5=Very Good)

The results of both the leaders' performance and their contact rate seem to display a positive correlation where the least contacted leaders are also rated poorly as shown in both tables 3 and 4. Although the leaders' availability to converse with the people seems impressive to the citizens, it also helps the leaders represent the issues of their constituents better.

Members of the County Assembly Own Rating

The Members of the County Assembly were asked to rate their own performance on their constitutionally mandated functions. The Members of the Executive and the Speakers were also asked to rate the performance of the MCAs and the results are as displayed in the table below.

As shown in table 5, the ability of MCAs to carry out their functions was generally rated as good although the MCAs rated their ability to review and interrogate reports as average. The CECs rated the MCAs' ability to pass and amend laws as average.

Table 5: MCAs capacity - own ratings by CECMs and Speakers/Clerks

OVERSIGHT FUNCTION	MCAs Score	CECs Score	Speakers/Clerks Score
MCAs' ability to interrogate and approve the County budget	4	4	4
MCAs' ability to vet and approve nominees	4	4	4
MCAs' ability to review and interrogate reports	3	4	4
Legislation Function	MCA	CEC	Speakers/Clerks
MCAs' ability to pass and amend laws	4	3	4
Representation Function	MCA	CEC	Speakers/Clerks
MCAs' ability to represent their constituents	4	4	4

Score: (1=Very Poor, 2=Poor, 3=Average, 4=Good, 5=Very Good)

Greatest Achievement of the MCAs

The MCAs were also asked to state their greatest achievement. Passing of laws was rated by nearly half (49%) of the MCAs as their greatest achievement. This overtook development at the ward level which was rated as the biggest achievement in 2016. In relation to this, the survey further assessed the number of laws passed by the current Assemblies compared to the previous ones. The results show that the mean of the total number of laws passed by the previous Assemblies was 21 while current Assemblies had passed a mean of six laws in 2018 and five laws in 2019.

Further, 17% of the MCAs stated representation of their constituents at the Assembly as their biggest achievement. Although there was a drop in the proportion of the MCAs that rated representation as their biggest achievement in 2016, it remained the top-rated achievement. Only 6% of the MCAs stated oversight as one of their biggest achievement, noting that it's one of their major functions as outlined in the Constitution. The proportion was similar in the 2016 survey.

Development at the ward level was quoted by 12% of the MCAs as their biggest achievement compared to 28% that stated it as their biggest achievement in 2016. Although this is a role of the Executive to a large extent, the 16 points reduction in the number of MCAs that stated it as their biggest achievement in 2016 is worth noting and points to the right direction in the MCA's understanding of their roles.

Table 6: MCAs' greatest achievements

GREATEST ACHIEVEMENT	2019	2016
Passing laws	49%	10%
Representation	17%	25%
Development at the ward level	12%	28%
Nothing	7%	
Oversight	6%	6%
Other	9%	

Challenges Experienced by the MCAs

Inadequate funding was mentioned as a challenge by 38% of the Speakers and 34% of the MCAs. Thirty-one percent of the Speakers/Clerks mentioned inadequate staff while 22% of the MCAs mentioned lack of public understanding of their role by the public as a challenge they experience while executing their mandate.

Table 7: Challenges experienced by the MCAs

CHALLENGE	MCA	SPEAKER/CLERK
Inadequate funding	34%	38%
Lack of understanding of MCA's roles by the public	22%	
Delay in disbursement of funds	17%	13%
Failure by the Executive to implement projects	7%	
Poor relationship between the Executive and the Assembly	7%	
Inadequate infrastructure	5%	
Inadequate capacity building	5%	
Political interference	2%	19%
Inadequate staff		31%

In 2016, over-expectation from the public was the biggest challenge stated by 20% of the MCAs, followed by lack of a financial kitty for ward development at 17% and failure of citizens to understand the role of county governments at 10%. While over-expectation from the public was not among the top challenges in the 2019 study, inadequacy of funds and failure to understand the role of leaders remain top challenges that MCAs face.

The need for more finances by MCAs is pushed by the urge to have more ward development funds for implementation of projects. This would be a conflict of interest, noting that it is a function of the Executive to implement projects while the Assembly plays the oversight role. The recurring challenge of failure of citizens to understand their leaders' roles calls for an urgent need for civic education.

County Executive Rating

MCA Rating of Executive

Members of the County Assembly were asked to rate the County Executive's ability to carry out some functions mandated to them. The rating was based on a five-point scale where one means very poor and five means very good. The results show that MCAs rated County Executive's local revenue generation and collection and Executive's accountability in the use of public funds as poor. The County Executive's ability to implement legislation, deliver services to the people and prepare the budget was rated as average by MCAs.

It is worth noting that the County Executive rated the MCAs' ability to play the oversight role as good, yet this is not reflected on the performance of the County Executive where the mandate to ensure that they perform well is bestowed on the MCAs.

Table 8: MCAs ratings of the County Executive

FUNCTION	SCORE
Executive’s performance in implementing legislation	3
Executive’s performance in service delivery to the people	3
Executive’s performance in budget preparation	3
Executive’s performance in local revenue generation and collection	2
Executive’s accountability in the use of public funds	2

Score: (1=Very Poor, 2=Poor, 3=Average, 4=Good, 5=Very Good)

Greatest Achievement of the MCAs Provision of Resources and Infrastructure to County Governments

I. Resources and Infrastructure in the County Assembly

The survey sought to assess the working environment of the MCAs. The results show that MCAs and Speakers scored support staff and office space at the ward level as good and finances and office space at the Assembly buildings as average. The MCAs rated training and capacity building as average, a rating also given by the Speakers/Clerks.

Compared to 2016, the rating of the office space at the ward level had increased by a score while the rating of training and capacity building reduced by a similar margin. This may indicate an improvement on the infrastructure while training and capacity building seem to have slowed down.

Table 9: Resource and infrastructure for the County Assembly

Item	MCA SCORE		SPEAKER/CLERK SCORE	
	2019	2016	2019	2016
Support staff	4	4	4	4
Office Space at the ward level	4	3	4	3
Office space at the Assembly buildings	3	3	4	3
Finances	3	3		
Training and Capacity building	3	4	3	4

Score: (1=Very Poor, 2=Poor, 3=Average, 4=Good, 5=Very Good)

II. Resources and Infrastructure for the County Executive

The study also sought to evaluate the County Executive’s rating on provision of resources and infrastructure. From the results presented in table 10, all the resources were rated as good apart from finance which was rated as average. The rating was the same for 2016 apart from the rating on Information and Communications Technology (ICT) which improved with a point.

Table 10: Resources and infrastructure for the County Executive

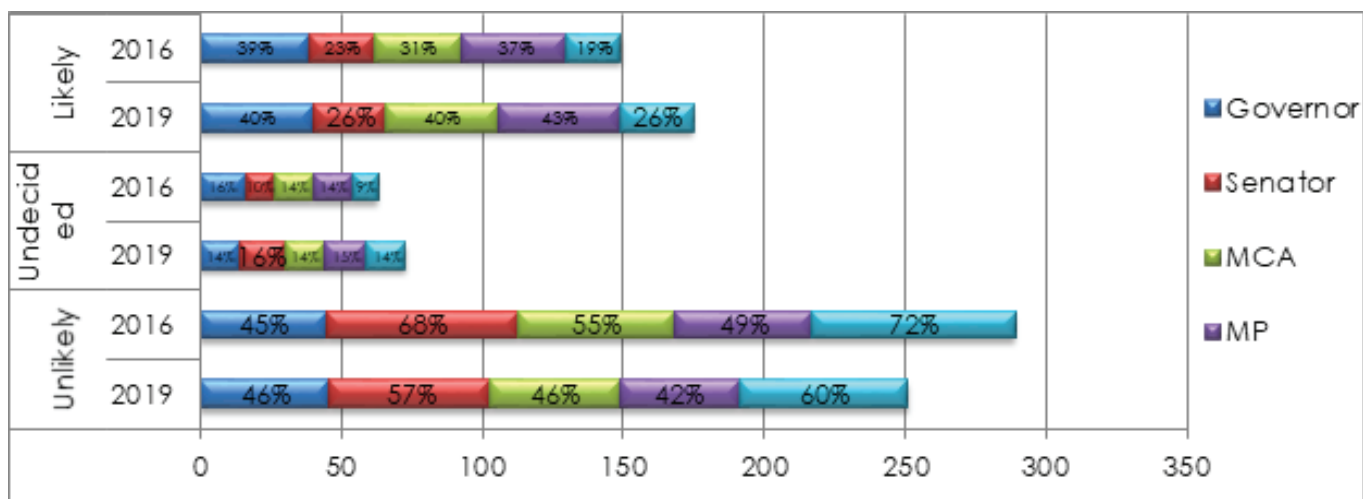
RESOURCE	2019 SCORE	2016 SCORE
Staff (including support staff)	4	4
Offices	4	4
Training and capacity building	4	
Finances	3	3
ICT and internet	4	3
Relevant equipment (computers, desks, phones)	4	4
Decentralized units rating (sub-County, ward, villages)	4	

Score: (1=Very Poor, 2=Poor, 3=Average, 4=Good, 5=Very Good)

Likelihood of Re-electing Current Leaders During the 2022 Elections

More than half (60%) of the respondents stated that they were unlikely to re-elect their Women Representatives followed by 57% of the respondents who stated that they were unlikely to re-elect their current Senator. Similarly, 46% of the respondents pointed out that they were unlikely to re-elect their current MCA while an equal proportion (46%) also indicated that they were unlikely to re-elect their Governor. Although a large proportion of respondents were least likely to re-elect current leaders, the proportion is generally lower than that of the 2016 survey. On the other hand, the results show that 43% of the respondents were likely to re-elect their current MP, which has increased from 37% in 2016.

Figure 4: Likelihood of re-electing current leaders

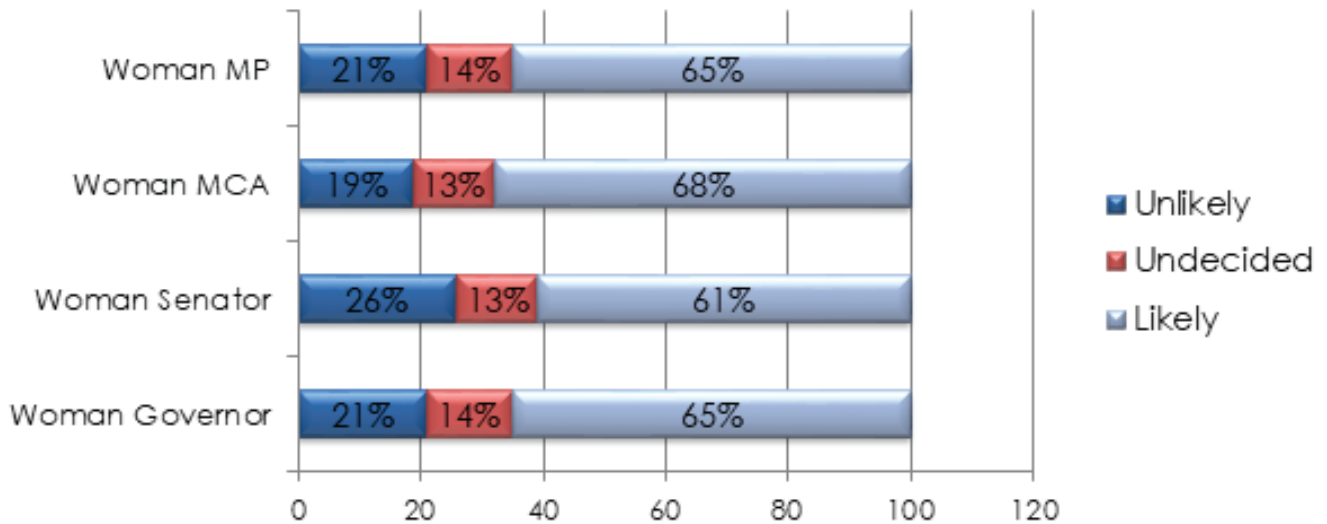


Worth noting was that the likelihood of re-electing leaders had a positive correlation with leaders' performance, where leaders whose performance was rated as poor, had also the least likelihood of being re-elected.

Likelihood of Electing Women in Leadership

A large proportion of respondents stated that they were likely to elect a woman in the positions of MCA, MP, Governor and Senator in that order.

Figure 5: Likelihood of electing women in leadership



The high proportion of citizens contacting MCAs compared to other leaders can be explained by the fact that MCAs head the wards which are the basic units of leadership when it comes to devolution of power and are considerably smaller than all other elective boundaries.

TRANSPARENCY

Citizen Access to Information

Respondents were asked whether they had heard of or received news from the County Government. More than half (56%) stated that they had not while 43% had. For those who said they had received news from the County Government, 38% received news through mainstream media (radio, TV and newspaper) with only 15% receiving news through social media.

How Citizens Received News

Table 11: How citizens received information

Channel	%
Mainstream media - radio, TV, newspaper	38
Social gatherings - burial, wedding, church	26
Relatives/Friends/Neighbors	21
Social Media - Facebook, Twitter, WhatsApp	15

Latest Information Received

Twenty-eight percent of respondents who received news from the County got information on County projects, 20% about bursary allocation while 13% heard about political/ corruption scandals and job advertisements.

Comparing with the 2016 survey, County projects, bursaries and job advertisements remain the most sought after information by the respondents.

Worth noting is low popularity of budget information and public participation forums at eight percent in 2016 and only six percent in 2019.

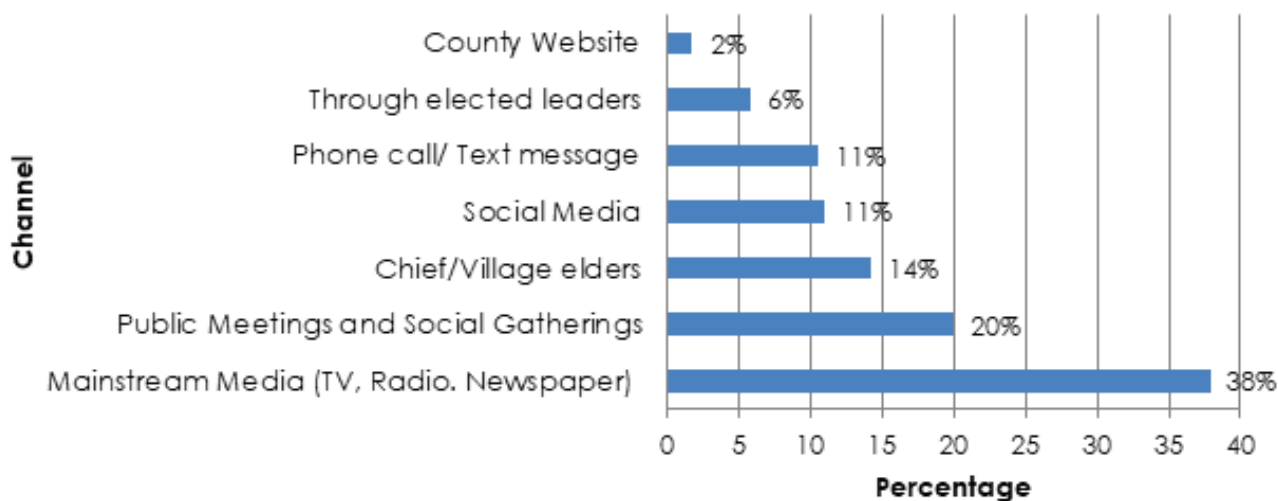
Table 12: Latest information received

INFORMATION	2019	2016
Country Projects	28%	35%
Bursary Allocation	20%	
Social Development initiatives/bursaries and women /youth empowerment		24%
Political/ corruption scandals	13%	6%
Job advertisements	13%	14%
Information on businesses - licensing, taxation and subsidised loans	8%	
Invitation to public participation forums/ budget making	6%	8%
Other	12%	13%

How Citizens Would like to Receive Information from County Governments

Almost 38% of the respondents indicated that they would like to receive information from the County through mainstream media (TV, radio and newspaper), followed by public meetings and social gatherings (20%) while only two percent indicated they would like to receive information through County websites. .

Figure 6: How citizens would like to receive information from the County



Comparing how the respondents received news from the County and how they would like to receive the news, the proportions follow a similar pattern where mainstream media and social gatherings are the most popular ways of conveying news to the public.

Citizen Access to Media

The largest proportion (95%) of respondents indicated that they had access to mobile phones followed by radio (82%) and TV (75%). Compared to the 2016 survey, social media had the largest increase in proportion of respondents who had access followed by TV and mobile phones in that order. The results also revealed that 42% of the respondents had access to the newspaper which is a marginal increase from the 2016 survey.

Table 13: Citizens' access to media

Media	% Access (2019)	% Access (2016)
Mobile Phone	95%	80%
Radio	82%	80%
TV	75%	59%
Social Media	60%	35%
Newspaper	42%	41%

Information Sharing by the County Government

The study sought to establish the information sharing symmetry between the county governments and citizens. County Government officials were asked how they conveyed different types of information to the public. The results show that 31% of the county governments shared project progress reports on social media while more

than half (59%) stated that they shared tender advertisements on newspaper. Forty-five and thirty-five percent of the county governments stated that they shared information on public participation and land rate waivers respectively, on radio. Budget information was the least shared information across all the channels.

Table 14: Information sharing by the County Government

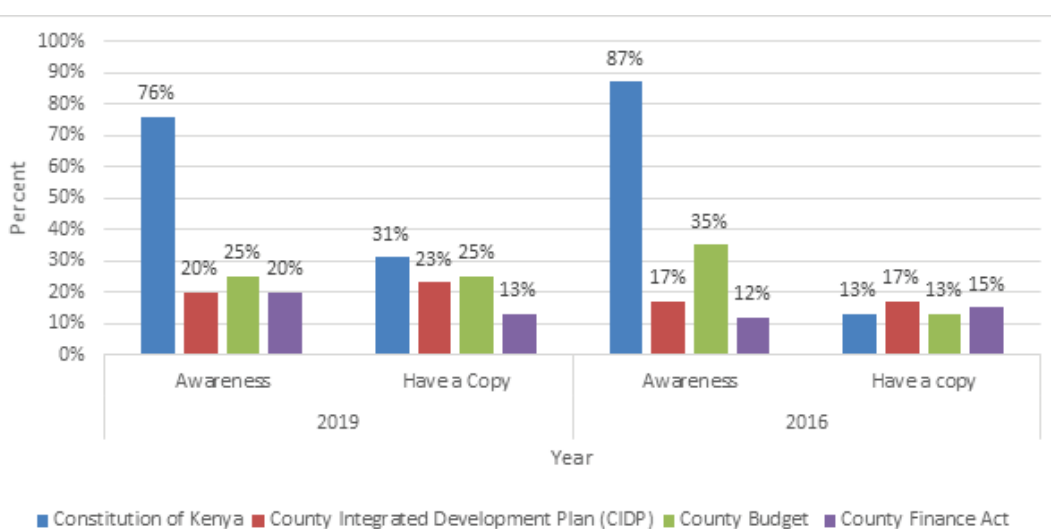
Information Shared	Newspaper	Television	Radio	Social Media	Town Halls
Project progress reports	8%	6%	0%	31%	24%
Tender advertisements	59%	20%	9%	44%	9%
Public participation invitations	15%	16%	45%	14%	53%
Job advertisements	24%	3%	8%	20%	6%
Launch of projects announcements	3%	6%	3%	3%	9%
Land rates waivers	3%	3%	35%	11%	0%
Budget information	3%	6%	0%	0%	0%

Similar results on budget information sharing are shown in table 11 where out of those who had obtained information from the county governments, only six percent had received news on budget information. Therefore, budget information being the least shared by county governments makes it also reach to a very small proportion of the population.

Awareness of Vital Documents


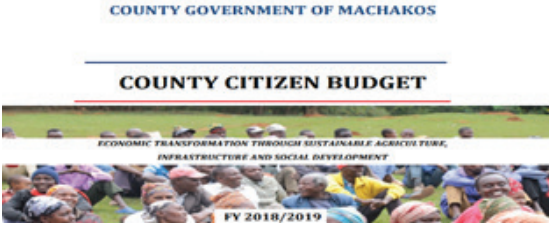
Respondents were asked whether they were aware of certain documents that are vital in participation on governance processes. Slightly more than three quarters (76%) of the respondents were aware of the Constitution of Kenya and indeed, 31% of them had a copy. As shown, the Constitution of Kenya emerged as the most popular document although its popularity fell by 11 points below the 2016 level. Less than a quarter of the respondents were aware of the other vital documents with only 20% of the respondents being aware of the County Finance Act and CIDP. However, it is worth noting that popularity of the County Finance Act improved by eight points while the CIDP was three points higher than the 2016 level.

Figure 7: Access to vital documents - 2016 & 2019



Regarding simplification of vital documents by the County Government, 15 out of 16 counties had a simplified version of the CIDP. Additionally, 13 out of 16 counties had simplified budgets.

Table 15: Simplification of vital documents

Documents	Counties	Example
CIDP Simplified	15	
Budget Simplified	13	

Mechanisms to Support Public Participation

The study assessed the mechanism counties have put in place to support effective public participation. All the surveyed counties had an office/officer to ensure access to information, an office/officer to ensure public publication and civic education programme while 15 out of 16 counties had project management committees.

Awareness of Meetings Convened by County Governments

Twenty-seven percent of respondents indicated that they had heard of a meeting convened by their county governments; eight points drop from 2016 where 35% had heard of a meeting convened by their county governments. Forty-two percent of those who had heard of a meeting convened by their County Government attended the meeting while 58% did not.

Table 16: Awareness of Meetings Convened by County Governments

	2019		2016	
	Yes	No	Yes	No
Heard about a meeting	27%	73%	35%	65%
Attended	42%	53%	51%	49%

Those who attended the meetings cited launch and commissioning of projects (32%), public participation forums (17%), allocation of bursary (10%) and youth empowerment (10%) as main purpose of the meetings.

Those who did not attend the meetings cited being busy (62%), the meeting was called on short notice (10%) and distance to the venue (eight percent) as the main reasons for not attending. Similarly, in 2016 those who did not attend the meetings cited unavailability (63%), lack of interest (nine percent) and late notification (seven percent) as the main reasons for not attending.

Public Engagement in the County Assembly

The study sought to assess the level of public engagement by the County Assembly. The maximum number of citizens attending an Assembly session was 100 with an average of 34 per session. The Speakers however pointed out that this number depended on the matters being discussed at the County Assemblies at any time with impeachment motions attracting the highest level of attendance by citizens. The County Assemblies had held an average of two sessions outside their Assembly chambers, with an average of one joint committee formed with other counties.



Respondents were asked whether they had heard of or received news from the County Government. More than half (56%) stated that they had not while 43% had. For those who said they had received news from the County Government, 38% received news through mainstream media (radio, TV and newspaper) with only 15% receiving news through social media.

SERVICE DELIVERY

The survey sought to assess citizens' appreciation of services offered by the county governments as outlined in the Fourth Schedule of the Constitution of Kenya 2010.

Most pressing problems counties should address

Twenty-two percent of the respondents mentioned roads and traffic management as well as health services as most pressing problems the county governments should address. Notably, road infrastructure and traffic management remained top, while health moved from the third to top of the most pressing problems that the county governments should address in the 2019 survey.

Table 17: Most pressing problems counties should address

Service	2019 (%)	2016(%)
Roads' infrastructure and traffic mangement	22%	21%
Health Services	22%	12%
Provision of water	17%	14%
Unemployment	15%	14%
Agriculture	13%	-

Since the above question was open-ended, the respondents were free to state the most pressing problems, regardless of whether they were county government functions or not.

Ratings of services offered by counties

Respondents were asked to rate county governments' performance in regard to devolved services. More than half (56%) of the respondents rated their County Government's performance in the control of drugs and pornography as poor. Similarly, a large proportion of respondents rated the performance of county governments as poor in ensuring and coordinating the participation of communities in governance at the local level (40%), agriculture (35%), firefighting services and disaster management (35%).

A large proportion of respondents rated as average, the performance of the county governments in the provision of County public works and services (42%), pre-primary education, village polytechnics and child care centres (42%), County planning and development (41%), implementation of specific national government policies on natural resources and environmental conservation (40%), trade development and regulation (39%), animal control and welfare (38%) and control of air and noise pollution and other public nuisances (38%).

Table 18: Rating of services offered by counties

Service	Poor	Average	Good	Not Aware of service
Agriculture	35%	31%	20%	14%
Control of air and noise pollution and other public nuisances	36%	38%	20%	6%
County transport	35%	35%	29%	1%
Animal control and welfare	29%	33%	23%	15%
Trade development and regulation	33%	39%	23%	5%
County planning and development	33%	41%	17%	9%
Implementation of specific national government policies on natural resources and environmental conservation	32%	40%	16%	12%
County public works and services	30%	42%	20%	8%
Firefighting services and disaster management	35%	30%	21%	14%
Control of drugs and pornography	56%	22%	12%	10%
Ensuring and coordinating the participation of communities in governance at the local level	40%	35%	17%	8%
County health services	28%	35%	34%	6%
Pre-primary education, village polytechnics and child care centres	18%	42%	34%	6%

It is worth noting that provision of health services and pre-primary education, village polytechnics and child care centres were rated as good by a third (34%) of respondents. This was closely followed by County transport that was rated as good by 29% of the respondents. Compared to 2016, pre-primary education was rated as good by 37% of the respondents while health and County transport were rated as good by 27% and 22% respectively.

Challenges County Executive Experience while Delivering Services to the People

Thirty-six percent of the respondents from the County Executive mentioned inadequate funds as the main challenge faced while delivering services dropping five percentage points from 2016. This was followed by delays in release of funds while water rainfall/shortages/droughts were mentioned by 15% of the respondents.

‘Establishing systems and structures for service delivery’ was not listed among the top challenges being faced by the Executive as was in 2016, which could point out to already established systems across the years.

Table 19: Challenges experienced by the County Executive

Challenge	2019	2016
Inadequate funds	36%	41%
Delays in release of funds	15%	12%
Establishing systems and structures for service delivery		16%
Water shortages	15%	

Political interference	9%	8%
High poverty rates	6%	
Misconception from the public on the roles of leaders	6%	
Other	12%	9%

Citizen Action on Bribery and Poor Service

Citizens were asked about actions they took after their experience with bribery and poor service delivery and the actions they undertook. Fifteen percent of the respondents stated that they had complained about poor services from a government office compared to 24% that had complained in 2016.

Those who had complained about a bribery experience at a service delivery point were eight percent which is an eight points decrease from the 2016 level.

Table 20: Citizen Action on Bribery and Poor Service

Action	2019	2016
Table 20: Citizen Action on Bribery and Poor Service	15%	24%
Complained about a bribery experience at a service delivery point	8%	16%

Out of those who complained about poor service, 14% reported their complaints to their local area chiefs, another 14% to the management of the respective institutions, 13% to their elected leaders and 13% to the police.

Out of those who complained about bribery at a service delivery point, (22%) reported to the police while 19% and 18% reported their complaints to the management of the respective institutions and county governments' offices respectively.

Though the police remain one of the most bribery prone institutions citizens still trust the institution to resolve their bribery reports.

Citizen Enquiry of Government Service

Citizens were asked whether they had inquired how government services work and/or where to access government services. Twenty-five percent of the respondents indicated that they had sought to know about how government services work while 29% stated that they had sought to know where to access government services. Most of the respondents who had sought to know about how government services work/where to obtain government services from, obtained this information from County Government offices (24%), family/friends (19%) and Huduma Centres (17%).

This shows how people trust County Government offices in obtaining reliable information on how/where to get government services.

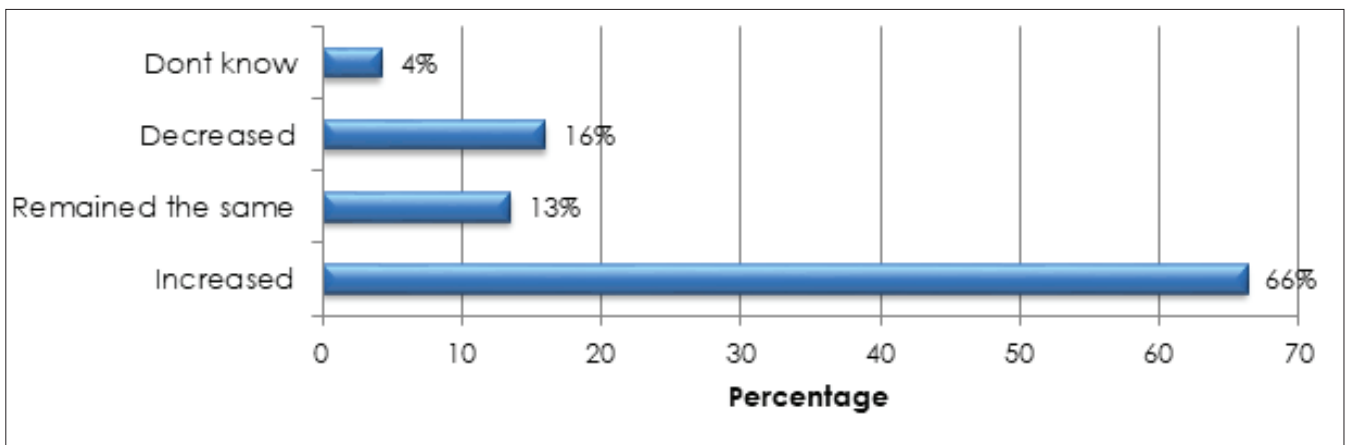
INTEGRITY

The study sought to investigate citizens' experience and perception about corruption in their counties. This section presents the results.

Perceived Change in Corruption

Two-thirds (66%) of the respondents in the study felt that corruption had increased in the past one year. Sixteen percent felt that corruption had decreased, 13% felt corruption had remained the same while four percent stated that they did not know.

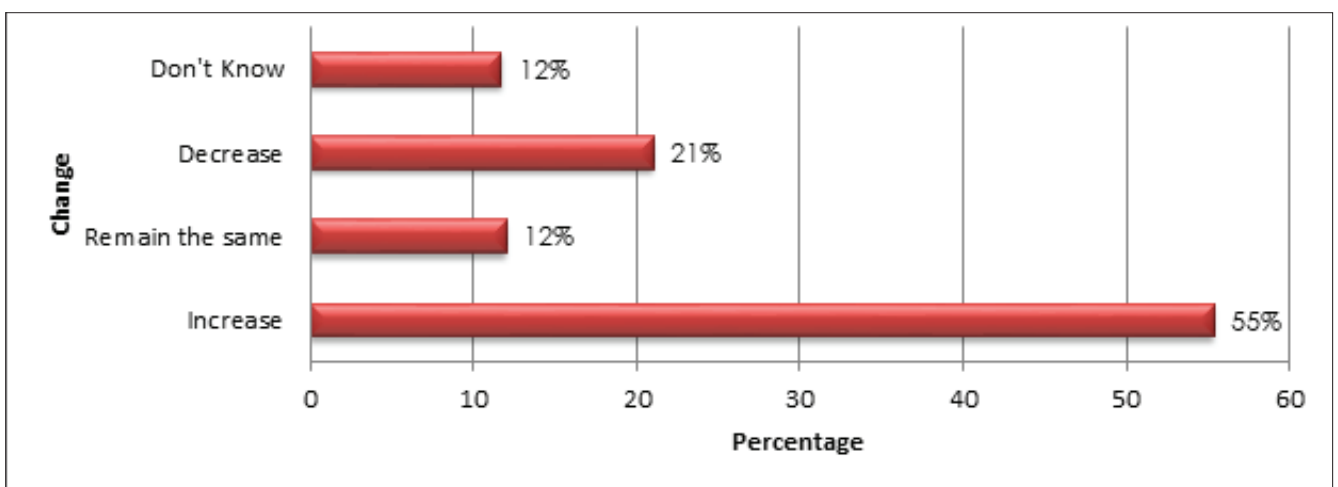
Figure 8: Perceived level of corruption



Projected Level of Corruption

Respondents were asked about their perception on changes in corruption in the next one year. More than half (55%) of the respondents opined that corruption would increase, 21% felt that corruption would decrease while 12% submitted that corruption levels would remain the same in the next one year.

Figure 9: Projected level of corruption



Integrity Management Initiatives in Counties

The survey sought to evaluate integrity management measures counties had implemented. Twelve counties out of the 16 assessed had established audit committees in their County Executive arms while 11 out of 16 counties had established corruption reporting mechanisms, asset registers and complaints and feedback mechanisms. Only three County Assemblies had integrity assurance officers while 14 out of 16 had established complaints and feedback mechanisms.

Table 21: Integrity management initiatives in counties

Initiative	County Executive	County assembly
Audit committees	12	
Integrity Assurance Officer	8	3
Corruption Reporting Mechanism	11	11
Whistleblower Protection Mechanism	7	5
Asset Register	11	
Conflict of Interest Register	10	
Gift Register	10	
Complaints and feedback mechanism	11	

Screenshot of an example of a Corruption Reporting Mechanism (Uasin Gishu County)

Employee Disciplinary Action due to Corruption

County officials were asked whether they had employee(s) who had undergone disciplinary actions because of corruption. Nine out of 16 counties had disciplinary cases against employee(s) accused of corruption. In the nine counties, a total of 16 employees had been dismissed, two taken to court and two demoted.

CONCLUSION

According to the study, it is clear that even with devolution, access to leaders has been a great challenge. This can be concluded from the findings where the most contacted leaders are MCAs, but this has been done by only 24% of the respondents even though all elected MCAs have offices in their wards. In addition, there has been slow progress in the involvement of citizens in decision making at the County level. This is depicted by the low proportion (27%) of the sampled respondents that had ever heard of a public participation meeting convened by the counties. The findings also confirm the importance of health services, and roads and infrastructure to the citizens. Provision of the two services ensures that citizens have better access to primary healthcare and that they are able to access most services through the provision of a good road network. In addition, with agriculture being a major contributor to the Gross Domestic Product (GDP) in Kenya, a good road network ensure that farmers can transport their produce from farms to markets. Finally, the study also shows that Kenyans remain pessimistic in the fight against corruption with more than half (56%) projecting an increase in the level of corruption in the next one year thus escalating the need for comprehensive anti-corruption efforts.

RECOMMENDATIONS

Accountability

1. Elected leaders at the County levels should ensure that they set up specific days within the week when citizens can contact them in their offices and publicise this information to reach as many people as possible. They should ensure that they are personally available on those days to engage the people.
2. County governments should conduct civic education to educate people on the roles of the different leaders so that they are equipped to hold the leaders accountable based on their roles and functions.

Transparency

3. The use of Short Message Services (SMS) should be embraced by counties while conveying information to the citizens. This is because from the study, 95% of those interviewed have access to mobile phones which would be a very convenient tool of communication.
4. The County Executive should consider the socio-economic activities of their citizens while calling for public participation meetings. This is with an aim of increasing the number of people participating since according to the study, a large proportion of the respondents missed public participation meetings because they were busy.
5. County governments should conduct thorough research of the various communication channels available for each County before using them to invite citizens to public participation fora. Channels with maximum audience reach per County should be used and the communication should be done in advance to allow citizens time to plan and prepare to attend meetings.
6. County Governments should enhance the capacity of their public participation units and civic education programmes to be able to share more information on County budgets and receive and give feedback from the public.

Integrity

7. County governments, with the help of EACC should fast-track appointment of Integrity Assurance Officers as part of the integrity management initiatives. The officers should help in identifying corruption loopholes and devising ways of sealing them as a preventive measure in the fight against graft.

Service Delivery

8. The study identifies health care as one of the most pressing problems that the county governments should address. Therefore, there is need to boost both the affordability and accessibility of health services by all citizens. This can be fast-tracked through rolling out the Universal Health Coverage to all counties and ensuring accountability in the implementation.
9. County governments should come up with creative ways to increase their revenue. This will increase the pool of funds accessible to the county governments in addition to the allocations from the national government and therefore help in addressing inadequate funding as identified in the study. This will also improve service delivery.
10. County governments, through the public participation units, should embrace public participation in the County development planning process. This will ensure the development needs of communities are addressed as identified among the most pressing needs that the counties should address.
11. Counties should strive to adhere to the Public Finance Management regulations and ensure timely submission of financial reports with supporting documentation to facilitate disbursements from the Treasury. This will partly address the problem of late disbursements and attendant effects to service delivery.

CONTACTS

HEAD OFFICE

Kindaruma Road, Off Ring Road, Kilimani Gate No. 713; Suite No. 4
P.O Box 198 - 00200, City Square, Nairobi | Tel: 2727763/5 / +254 (0) 722 209 589
Mobile: +254 (0) 722 296 589 | **Email:** transparency@tikenya.org

REGIONAL OFFICES & ADVOCACY AND LEGAL ADVICE CENTRES

ALAC ELDORET

P.O BOX 842 - 30100
NCKK offices: West Market - Kidiwa
TEL: +254 53 2033100
Mobile: 0704899887
Email: alaceldoret@tikenya.org

ALAC MOMBASA

2nd floor, KNCHR offices Panal Freighters Lane
Off Haile Selassie Avenue Behind Pride inn Hotel
Mombasa CBD
Mobile: 0728418822
Email: alacmombasa@tikenya.org

ALAC WESTERN

Nyalenda Railways Estate-along
Nairobi Road Opposite YMCA
Building block 9/220
Mobile: 0716900227
Email: alacwestern@tikenya.org

ALAC NAIROBI

Kindaruma Road, Off Ring Road, Kilimani
Gate No. 713; Suite No. 4
P.O Box 198 - 00100, Nairobi
TEL: +254 20 3864230, 0701471575
Email: alacnairobi@tikenya.org

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