

May 2023

Kenya's County Budget Transparency Survey 2022

Transparency for better budget implementation





Caption: Budget
facilitators and budget
Champions exchange
visit in Busia.

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Abbreviations

ADP	Annual Development Plan
CBROP	County Budget Review and Outlook Paper
CBTS	County Budget Transparency Survey
CFSP	County Fiscal Strategy Paper
CoG	Council of Governors
CoB	Controller of Budget
CQBIR	County Quarterly Budget Implementation Report
CSOs	Civil Society Organizations
FCDC	Frontier Counties Development Council
GIFT	Global Initiative for Fiscal Transparency
IBP	International Budget Partnership
IBP Kenya	International Budget Partnership Kenya
Kshs	Kenya Shillings
LREB	Lake Region Economic Bloc
NOREB	North Rift Economic Bloc
OBS	Open Budget Survey
PBB	Programme-Based Budget
PFM Act	Public Finance Management Act
PSASB	Public Sector Accounting Standards Board

Acknowledgments

The County Budget Transparency Survey (CBTS) is the product of a collaborative effort by independent budget practitioners who, together with their communities, engage consistently with budgets and hold their respective governments accountable for improvements in service delivery. This report provides an opportunity for governments to reflect on the level of budget transparency in their counties as the demand for budget information increases.

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Executive Summary

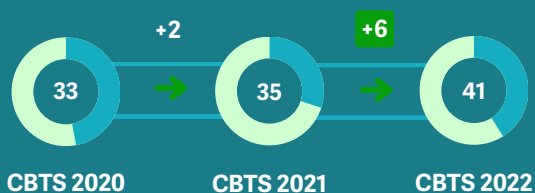
Over a decade into a devolved government in Kenya, participatory governance, and decision-making is taking root in Kenya. There is a growing awareness among citizens of their roles and responsibilities in the budget-making process. They are better versed in how governments raise, allocate, and spend public resources, and there is more demand for transparent, equitable, and accountable budgeting systems. As a result, their demand to be involved in the budget processes will progressively keep growing, as well as the need to access budget information on the decisions being made. Additionally, the citizens want to see how budgets capture issues related to their geographic needs as well on specific groups like children, ethnic minorities, women, and persons with disabilities as this is a key indicator of equity. As such county budget transparency cannot be over emphasized.

Why then should counties be transparent with their budgets? Making budgets publicly available has great advantages, including building public trust by promoting the principles of credibility and accountability, where the government is likely to keep its commitments when budgets are publicly available and open to public scrutiny. To this end, IBP Kenya conducts the CBTS, an annual, objective, comparative measure done fairly across all the 47 sub-national units. The survey evaluates the availability and comprehensiveness of ten key budget documents.

Some key findings from the CBTS 2022 include:

1) There is a notable growth in budget transparency compared to previous rounds of surveys.

The level of information provided in CBTS 2022 is at 41 out of 100 points, an improvement from 35 out of 100 points in CBTS 2021, which is a higher improvement compared to the improvement of 2 out of 100 additional points recorded in CBTS 2021.



2) More counties improved their score in CBTS 2022 compared to CBTS 2021.

The substantial progress in budget transparency is a result of improvements in the budget transparency index in 33 counties in CBTS 2022 compared to 24 counties in CBTS 2021, this shows more counties improved than those that regressed.

3) There are improvements in budget transparency in 6 of the 8 regional economic blocs.

The findings show a general improvement in most counties across the country. Jumuia ya Kaunti za Pwani recorded the highest improvement from 23 out of 100 points in CBTS 2021 to 52 out of 100 points in CBTS 2022. This progress is driven by improvements in the budget transparency scores across all the six counties in the bloc.

4) Budget implementation reports remained the least published budget documents.

The findings show their publication improved in the CBTS 2022 to 31% from 23% in CBTS 2021, which means about a third of expected reports were published. Despite these gains, only eight counties published all the four quarterly implementation reports required in a financial year, indicating that there is still more work to be done in opening up reporting on budget execution.

6) Despite the overall improvements in counties, some counties failed to sustain or progress their scores on budget transparency.

In almost all cases where counties failed to publish key budget documents, it translated to a backslide in their budget transparency scores. The CBTS 2022 findings show that 19 counties did not publish at least one key budget document previously published in CBTS 2021. Additionally, four counties, including Kajiado, Isiolo, Migori, and Wajir, failed to publish any of the key budget documents in CBTS 2022.

5) The findings show there is still limited documentation of the impact of public participation on budget decisions.



Information provided on public participation

Only 22 out of the 47 counties provided some information in at least one key budget document of the three documents that were evaluated for information on public participation.

7) The level of comprehensive information provided in the published budget documents improved in CBTS 2022.

For example, in four thematic areas, including information on priorities, revenue, capital projects, and public participation, counties recorded higher scores in CBTS 2022 compared to CBTS 2021. Even with that, counties regressed in the level of information provided on expenditure and non-financial components.

8) Counties should publish all the budget information as required by law. Despite the requirement, counties are yet to actualize this.

This is exemplified by the growth in the number of documents that went online two weeks after the draft results were shared, with counties growing by 79%. This shows that counties are responsive to the push to be more open, which indicates the commitment to budget transparency.

We hope that these findings remain to be of value to both state and non-state actors leading to more productive deliberations and accountability on use of public funds.

Abraham Rugo Muriu,
Country Manager
May 2023.

Introduction

Ten years after the implementation of devolution in Kenya, significant progress has been made towards improving citizen access to public budget information. The Constitution of Kenya 2010 mandated that counties implement key functions not limited to agriculture, health services, environment, transport, trade, and county planning, giving counties powers to receive, raise, allocate, and spend public funds. To achieve the goals of devolution, transparency and accountability of funds is paramount. In line with this, the Public Finance Management Act is clear in asking counties to adhere to the PFM principles, meaningfully include the public in decision-making and address inequities as they deliver services to the citizens.

Despite improving budget transparency at Kenya's sub-national levels, counties still need to overcome several challenges and weak accountability on public funds. For instance, the outstanding pending bills in counties have grown from Kshs. 38 billion as of June 2015 to Kshs.153 billion as of June 2022, a challenge arising from poor budget implementation. In addition, counties' budget absorption rate is around 80% on average. For example, in FY 2021/22, the overall budget absorption was 75%, with more unspent funds on development as counties absorbed only half of the development budget in FY 2021/22. Other persistent challenges include under-performance in own-source revenue collection and bulging personnel compensation, with most counties spending above the limit on personnel emoluments. In most cases, budget analysis shows counties are within limits at the allocation stage. Still, the limits are breached at the implementation stage, this being an indirect effect of unmet local revenue targets that prompts budget revisions.

Budget transparency is the primary component of facilitating a dialogue between governments and citizens. It dictates that any budget information on how the government collects and spends its funds must be available to the public. Often, government actors have asked why they should avail budget documents to the public if they do not use them. Others have also questioned the capacity of the public to interact with budget documents containing complex budgeting information. This demonstrates a poor understanding of the role that government can and should play in providing civic education that will support citizens' growth in understanding budget decisions and ensuring meaningful participation.

Local transparency practices in Kenya have shown that counties are more transparent in the formulation stage compared to the implementation stage. Counties should be transparent throughout the budget cycle, and even more information should be provided at the implementation stage as it shows the actual connection with the delivery of services and how the targets and outcomes are achieved to address and reduce the inequities at the county level.

Even with the existing challenges, counties have embraced new initiatives to enhance budget transparency, with several counties revamping their county websites and creating dedicated sections where citizens can easily access budget information. Others have been responsive to the budget transparency demands by citizens and have been open to actioning recommendations by budget practitioners on how they can be transparent. Budget decision-making stages that require budget information to be provided online before public participation forums occur have also helped to advance transparency, especially where citizens are consistently following up on the information.

In the recent past, the capacity of citizens to understand budget information has increased. For example, IBP Kenya's work in Baringo and Busia counties has seen communities championing quality budget information from their governments. Even as some county governments have remained lax on budget transparency, the push to open public budgets and provide quality opportunities for participation is bearing fruits in some regions of the country.

Access to quality information enables the public to engage their government from an informed point of view with credible evidence. This allows for effective public participation and quality decision-making within the budget process.

Several counties are open to feedback on the quality of the information provided in the published budget documents. Recent development also includes counties calling for public participation and embracing digital media where the public can provide their input. However, feedback to the public is important, and it remains a challenge. Even with counties working hard to conduct public participation, it is still difficult to demonstrate the impact on budgets as most fail to provide information on how citizens' inputs informed the final decisions in adopted/ approved key budget documents.

In terms of feedback on the survey's preliminary results, counties are responding positively to the CBTS findings, which is encouraging, with 12 counties acknowledging the findings in the availability component of the survey in CBTS 2022 compared to 6 in CBTS 2021. However, there was a drop in the number of counties that provided feedback on the comprehensiveness component from 19 counties in CBTS 2021 to only 6 in CBTS 2022. The proactiveness of the public and a citizenry empowered to ask for information has resulted positively in the gains realized through budget transparency.



Caption: Community Engagement in Baringo County

About the County Budget Transparency Survey

The County Budget Transparency Survey (CBTS) is one of the few consistent and comprehensive transparency initiatives conducted at the sub-national level worldwide. It is an annual independent survey that provides fair and comparative measures on the level of the information provided by all sub-national units (known as counties) in Kenya as required by the Public Finance Management Act (PFM Act), 2012, and its accompanying regulations.

The survey is conducted in two stages, with the first focusing on the availability of key budget documents on the official websites of either the county executive or county assembly. At this stage, the survey simply checks for the availability of ten key budget documents that counties are required by law to produce, publish, and publicize. This first stage accounts for 30 points. The second stage focuses on the comprehensiveness/level of information provided in the key budget documents published in the first step, accounting for 70 points. At this stage, the survey is completed by a team of researchers drawn from a pool of county-level budget practitioners known as Budget Facilitators. The researchers subjected the key budget documents to a questionnaire with 75 equally weighted questions. A transparency index out of 100 points is generated based on the scores from the two stages.



Caption: CBTS 2021 Report Launch

Structure of the Report

The CBTS 2022 report is organized in six main sections:

Section 1 explains the state of budget transparency in Kenya's 47 sub-national units.

This section presents the overall findings on the level of information each county provides and shows the trends and shifts in how counties have performed. It also highlights top and bottom performers on budget transparency.

Section 2 provides information on how counties performed within their regional economic blocs.

This section provides comparison trends on how peers are providing budget information. Counties not doing well in budget transparency can borrow good practices from the counties performing well within their regional economic blocs.

Section 3 provides the trends on the number of key budget documents that each county makes publicly available.

It further highlights the trends in the counties that have consistently made budget documents available. It also captures information on the counties whose performance has consistently declined to highlight why counties stop publishing key budget documents they previously made available to the public. Also, it gives information on the need for counties to publish what they produce.

Section 4 highlights the level of information provided by key budget documents.

This is an indication of the quality of budget information that is provided to the public. This report presents the level of comprehensiveness of information in broad classifications. It highlights the challenges associated with these thematic areas, such as revenue and expenditure, financial and non-financial information, personnel emoluments, priorities, macroeconomic indicators, public participation information, and information on capital projects.

Section 5 discusses the actions taken by CSOs and governments to improve transparency.

This section presents information on what CSOs and PFM practitioners do independently or in partnership with their county governments to improve budget transparency. In addition, this section goes beyond to provide information on the emerging spaces that the CBTS has opened up that are beyond transparency which will further promote knowledge exchange on budget transparency. For example, the Survey has been valued beyond borders, and academic institutions are finding its value in measuring transparency to fill the gaps in their research pieces related to sectors, i.e., health.

Section 6 concludes the report with the recommendations.

The section focuses on the challenges and opportunities counties should leverage to improve budget transparency in their counties and sustain the improvements or remain transparent.

The annex section focuses on the modular research pieces to further understand budget transparency, specifically, counties' information on their health administrative units. Secondly, how counties provide information on supplementary budgets, whether they make them publicly available despite approving them in the county assemblies. Further, the section focuses on future survey developments to ensure the timeliness component.

Section 1: County Budget Transparency Survey 2022 findings

The CBTS 2022 established that counties are increasingly embracing budget transparency. Budget transparency has become a norm for several counties, with counties starting to provide the full range of comprehensive information in some key budget documents in an easily accessible manner. This enables citizens to meaningfully contribute towards planning and prioritization of the resources and monitoring the budget implementation. On the other hand, several counties have remained opaque and shown little effort to improve the budget information they provide to the public.

Despite improvements, counties' budget information on transparency and information on public participation remains limited and below the half point mark. The findings show that the average counties budget transparency index is 41 out of 100 points up from 35 points in the CBTS 2021. The improvement in budget transparency was largely driven by the 33 counties that provided more budget information than they had provided in CBTS 2021.

In addition, the comprehensiveness of the information provided in capital projects improved by 9 out of 100 points in CBTS 2022 compared to CBTS 2021. Further, on this thematic area the information on the approved Programme-Based Budgets improved significantly from 12 out 100 points in CBTS 2021 to 26 out of 100 in CBTS 2022 which is more than double.

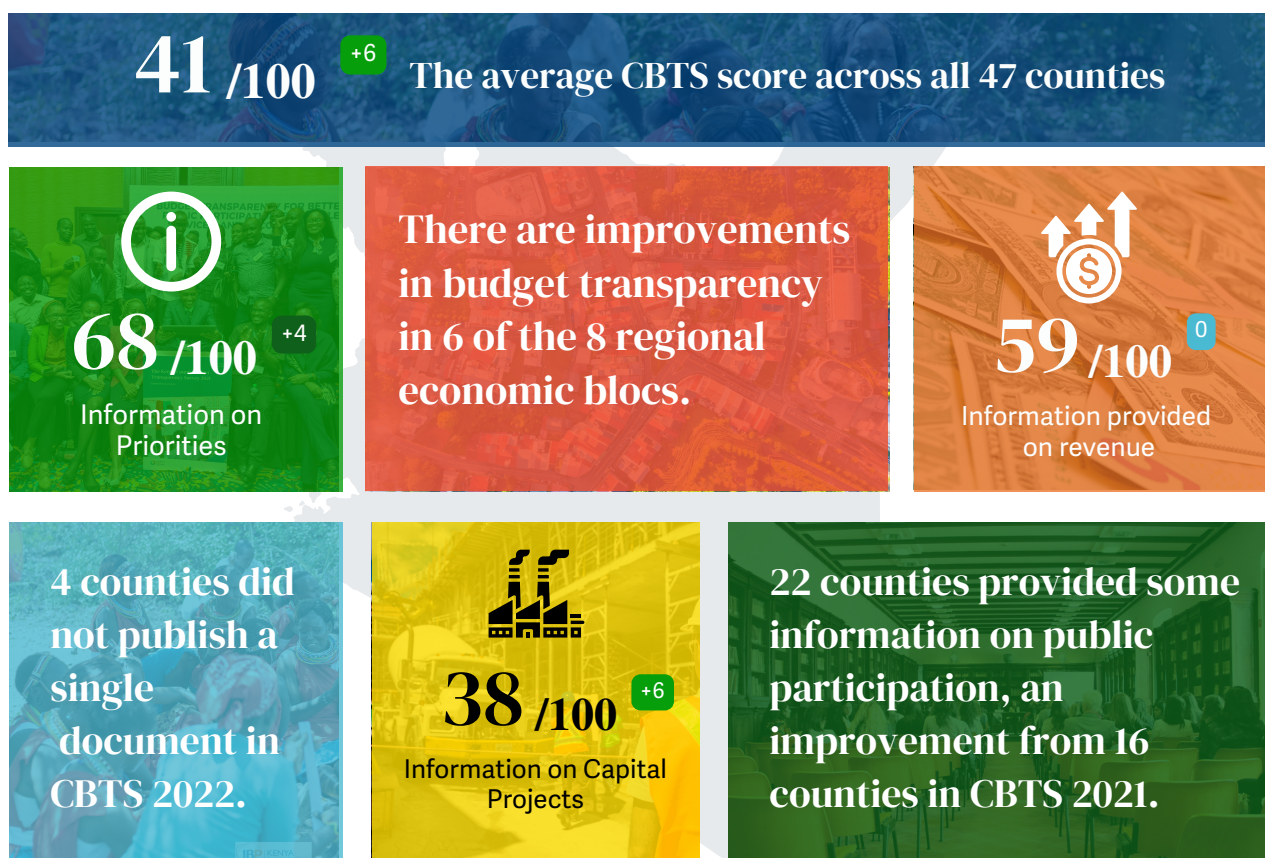
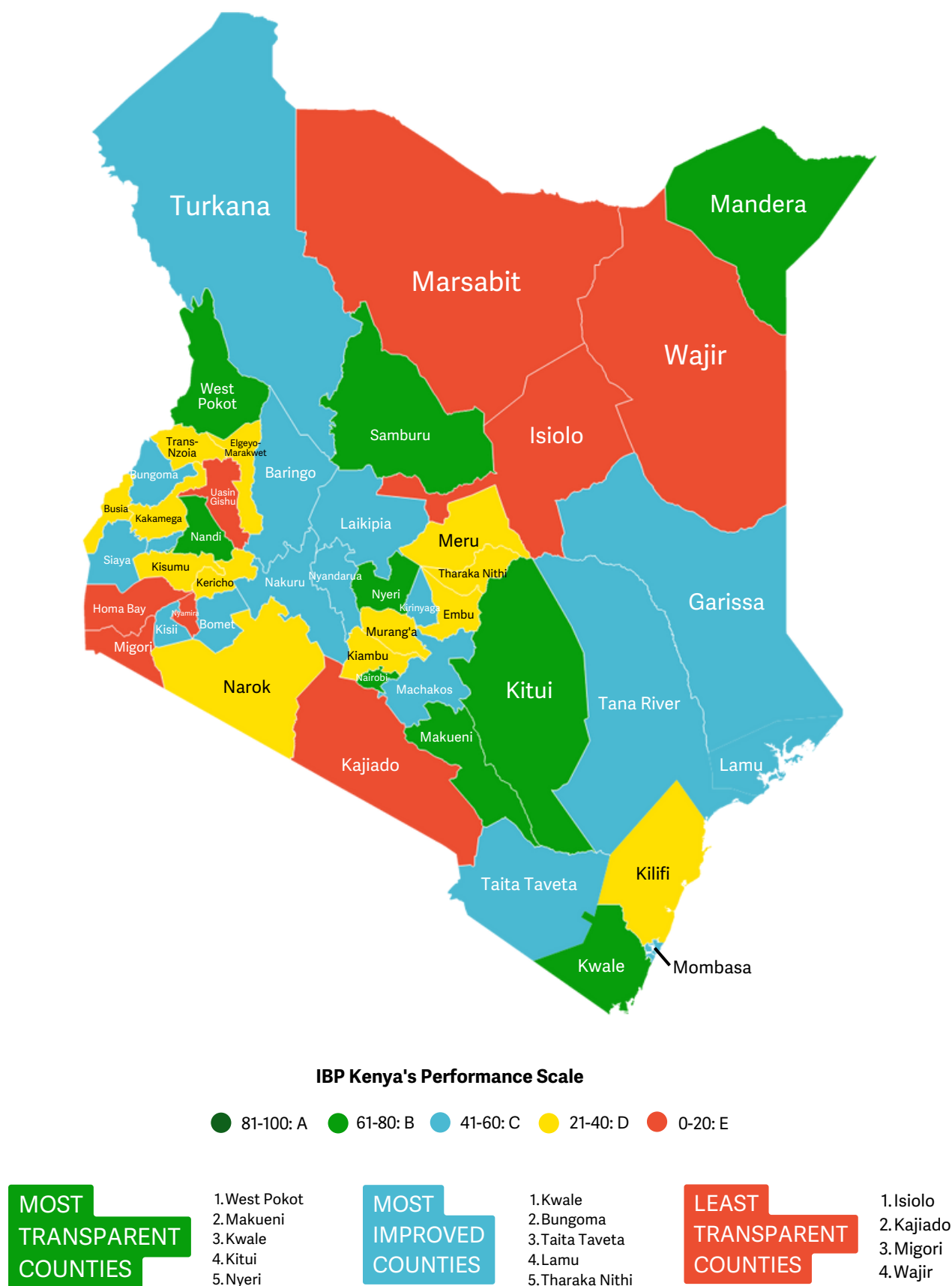


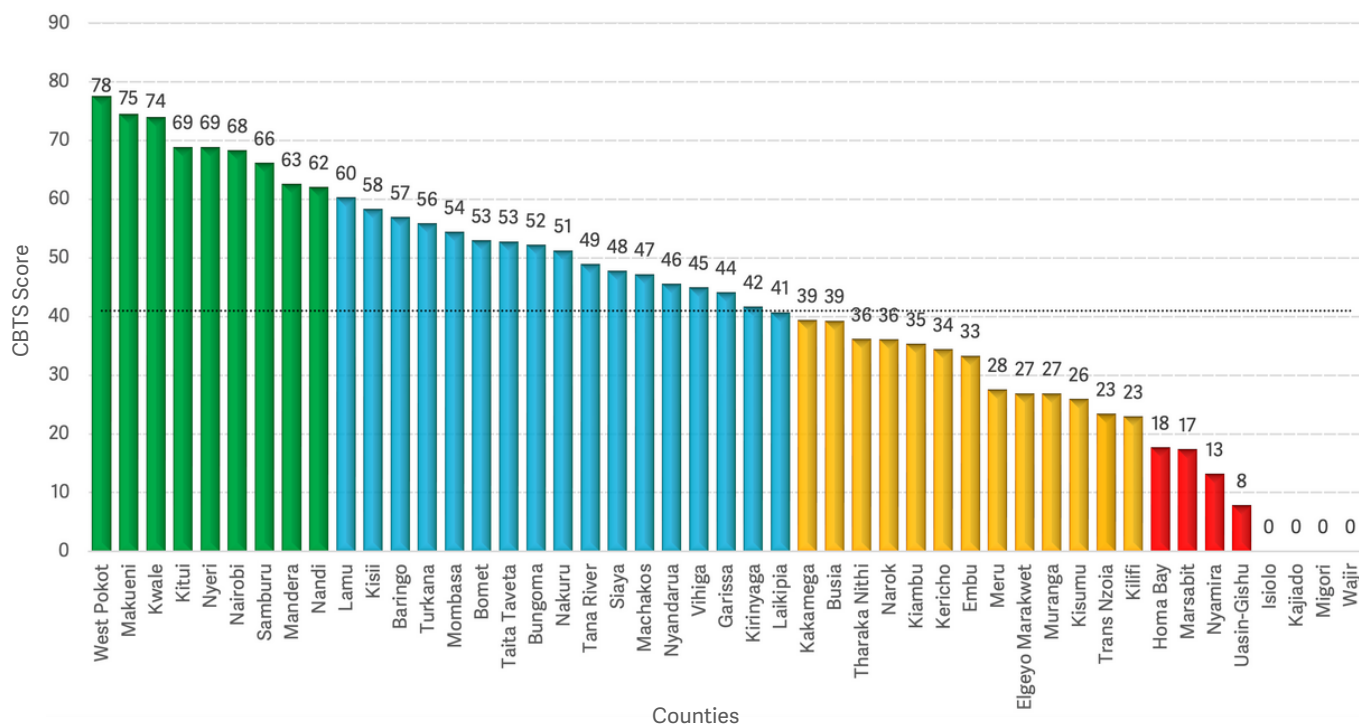
Figure 1: CBTS 2022 Index Map



In CBTS 2022, some counties that were previously performing poorly in budget transparency published more budget documents and provided more comprehensive information. The survey shows the transparency index scores range from 0 in 4 counties (Isiolo, Kajiado, Migori and Wajir) to 78 out of 100 points in West Pokot County. Some key findings on how counties performed include:

- West Pokot County is ranked the most transparent county in Kenya's CBTS 2022, publishing all ten key budget documents and scoring 78 out of 100 points. This is the second time in the last three surveys conducted that the county has emerged the most transparent county in the country.
- Makueni (75), Kwale (74), Kitui (69), and Nyeri (69) counties are among the top five counties with the most transparent budgets. Except for Kwale, which published 9 of 10 key budget documents, all the counties above published all ten key budget documents in CBTS 2022. Further, apart from Nyeri county, all the top five counties improved in CBTS 2022 compared to CBTS 2021.

Figure 2: CBTS 2022 Index Score



- In addition, 33 out of 47 counties improved in their CBTS 2022 score compared to CBTS 2021 when 24 counties had improved.

The top five most improved counties in CBTS 2022 include:

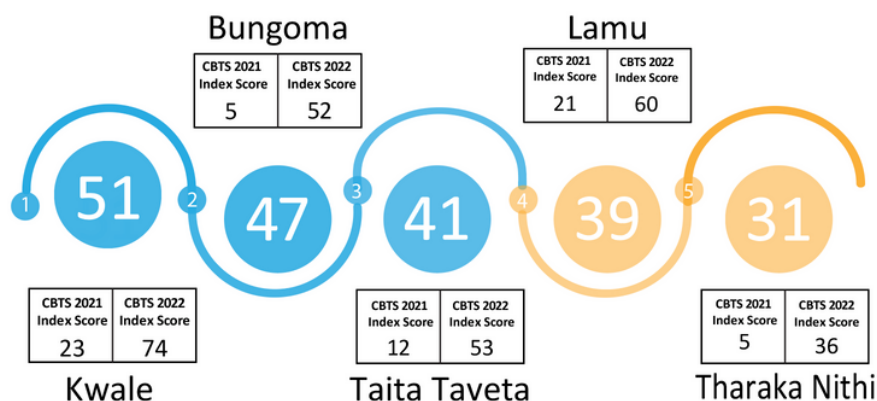


Table 1: Reasons for top five most improved counties in the CBTS 2022

	County	CBTS 2021 Index	CBTS 2022 Index	Change	Reason for change (improvement)
1	Kwale	23	74	+51	For the first time the county started publishing all the four quarterly implementation reports which are very comprehensive compared to the other counties. The county also, published the approved Programme-Based Budget.
2	Bungoma	5	52	+47	The county published the Annual Development Plan, Approved Programme Based Budget, Citizens Budget and County Budget Review and Outlook Paper which were previously missing in CBTS 2020 and 2021.
3	Taita Taveta	12	53	+41	The county produced and published 1st, 2nd, and 3rd quarter budget implementation reports for the first time. In addition, the county published the Annual Development Plan, approved Programme-Based Budget and County Budget Review and Outlook Paper which were missing in previous surveys.
4	Lamu	21	60	+39	The County published 2nd and 3rd quarter budget implementation reports for the first time. In addition, the county published the approved Programme-Based Budget and county Fiscal Strategy Paper which were missing in CBTS 2020 and 2021. The County Budget Review and Outlook Paper for Lamu county provides the most comprehensive details compared to all the other counties.
5	Tharaka Nithi	5	36	+31	The County published 1st and 2nd quarter budget implementation reports for the first time.

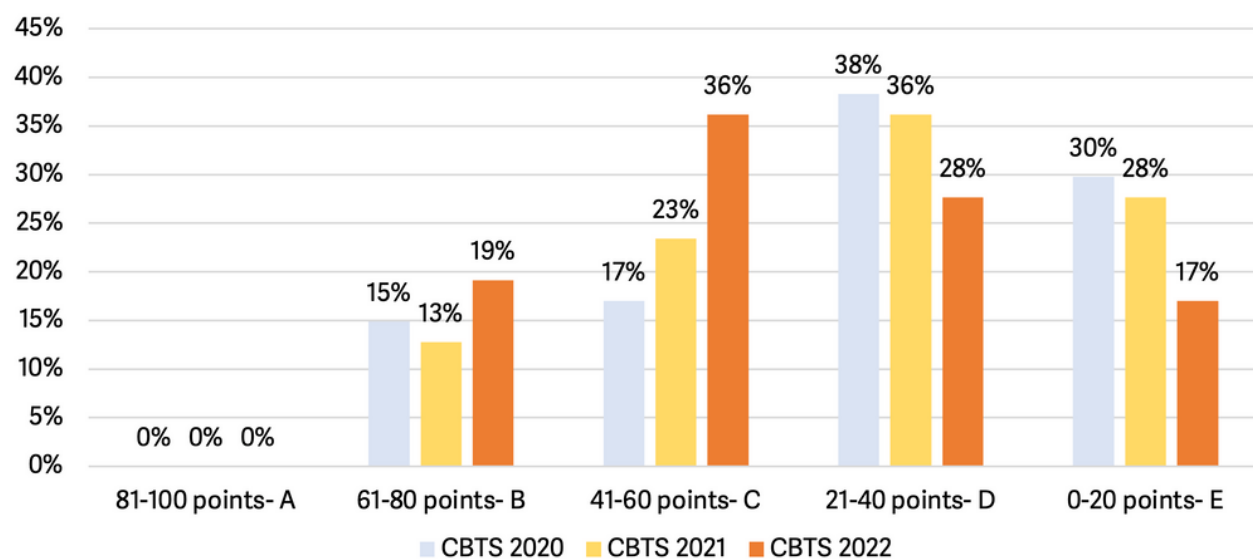
Source: IBP Kenya CBTS 2022 analysis

"In CBTS 2022, like the previous surveys, no county scored above 80 out of 100 points which is the category 'A' and the top performance category."

In CBTS 2022, like the previous surveys, no county scored above 80 out of 100 points which is the category 'A' and the top performance category. The survey results further show that the number of counties scoring less than 40 out of 100 points have consistently declined, indicating that more counties are becoming more transparent. In addition, there was improvements in the information published by counties in categories B and C.

For instance, 19% of counties scored B (between 61-80 points) in CBTS 2022 up from 13% in 2021. Additionally, 36% of counties scored C (41-60 points), up from 23%.

Figure 3: CBTS Performance Trends by Categories



Source: IBP Kenya CBTS 2020, 2021 & 2022 Data Analysis

The number of counties scoring below the 50-point mark has declined in the last three surveys. For example, in the CBTS 2022, 62% (29 counties) scored less than half, compared to 77% (36 counties) in CBTS 2021. Additionally, the CBTS 2022 findings indicate that only three counties (Nyeri, West Pokot, and Samburu) consistently scored 61-80 points in the last three surveys. On the one hand, 33 counties improved in their budget transparency scores in CBTS 2022, and on the other hand, a number of counties regressed yet were previously among the top performers on budget transparency. For instance, Elgeyo Marakwet and Turkana, slid back from the category of B to category D and C, respectively. However, four new counties that have never scored a B emerged, namely Kwale, Mandera, Nairobi and Nandi.

It is worth highlighting that counties that scored above 60 out of 100 points were in all the regional economic blocs except Narok-Kajiado. Additionally, in all the regional blocs, at least one county has constantly improved in the last three rounds of surveys (CBTS 2020 – CBTS 2022). This shows progress in how counties provide budget information and form the base of good practices that can be shared in regional peer learning.

Even as more debates on budgets in various stages of decision-making come in place, the level of information on how government provides feedback from public participation to the citizens in their budget documents remains weak as only 10 out of 100 points of the information are provided throughout the budget cycle. This indicates that enough public participation opportunities are not adequately provided.

Consistent improvers in budget transparency index scores.

Despite some counties providing all the key budget documents, others still have room for improvement in providing comprehensive budget information. It is encouraging to see that 15 counties have consistently improved in the last three rounds of County Budget Transparency Survey. The first five consistently improving counties include Taita Taveta, Nandi, Lamu, Bomet and Mandera counties.¹

¹ See full list in the annex on the CBTS 2020, 2021 and 2022 index performance trends.

Even with the improvement in budget transparency in CBTS 2022, four counties never published a single key budget document online. These counties include Kajiado, Wajir, Isiolo and Migori, which all scored zero.

The CBTS 2022 showed counties improvements in both availability and comprehensiveness. However, 13 counties slid backwards on the level of information they provide to the public: namely

Kajiado, Elgeyo Marakwet, Wajir, Uasin-Gishu, Nyamira, Kiambu, Kirinyaga, Laikipia, Homa Bay, Turkana, Nyeri, Busia and Samburu. Five of these counties are in the Mt. Kenya regional economic bloc, while four are from the North Rift Regional Economic Bloc.

In addition, three counties, Nyamira, Uasin Gishu, and Laikipia, have consistently dropped in the last three rounds of surveys. The findings show that the main challenge facing budget transparency is counties not publishing budget documents they previously made publicly available.

"It is encouraging to see that 15 counties have consistently improved in the last three rounds of County Budget Transparency Survey."

Table 2: Reasons for most five most backsliders in CBTS 2022

	County	CBTS 2021 Index	CBTS 2022 Index	Change	Reason for change (decline)
1	Elgeyo Marakwet	69	27	-42	The county stopped publishing all the four quarterly budget implementation reports, Citizens Budget and County Budget Review and Outlook Paper which they published in CBTS 2020 and 2021.
2	Kajiado	36	0	-36	The county stopped publishing Annual Development Plan, approved Programme-Based Budget, County Fiscal Strategy Paper, and Citizens Budget published in CBTS 2021.
3	Wajir	27	0	-27	The county stopped publishing three key budget documents made available to the public in CBTS 2021. These include Annual Development Plan, approved Programme Based Budget, and County Fiscal Strategy Paper.
4	Uasin Gishu	27	8	-19	The county has consistently dropped in the last three rounds of survey. In 2022, they stopped publishing two key budget documents made available to the public in CBTS 2021. These include approved Programme Based Budget and County Fiscal Strategy Paper.
5	Kiambu	53	35	-18	In the last three rounds the county has gradually stopped making quarterly budget implementation reports available to the public. In CBTS 2022 the county did not publish any implementation report compared to CBTS 2020 when all the four were published. Further, the county stopped publishing the County Budget Review and Outlook Paper in CBTS 2022.

Source: IBP Kenya CBTS 2022 analysis

Section 2: Budget transparency performance by Regional Economic Blocs

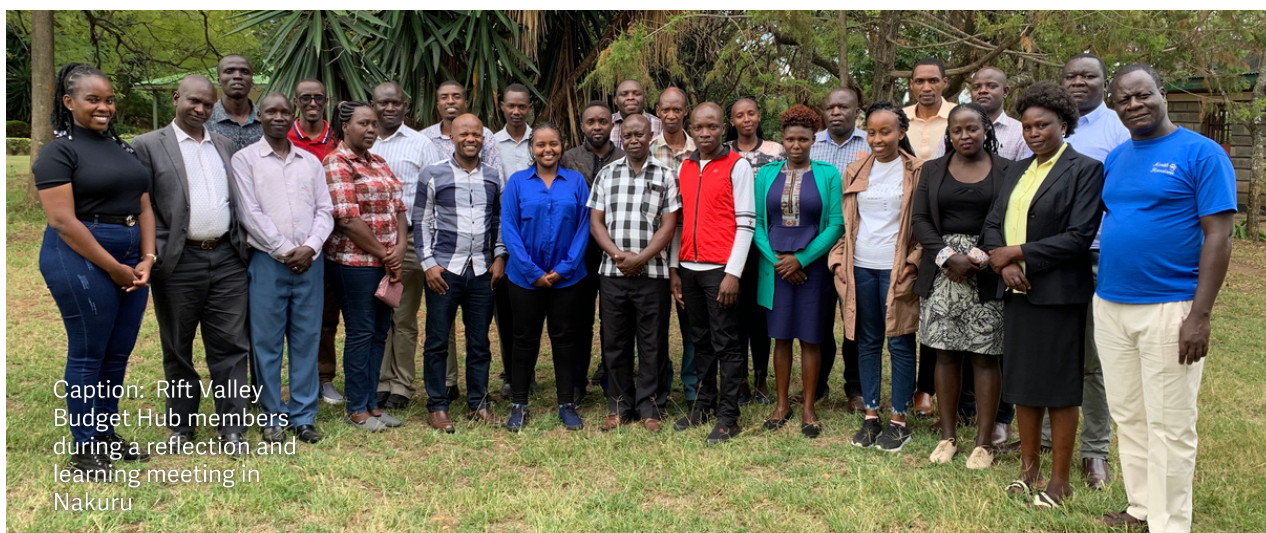
Kenya has 47 unique and diverse counties in many ways, from their geographical size, population, size of their budgets, access to different services, poverty levels, etc. However, certain similarities exist within that diversity regarding their context, challenges, and historical linkages. This has led to counties organizing themselves in cohorts commonly called regional economic blocks. These regions have a central objective of speaking in a common voice especially in unlocking the challenges they face especially in development by building synergies around resources and lessons. As they pursue these goals, the role of public budgets is critical; therefore, transparency and accountability are essential to effectively develop and bridge equity gaps.

To spur economic growth within the regions through policy harmonization and resource mobilization, Kenya's counties with similar economic characteristics are within regional blocs through mutual understanding. The Ministry of devolution have categorized them into seven regions as in figure 4. However, it leaves out Nairobi City County, a standalone bloc, making eight regional economic blocs.

Even with these groupings, it is important to understand how counties with common characteristics perform in budget transparency. The average level of budget transparency varies significantly among the different regional blocs in Kenya. In addition, the scores also vary within counties in the regional bloc, even though there were commonalities and trends observed, for example, where there are improvements, it is likely to be observed in some counties in the region.

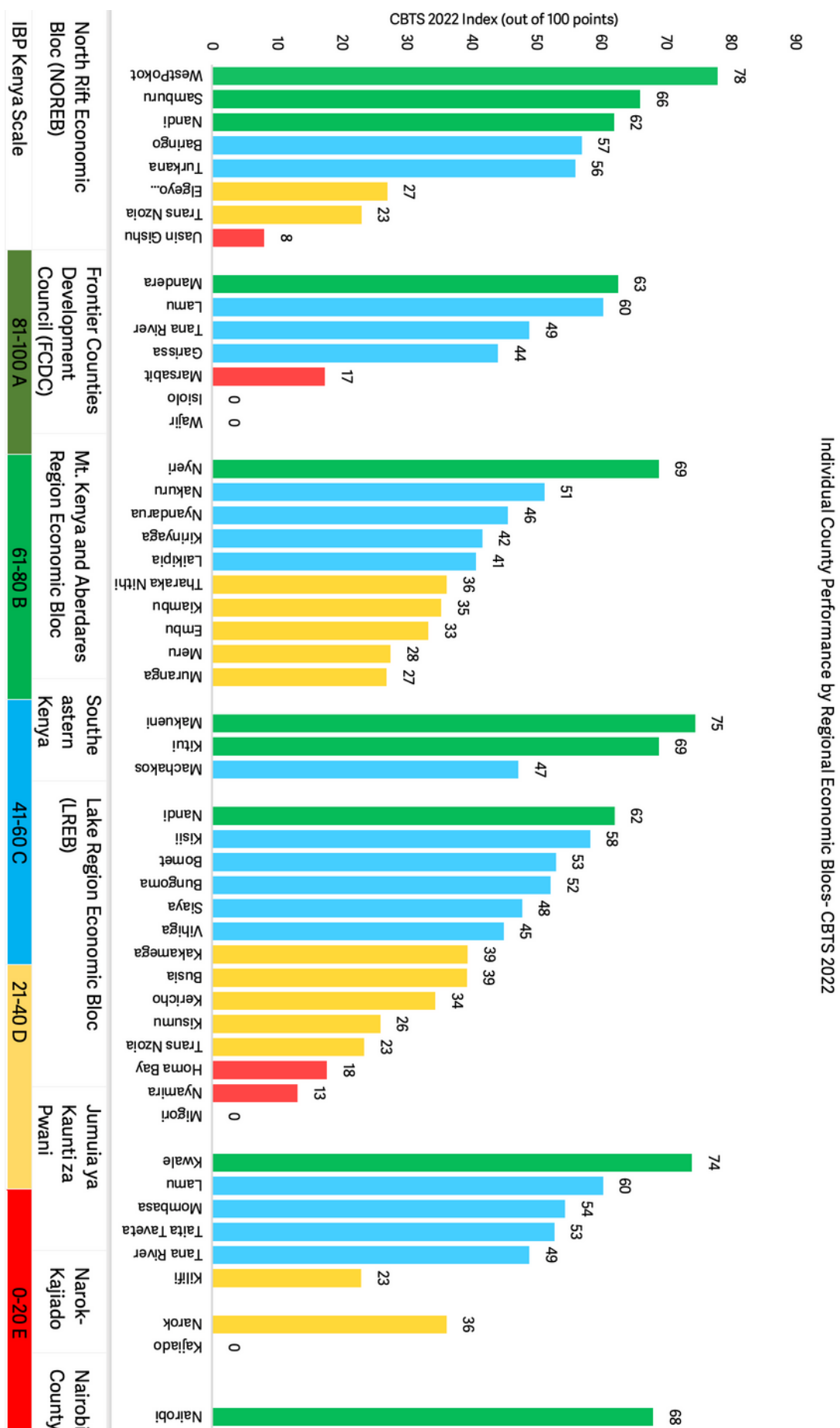
"There are good practices and improvements in most regional economic blocs."

Counties depicting good practices are almost available in each regional bloc for example, the North Rift Bloc has three counties that scored above 60 out of 100 points. Additionally, Southeastern Kenya bloc has two counties, while Mt. Kenya, Jumuia ya Kaunti za Pwani and Frontiers counties each have one county that scored above 60 out of 100 points. These counties can offer good practices for peer learning within the regional economic bloc.



Caption: Rift Valley Budget Hub members during a reflection and learning meeting in Nakuru

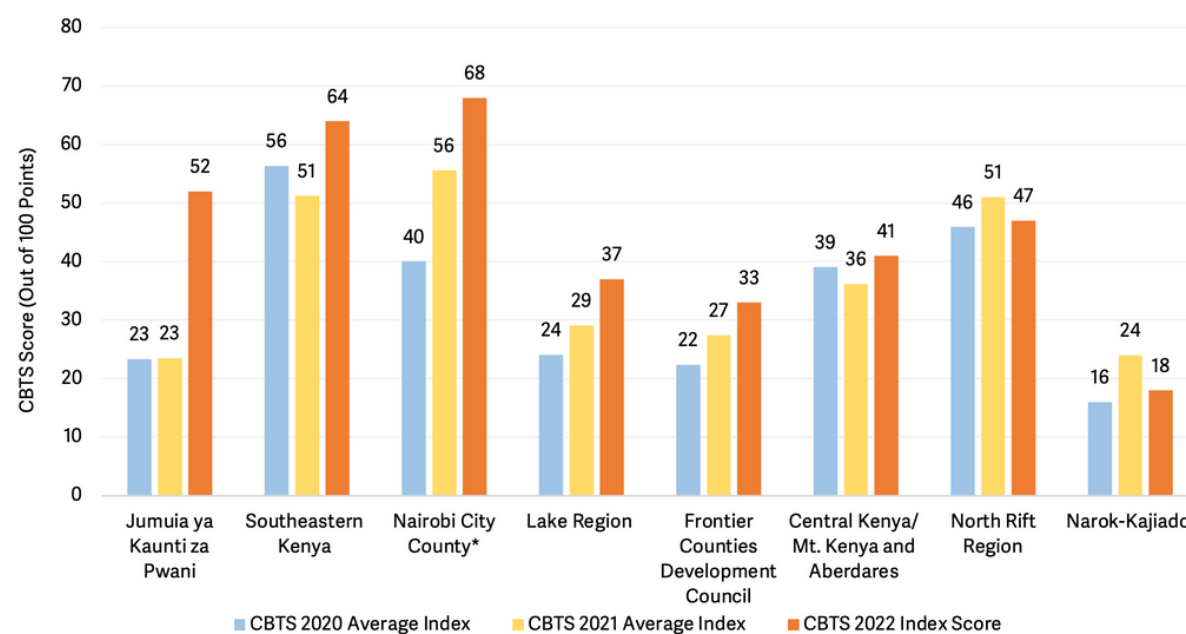
Figure 4: Performance of Counties by Regional Economic Blocs, CBTS 2022 Index



Positive progress in most regions on budget transparency

As the overall level of budget transparency consistently improved, the level of information provided by regional economic blocs also improved in six of the eight regional blocs. The transparency scores in the North Rift and Narok-Kajiado regional economic blocs dropped in CBTS 2022 as provided in figure 5. The figure shows that three regions provided more than half of the information evaluated. The findings show rapid improvements in Jumuia ya Kaunti za Pwani in CBTS 2022 compared to CBTS 2021 which on average, the region scored 52 out of 100 in CBTS 2022 compared to 23 out of 100 in CBTS 2021. In addition, all the counties under Jumuia ya Kaunti za Pwani improved their budget transparency scores in CBTS 2022 compared to CBTS 2021. The improvements could be attributed to more demand for budget information by the CSOs in the region. Taita Taveta and Tana River have consistently improved in the last three survey rounds.

Figure 5: Trends in budget transparency by regional economic blocs, CBTS 2020 – 2022



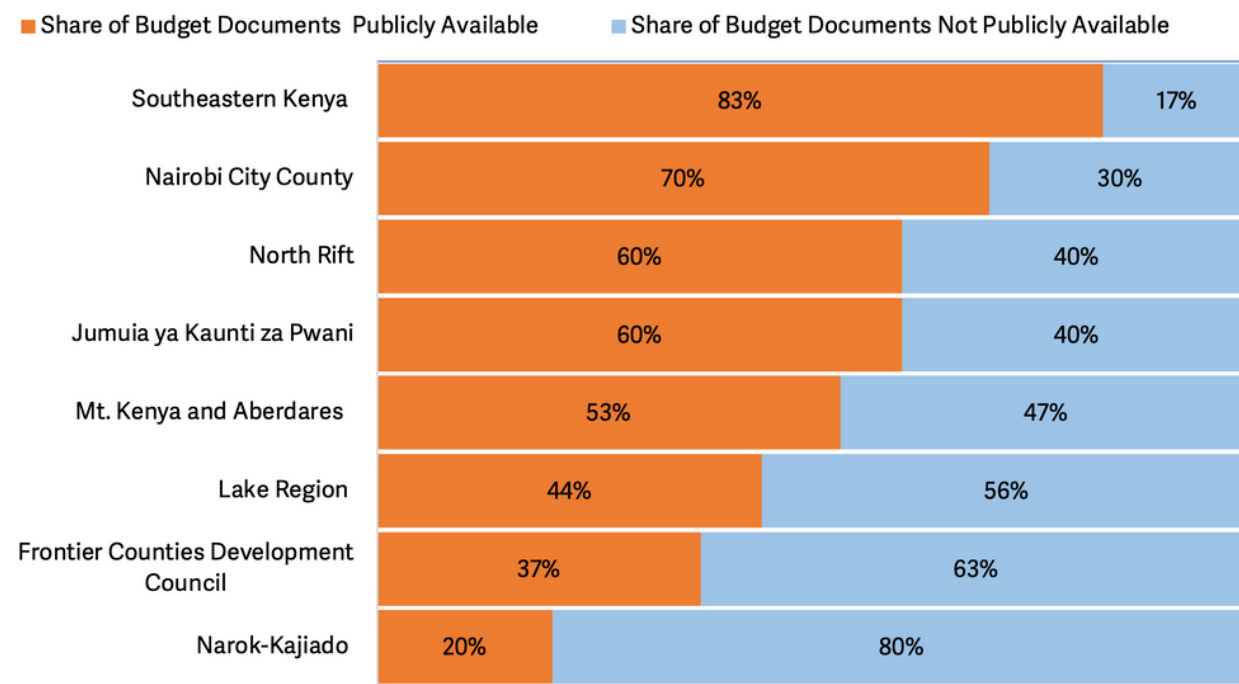
Source: IBP Kenya CBTS 2020, 2021 & 2022 Data Analysis |From most improved region|

The Lake Region Economic Bloc (LREB) and Frontier Counties Development Council (FCDC) have also consistently progressed in the level of information disclosed to the public in the last three rounds of surveys. However, these two regional blocs each carry the burden of counties that score E, that is, below 20 out of 100 points. Each of the blocs has three counties: Homa Bay, Nyamira and Migori in the Lake Region and Marsabit, Isiolo and Wajir under Frontier Counties Development Council (FCDC).

The availability of key budget documents in the regional blocs further shows Southeastern Kenya regional bloc published 83% of the key budget documents that the three counties under the bloc were required to publish. Two counties Kitui and Makueni that published all ten key budget documents evaluated in CBTS 2022 are from this regional bloc. All the three counties from southeastern Kenya bloc registered improvements in their index for CBTS 2022 compared to CBTS 2021.

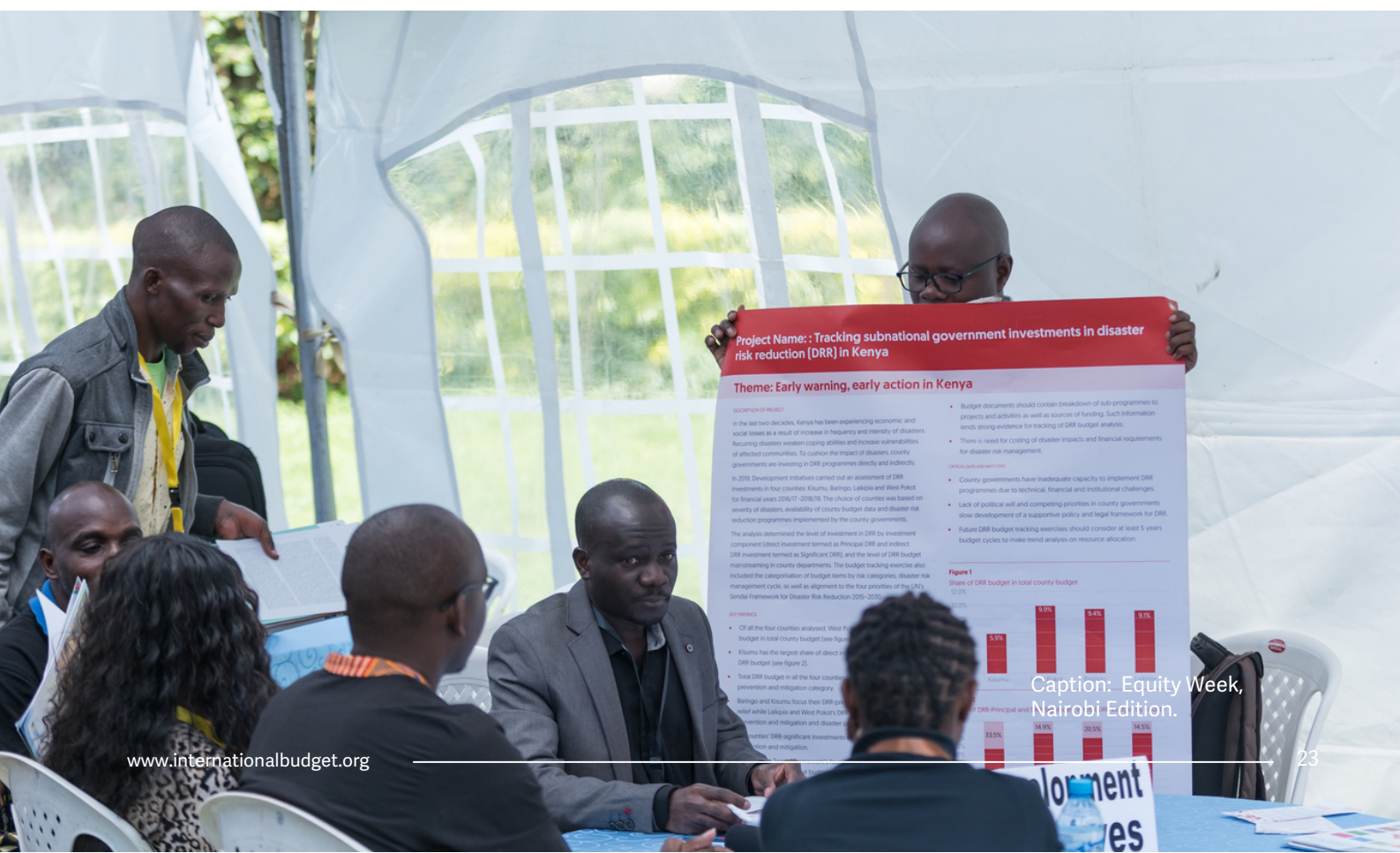
The availability findings shows that all the regional blocs had more than half of the documents publicly available save for Lake region, Frontier Counties Development Council and Narok-Kajiado blocs as in Figure 6.

Figure 6: Proportion of publicly available budget documents by Regional economic blocs



Source: IBP Kenya Data | CBTS 2022 | Regional blocs groupings - Ministry of Devolution

In the North Rift bloc, four counties stopped publishing at least one budget document dropping in their transparency index. For instance, Elgeyo Marakwet did not publish 7 budget documents which was the largest drop in CBTS 2022 index. Even with the drop in the NOREB region, the region still produced most counties with information on category of B. Further, Mt Kenya and Aberdares regional bloc had four counties that backslid in the level of information it provides to the public.

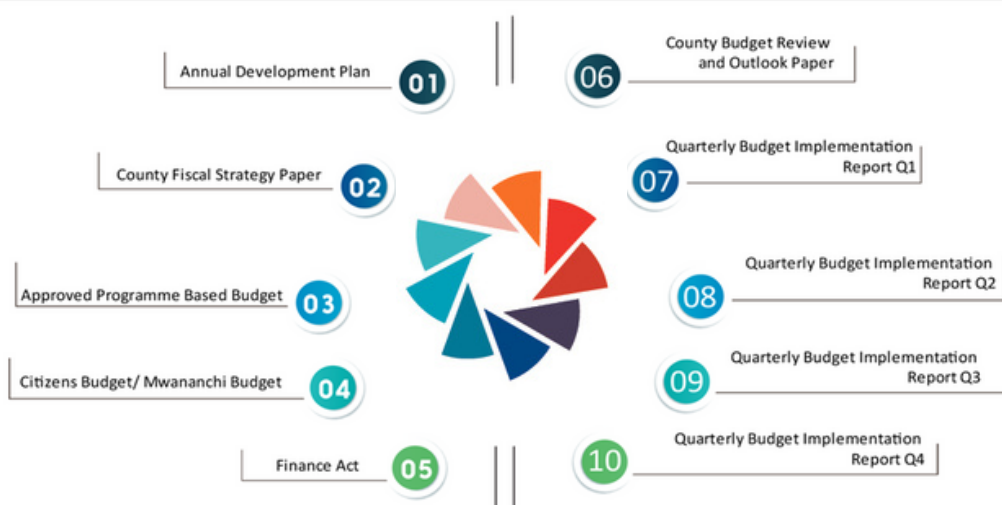


Caption: Equity Week, Nairobi Edition.

Section 3: Findings on the availability of key budget documents

It is important to pay attention to the availability of key budget documents throughout the budget cycle. This is the first step towards ensuring the public can engage with their respective governments in shaping priorities and allocations identified during the budget-making process's formulation, approval, implementation, and audit stages. This is all in a bid to enhance public service delivery.

Ten Key Budget Documents evaluated on the Availability Component in CBTS 2022 Financial year 2021/22



NOTE: Only the latest publicly available Quarterly Budget Implementation Report is evaluated on the comprehensiveness component

1. For the first time, more than 50% of key budget documents were publicly available.

In CBTS 2022, 51% of the required key budget documents were published online. This is the highest number of budget documents made publicly available in the history of the CBTS. Compared to the previous two surveys, 40% were published in CBTS 2020 and 42% in CBTS 2021.

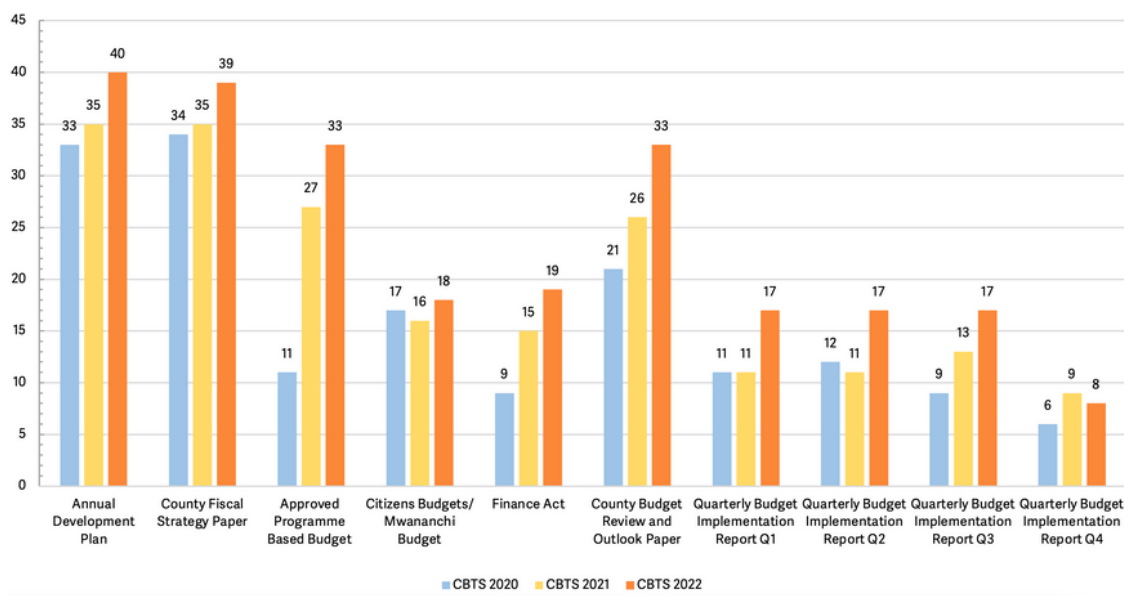
2. Counties are providing more budget documents in the formulation and approval stages of the budget cycle than in the implementation stage.

The Annual Development Plans and County Fiscal Strategy Papers are the most published, with only seven and eight counties missing them, respectively. The County Budget Implementation Review Reports have consistently remained the least published budget documents. In CBTS 2022, eight counties published all four implementation reports. These counties are Baringo, Kitui, Kwale, Makueni, Mandera, Nyandarua, Nyeri and West Pokot.

This is an improvement from seven counties that published all four implementation reports in CBTS 2021. Whereas there was an improvement, none of the 47 counties has had all the four implementation reports consistently published across the last three successive surveys.

Additionally, Citizen budgets which are simplified versions of the budget estimates and are supposed to create a public dialogue, have been consistently published by only seven counties in the last three rounds of the survey. The seven counties are Kisii, Makueni, Nakuru, Nyeri, Samburu, Turkana, and West Pokot.

Figure 7: Trends on the availability of ten key budget documents in the last 3 surveys



Source: IBP Kenya Data| CBTS 2022| Regional blocs groupings - Ministry of devolution

3. Consistency in publishing budget documents is still low, however improving.

Nyeri is the only county that has published all ten key budget documents in successive surveys: CBTS 2021 and CBTS 2022. No other county has ever published all the ten key budget documents in successive surveys.

4. The findings shows that only four counties published all the ten required key budget documents.

These counties are Kitui, Makueni, Nyeri and West Pokot. This is an improvement from CBTS 2021 where only three counties published all the ten key budget documents.

The Programme Based Budget is the most detailed budget document and one that is subjected to a lot of public participation. For example, it is prepared by the executive and public may provide inputs further, before county assembly approves, the document is also subject to its public participation. The survey findings indicates that, ten counties have consistently published the approved Programme Based Budgets in the last three rounds of the survey. These counties are Elgeyo-Marakwet, Kakamega, Kericho, Laikipia, Makueni, Nakuru, Nyeri, Samburu, Turkana, and West Pokot.



Caption: 2022 CBTS Dissemination Meeting

5. Four counties never published any budget document in CBTS 2022.

These counties are Isiolo, Kajiado, Migori and Wajir. This is a decline from CBTS 2021 where only two counties never published any key budget documents.

Isiolo and Migori are the two counties that have failed to publish any budget document in successive surveys. Just like in CBTS 2021, they failed to publish any budget document in CBTS 2022. Migori is also the only county that has never published the Annual Development Plan and County Fiscal Strategy Paper in the last three successive surveys, that is, CBTS 2020, CBTS 2021 and CBTS 2022.

6. Counties produce more documents than they publish and publicize.

Upon sending the draft availability findings to all the counties, the counties responded proactively by publishing 107 more budget documents, translating to a 79% increase from the initial budget documents published. 28 counties added at least one more budget document they had not initially published.

This is a testament that budget transparency would significantly improve if all the counties publish all the budget documents they produce. We have also learnt that all counties submit most of these budget documents to the Controller of Budget for requisition of funds which in turn they should ensure they are made available to the public in the right formats and versions. This will also enable public, Civil Society Organizations and oversight institutions to continue engaging with government to improve budget transparency.

7. Even with progressive gains in budget transparency, counties stopped publishing 41 key budget documents in CBTS 2022 compared to CBTS 2021.

If these key budget documents were not stopped, the transparency score would have increased by 3 points, bringing the overall score to 44 out of 100 points before considering the comprehensiveness information.

percentage of documents made available to the public

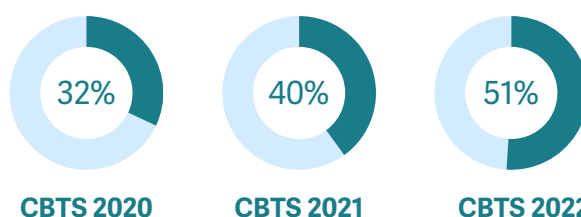


Table 3: Counties that stopped publishing key budget documents

	Key budget documents	No. of counties	List
1	Annual Development Plan	5	Kajiado, Kilifi, Muranga, Trans Nzoia and Wajir
2	Approved Programme Based Budgets	4	Nyandarua, Uasin Gishu, Kajiado and Wajir
3	County Fiscal Strategy Paper	5	Turkana, Nyamira, Uasin Gishu, Kajiado and Wajir
4	Citizens Budget/ Mwananchi Budget	6	Turkana, Nyamira, Uasin Gishu, Kajiado and Wajir
5	County Budget Review and Outlook Paper	4	Kiambu, Laikipia, Elgeyo Marakwet and Nyamira
6	County Quarterly Budget Implementation Report Q1	2	Nandi and Elgeyo Marakwet
7	County Quarterly Budget Implementation Report Q2	3	Kirinyaga, Nandi and Elgeyo Marakwet
8	County Quarterly Budget Implementation Report Q3	4	Nairobi, Kirinyaga, Kiambu and Elgeyo Marakwet
9	County Quarterly Budget Implementation Report Q4	5	Turkana, Siaya, Laikipia, Kirinyaga and Elgeyo Marakwet
10	Finance Act	3	Mandera, Kirinyaga and Elgeyo Marakwet



Caption: Reflection and learning meeting in Busia County

Section 4: Findings on the comprehensiveness component

Counties are more transparent in the formulation and approval stages

A budget document is valuable to citizens if it provides complete financial and non-financial information that can enable them to hold the government accountable to its commitments. Over the years, access to information requests have begun to go beyond the availability of key budget documents and to the specific information that should be provided in published documents.

Effective public participation is dependent on, among other things, comprehensive budget information in the budget documents provided by the respective county governments before the public participation forums. Even if citizens are empowered, they will engage from an uninformed point of view if the government does not provide information to engage. This is why even as the capacity of citizens is strengthened, there is more demand for more disaggregated budget information which government should provide.

These are some reasons why the County Budget Transparency Survey emphasizes the comprehensiveness of information to supplement the availability of key budget documents. Like the availability component, in the comprehensiveness component, counties provide more detailed information in documents produced during budget formulation and approval stages compared to the budget implementation stages.

The PFM Act is not explicit on how the public should be involved in budget implementation stages as it is more of reporting progress on the resources raised and spend. However, some counties have taken good initiatives to ask their public what information they require in implementation stages and incorporated such information to inform final key budget documents. Holding the government to account for their commitments and actions can be challenging without information for the legislature and the public, who should always be on toes to ensure they raise any issues on budget implementation rather than waiting until the financial year ends.

Box 1: What this survey evaluates on comprehensiveness of key budget documents.

To assess the comprehensiveness of budget documents, various provisions in the Constitution of Kenya 2010, PFM act 2012, PFM regulations 2015 supplemented with the guides to counties on key budget documents provides the information that should be presented in the key budget documents. The County Budget Transparency Survey evaluates the level of financial and non-financial information provided in seven key budget documents published throughout the budget cycle. This is in consideration that there are four quarterly budget implementation reports, and the survey only evaluates one.

Firstly, the survey checks on the county sources of revenue, including transfers from national government, grants, and their own sources of revenue from streams such as property rates, entertainment rates and other levies.

Secondly, the expenditure information on performance and forecasts is evaluated based on the disaggregation level counties must provide on their administrative, economic, and functional classifications.

Beyond the three categories of information listed above, the survey further evaluates information provided on the capital projects, including locations, budget allocation, timelines, and status of the projects. Other key components include details of personnel costs and the fiscal responsibilities which are also required to be provided in key budget documents. To understand the impact of public participation, the survey also evaluates the level of information provided by county governments on strategic priorities and information on public participation feedback in the key decision-making stages of the budget cycle and how their decisions inform the final decisions taken in the budget.

From this, budget documents should provide comprehensive information as provided for in the law and even borrow better and innovative practices to improve and simplify the budget information that public should access. In addition, the goal should not be to just publish but doing so on time and considering the comprehensiveness of budget information that the public should find meaningful is even more important.

Table 4: Availability and comprehensiveness scores on publicly available budget documents²

Stage of budget cycle	Key budget document	No. of documents published (out of 47)	Percentage of counties publishing	Average score on published documents (out of 100 points)
Formulation Approval	Annual Development Plans- Frames the development plan for a county for each coming financial year.	40	85%	49
	County Fiscal Strategy Papers- Provides policy updates, key priorities, total expected revenue, and sectoral ceilings.	39	83%	60
Approval	Approved Programme Based Budgets- Gives revenue and expenditure information with all major classifications and non-financial performance targets.	33	70%	50
	Citizens Budgets- A simpler, less technical version of the Programme Based Budget.	18	38%	46
	Finance Acts- Provision on taxes, duties, levies, and charges	19	40%	60
Implementation	Quarterly Budget Implementation Reports- Provides revenues collected and expenditures made in the quarter. Including non-financial targets achieved.	21	45%	55
	County Budget Review and Outlook Papers- Reviews revenue and expenditure information also describes economic update and its impact on revenue and expenditure.	33	70%	75

Source: IBP Kenya Data | CBTS 2022

² The counties are required to publish implementation reports quarterly but the CBTS only evaluates comprehensively latest publicly available.

Publishing all ten key budget documents does not necessarily mean those counties are the most transparent. Whereas publishing all key budget documents earns the county 30 out of 100 points, the other 70 points are based on the level of comprehensiveness and the information provided in the key budget documents published. In the CBTS 2022, seven counties, including Kitui, Makueni, Nairobi, Nandi, Nyeri, Samburu and West Pokot, published all seven key budget documents evaluated comprehensively. It is worth highlighting that these counties are among the best ten counties on budget transparency. However, there are instances where counties with less key budget documents performed better comprehensively.

Table 5: Top 10 counties on comprehensiveness of budget documents

	County	No. of budget documents published (out of 10)	No. of budget documents comprehensively evaluated (out of 7)	Comprehensive score (of 70)	CBTS 2022 index (of 100)
1	West Pokot	10	7	48	78
2	Nairobi	7	7	47	68
3	Kwale	9	6	47	74
4	Makueni	10	7	45	75
5	Lamu	6	5	42	60
6	Nandi	7	7	41	62
7	Kisii	6	6	40	58
8	Samburu	9	7	39	66
9	Kitui	10	7	39	69
10	Nyeri	10	7	39	69

Source: IBP Kenya Data | CBTS 2022

Some counties provide more comprehensive information for example, Kwale and Lamu, had fewer budget documents comprehensively evaluated but are among the top five that present more detailed budget documents. To further illustrate, Lamu county published five of the seven key budget documents that were evaluated comprehensively. This shows that some counties provide more detailed budget documents compared to others if they published all the key budget documents, there is a high likelihood that their CBTS index would significantly improve. For Nairobi city county, if they had published the three implementation reports which they did not publish, its' overall score would have increased by 9 points. This explains Kwale and Lamu performance in their Quarterly Budget Implementation Report and County Budget Review and Outlook Paper respectively.

Emerging counties with good practices on comprehensiveness of budget documents

The CBTS 2022 findings show that there are counties with good practices that go beyond to provide more comprehensive information. Good examples include Nairobi and Kisii counties each have two key budget documents that provide detailed budget information compared to other counties.

On the other hand, Kirinyaga county has two key budget documents that are the least comprehensive, meaning it lacks most of the budget details it is required to provide. The information is provided in the table.

Table 6: Top and least performers on the comprehensiveness of key budget documents

		Top performing counties on budget information per document		Least performing counties on budget information per document	
	Budget Document	List of Counties	Score (of 100 points)	List of Counties	Score (of 100 points)
1	County Budget Review and Outlook Paper	Kitui and Lamu	100	Taita Taveta	42
2	Finance Act	Kiambu, Kisii and Mombasa	100	Kirinyaga	20
3	Quarterly Budget Implementation Report	Kwale	96	Tharaka Nithi	0
4	County Fiscal Strategy Paper	Nakuru	90	Kisumu	32
5	Citizens Budget	Tana River	83	Kitui	12
6	Approved Programme Based Budgets	Nairobi	72	Kirinyaga	31
7	Annual Development Plan	Kisii and Nairobi	71	Busia	18

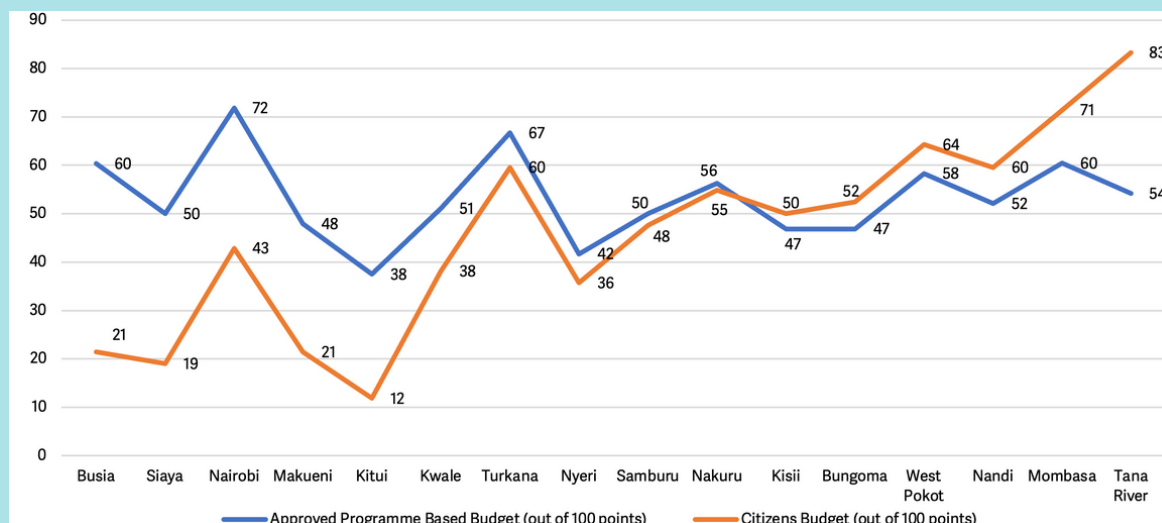
Source: IBP Kenya Data | CBTS 2022

The findings also show a significant variation between the information provided by top and bottom performing counties on the key budget documents. The survey further highlights emerging counties that were initially not publishing implementation reports and have publicly availed the documents with the comprehensive information required. The top five counties on comprehensiveness of the implementation reports include Kwale, Makueni, Mandera, Lamu and West Pokot, all scoring above 75 out of 100 points.

Box 2: Counties should follow the guidelines for key budget documents, to improve the level of budget information.

The survey found only 10 percent of all the key budget documents comprehensively evaluated provided information with contents above 80 out of 100 points (no. of key budget documents under performance category 'A'). Further, no Annual Development Plan and approved Programme-Based Budget document scored above 80 out of 100 points. Only Tana River County Citizens Budget provided more than 80 out of 100 points, however there are guidelines which if counties follow there could be significant level of information provided in the budget documents published.

Figure 8: Level of information provided in approved Programme-Based Budgets versus Citizens Budget by County



Source: IBP Kenya CBTS 2022 | Only counties that provided both approved Programme Based Budgets and Citizens budget |

A classical case is the availability of the Citizens Budget guide which should help counties provide the information in simple and easily understandable format that any citizens should be able to understand, however that is not the case as counties provided very complex and scanty information.

Half of the counties that published citizens budgets provided less than half of the information required with Kitui county Mwananchi budget providing the least budget information not once but in the last two rounds of the surveys however, with improvement from 7 out of 100 points in CBTS 2021 to 12 out of 100 points in CBTS 2022. Why has this been the case? Kitui Citizen Budget produced in 2020/21, is just list of budget lines and their numbers which are not labeled.

In the Citizens Budget produced in 2021/22 which is still scanty, the county at least had some headings in the table for the administrative units, programmes, project's location, activities, and costs. The PFM Act required counties to publish the abridged or summary versions of the key budget documents without losing the core content which is not the case for a number of counties as 63 percent of the counties that published both approved Programme Based Budgets and Citizens Budgets providing less information in the Citizens Budgets.

To improve the level of information on Citizens Budgets, counties can simply follow the guidelines for the preparation of Mwananchi budget by Council of Governors. Counties should ensure their citizens budget comprehensively present the budget information that include:

- Economic Assumptions underlying the coming year's budget including growth if the economy, inflation, revenue projections, budget deficit, borrowing and funding from development partners.
- Revenue information on money that the county government raises for its activities. This includes the local revenue, revenue generation measures and external sources.
- Expenditure information on how the County Government intends to spend the money includes priorities in allocating and spending under sector specific programmes, capital projects and expenditure measures.

- The Citizens Budget should also provide budget highlights giving trends on spending changes from previous budget estimates with tax and levies proposals for the current year.
- Lastly the counties should provide the information on the communication and Access to Public Information. Also, budget calendar and budget terminologies should be included in the Citizens Budget.

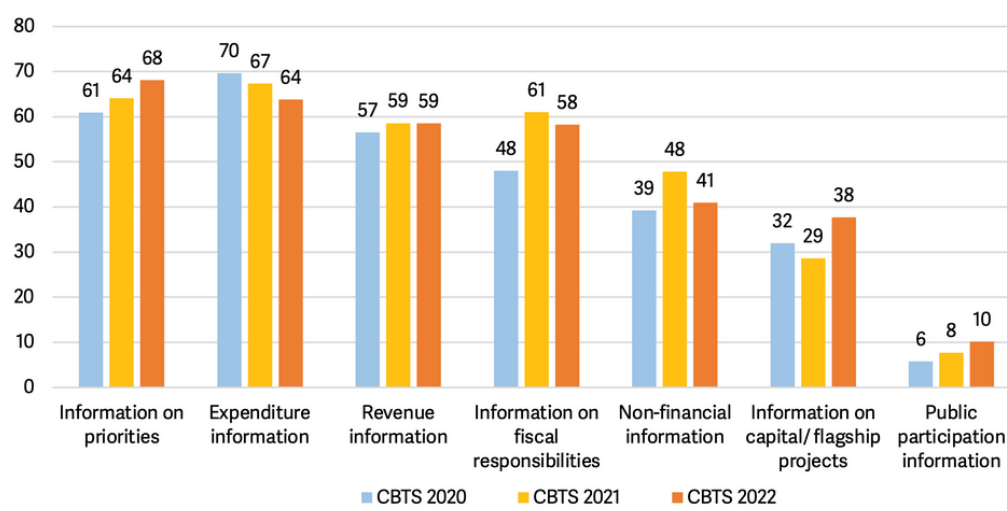
The Kenya's National Treasury produces and publishes the Citizens Budget that is user friendly and easy to be understood by citizens. Counties can borrow such practices to improve on the level of information.³

Also, the expectation would have been the counties that had more budget information on key budget documents in previous surveys should also be provided in the current study. However, that is not the case in entirety; for example, Baringo County has been slowly dropping in the level of information it provides on budget implementation. This raises questions about how counties provide information from one budget document to the next.

Performance of counties on the level of information by thematic areas

The findings show counties provide most of the budget information on priorities and have been positively progressing in the last three rounds of surveys from 61 out of 100 points in CBTS 2020 to 68 out of 100 points in CBTS 2022 as shown in the figure. While there is a growth on the level of comprehensiveness, information on public participation remains the least provided information. Additionally, on average counties provide limited information on details of capital projects. Yet, there was improvement compared to the previous survey and encouragingly, the survey shows improvement across all the categories of documents that information on details of capital projects were evaluated in the survey. On the downside, the level of non-financial information provided by counties recorded the biggest drop in CBTS 2022 compared to all other thematic areas with all the three key budget documents (ADPs, approved PBBs and CQBIRs) recording decline with 86% of implementation reports wholly lacking non-financial performance details.

Figure 9: The level of information by thematic area trends [out of 100 points]



Source: IBP Kenya data, CBTS 2020, 2021 and 2022 data analysis

³ Kenya's National Treasury and Economic Planning: The Mwananchi Guide FY 2022/23. <https://www.treasury.go.ke/wp-content/uploads/2022/04/Mwananchi-Guide-for-FY-2022-23-pdf.pdf>

Counties performance varied greatly on how they provide information even on similar thematic areas. For example, five counties provided all the details required on fiscal responsibilities, yet some counties wholly lacked similar information despite publishing both key budget documents that were evaluated on this thematic area, this a biggest gap between best performing county and the least performing county. This is also a call for counties to borrow good practices from counties that go the extra mile to provide comprehensive details on the key budget documents in the table.

Table 7: Top counties on budget information per thematic area

	Thematic area	County	Score (of 100 points)
1	Information on fiscal responsibilities	Kwale, Lamu, Nairobi, Nyandarua, West Pokot	100
2	Information on priorities	West Pokot	100
3	Expenditure information	Lamu	90
4	Revenue information	Nairobi	86
5	Non-financial information	Bomet, Garissa, Makueni and Nandi	67
6	Information on capital/ flagship projects	Lamu and Nakuru	67
7	Public participation information	Baringo	38

Source: IBP Kenya Data | CBTS 2022

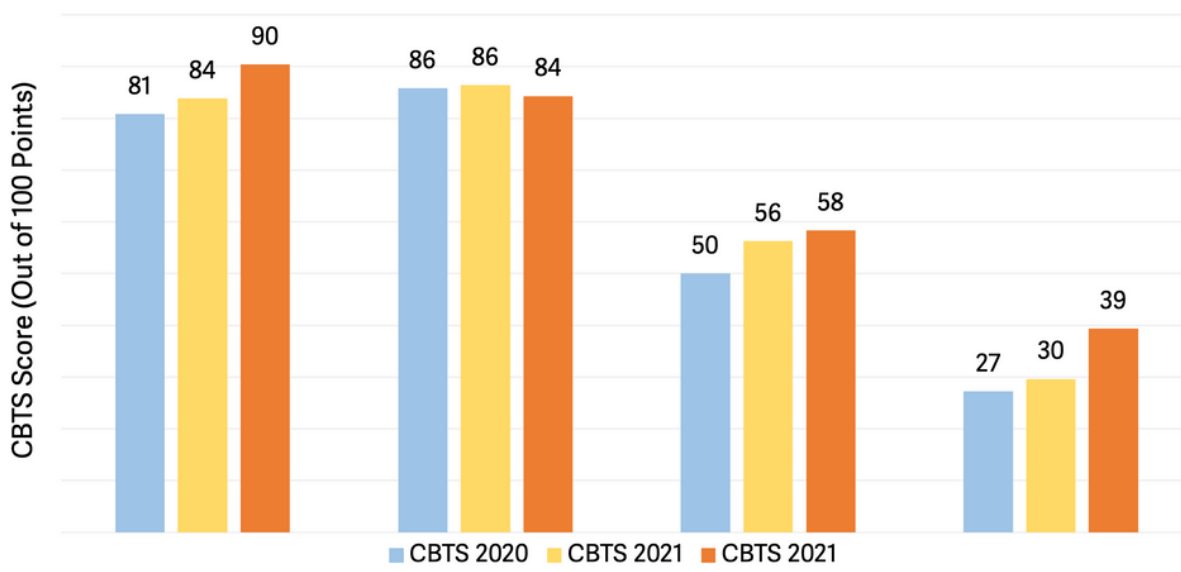
Information on priorities

The CBTS evaluates how counties present information on strategic priorities in their budget documents. Information on priorities is important in guiding the county in preparing the budget for the coming financial year and in the medium term. The development priorities should align from one key budget document, this means there should be a clear transition from one key budget document to the next along the budget cycle showing how priorities advance. For example, as the budget advances from the planning stage, where information on priorities is often general, to the approval stage, where information is more specific, there should be a link between the two stages and previous budget documents from planning and formulation stages.

In the CBTS 2022, counties provided 68 out of 100 points on the information on priorities, slightly improving from 64 out of 100 points in CBTS 2021. In addition, counties provide more information on priorities in the formulation stage compared to the approval stage. This has been the trend in the last three rounds of surveys, also, it shows priorities provided in approved Programme Based Budgets are not linked to what is provided in planning documents. What could be the reason for counties failing to comprehensively provide adequate information on priorities on the stage that allocations are approved for implementation?

"In the CBTS 2022, counties provided 68 out of 100 points on the information on priorities, slightly improving from 64 out of 100 points in CBTS 2021."

Figure 10: In formulation stage, counties provide adequate information on priorities



Source: IBP Kenya data analysis| CBTS 2020, 2021 & 2022

The information in the Annual Development Plan shows they provide good detail on priorities at 90 out of 100 points. Meanwhile, in the approved Programme Based Budget, the score is only 39 out of 100 points. Is it possible to relate the two documents especially in line with County Governments Act that requires the information on priorities provided on the approved Programme-Based Budget should borrow from the development plans.

Table 8: Most counties provide adequate information on priorities.

Category	No. of Counties	List of Counties
A (81-100 points)	12	West Pokot, Bomet, Kakamega, Kisii, Kwale, Mandera, Mombasa, Narok, Tana River, Baringo, Makueni and Nairobi.
B (61-80 points)	19	Nakuru, Garissa, Machakos, Meru, Nandi, Nyeri, Kisumu, Bungoma, Elgeyo Marakwet, Homa Bay, Laikipia, Lamu, Marsabit, Samburu, Kericho, Taita Taveta, Kiambu, Siaya and Vihiga.
C (41-60 points)	7	Busia, Embu, Kitui, Tharaka Nithi, Turkana, Nyandarua and Trans Nzoia.
D (21-40 points)	4	Muranga, Kirinyaga, Nyamira and Uasin-Gishu.
E (0-21 points)	5	Isiolo, Kajiado, Kilifi, Migori and Wajir.

Source: IBP Kenya Data | CBTS 2022



Expenditure information

Budgets are about priorities and the choices governments constantly make in consultation with their citizens. Therefore, revenue and expenditure decisions should be well laid out and made public for information and to provide a clear line for tracking execution by oversight bodies and the public. However, IBP Kenya's research shows that sub-national units face budget implementation challenges. Therefore, transparency on spending is an important step in documenting budget execution trends and highlighting any challenges that affect implementing budgets as they are approved.

This survey evaluates the level of information that is provided on expenditure in approved budgets and budget execution reports. The Controller of Budget also publishes quarterly implementation reports, but they are limited in coverage. This puts more weight on counties publishing their reports on time and in good detail.

Box 3: Cashflow, low budget absorption challenges and underreporting.

The Controller of Budget indicates that counties absorbed about 75 percent of their budget for FY 2021/22 which indicates 25 percent of budget was unspent. This is mostly in the development budget with an execution rate of only 51 percent. Previous studies have shown a challenge in timely cash flow to counties. Data from the National Treasury on disbursements shows that counties funds flow slower than projected in the approved cash disbursement schedule in the first and second quarters of the year. They pick up in the third quarter and most of their funds are received towards the end of the year which may lead to low budget absorption especially on development projects and increasing pending bills.⁴

In some instances, we have seen counties not spend a single shilling on the development budget at the end of the first quarter. While this has been cited as an issue resulting from the cash flow, it denies the citizens the services and may show poor planning for counties. Studies have also shown that counties are good at allocating resources but are troubled with implementing them effectively.⁵ If counties are not providing such information on their reports how would public understand what funds are counties receiving and for what, and what is the status of budget implementation?

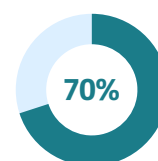
How counties provide expenditure information in their key budget documents

The overall information on expenditure has declined in the last three rounds of surveys from 70 out of 100 points in CBTS 2020 to 64 out of 100 points in CBTS 2022. Save for the approved Programme Based Budget, the findings show a decline in all other five key budget documents on the level of information provided on expenditure in CBTS 2022 compared to CBTS 2021.

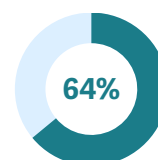
In all the key budget documents evaluated on the level of information required on expenditure, the counties have often provided more than half of the information required as shown in the figure. The significant drop was on implementation report which decline from 63 to 53 out of 100 points in CBTS 2021 and 2022 respectively.

One of the counties that stopped providing expenditure information on the implementation report is Nairobi County, which published its financial statement in CBTS 2022 as opposed to its quarterly budget implementation report in CBTS 2021 thus missing a lot of information on expenditure performance.

Overall information on expenditure



CBTS 2021

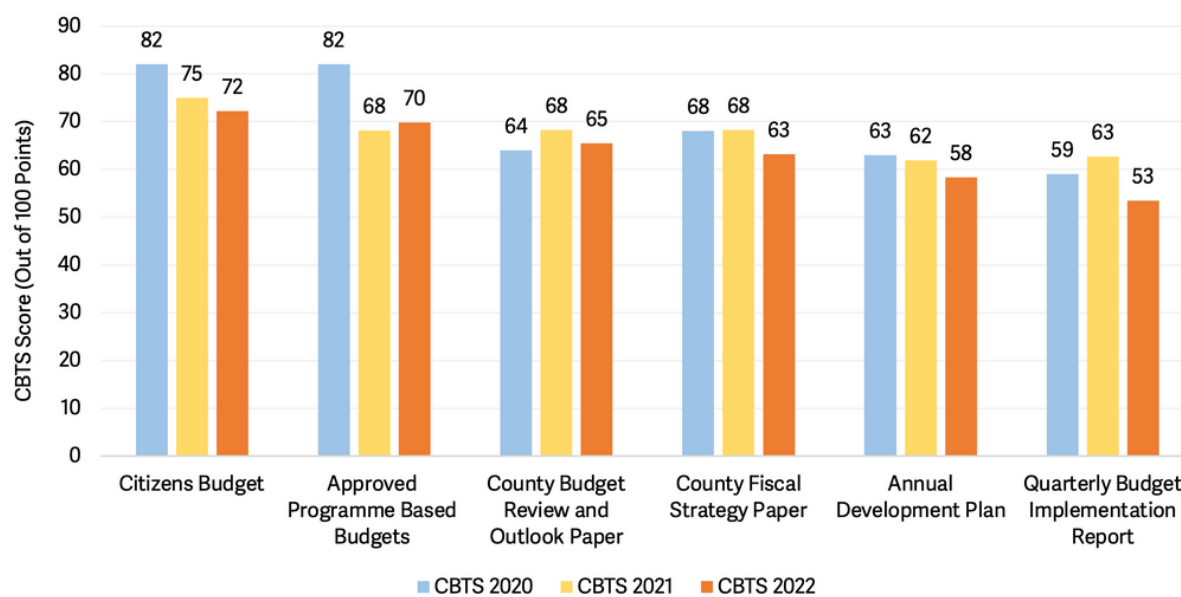


CBTS 2022

⁴ FaithAnn, K., Abraham R., Abraham O., & John, K. (2021). Making sense of the processes and actors in Kenya's government cashflow.

⁵ Kipkorir Biegon 2021. Fiscal discipline in Kenya: Are National and County governments adhering to budget ceilings?
<https://internationalbudget.org/wp-content/uploads/fiscal-discipline-kenya-may-2021.pdf>

Figure 11: The level of expenditure information in most documents is declining



Source: IBP Kenya data analysis | CBTS 2020, 2021 & 2022

The findings show that the counties provide most expenditure information in the approval stage. This is evident through Citizens' Budgets and approved Programme-Based Budget, which provide information at 72 and 70 out of 100 points, respectively. Of importance, all the published Approved programme Based Budgets provided all details on the coming year's budget allocations to departments and their disaggregation to recurrent and development. Furthermore, the counties present most information on the future projections for expenditure categories for development and recurrent with its further breakdown to operations, maintenance, and personnel emoluments.

Box 4: Specific gaps on expenditure information in budget documents publicly available

The approved programme Based Budget is required to provide historical expenditure information to enable citizens have sense of how the government utilizes budget, however the Kenya's counties do not present such information by administrative and economic classifications. Specifically, counties are explicitly required to provide multiyear financial budgetary information that includes historical performance and projections, but findings show counties only provide medium-term estimates. Only Nairobi city county presented the historical expenditure performance information while 94% of counties that published approved Programme Based Budgets lacked the historical budget expenditure performance.

Other areas that most counties do not comprehensively provide information breakdown of expenditure information by recurrent and development on the Annual Development Plans which 83 percent of the published ADPs lacked the information. Additionally, 48 percent of implementation reports do not provided breakdown of recurrent expenditure to operations and maintenance and personnel emoluments, these crucial documents still do not have detail.

Looking at the County Budget Review and Outlook Papers, the expenditure performance below departmental level, that is, at the programme and sub-programme levels was not provided by 79 percent of CBROPs published. A similar case is observed in implementation reports which 57 percent do not have any information at programme and sub-programme level.

It is also important to highlight that Kenya's counties spend a significant portion of their budgets on staff costs. According to the Controller of Budget 47% of county expenditure was in personnel costs in financial year 2021/22.⁶ This is higher than the set ceilings of 35% in the PFM Act and its regulations. Therefore, counties should provide details of what constitutes their largest budget items with details of number of staff, their job cadres, their costs in line with these job groups. In this survey round, there is still limited information on personnel costs with a score of 20 out of 100 points based on what was published approved-Programme-Based Budgets. The findings show that 73 percent of the approved Programme Based Budgets do not specify who draws salary in counties. However, some counties have shown good practices for example Nyeri county approved Programme Based Budget provides details of staff establishments by departments.

Part H: Details of Staff Establishment by Organization Structure (Delivery Units)

Staff details		Staff establishment in FY 2020/21		2020/21	2021/22	2022/23	2023/24
Position/ Title	J/G	Auth orized	In position				
CEC	T	1	1	3,120,000	3,120,000	3,276,000	3,439,800
Senior Deputy Director Medical Services II/ Chief Medical specialist II	S	5	4	2,700,000	2,700,000	2,835,000	2,976,750
Chief Officer	S	1	1	2,573,760	2,573,760	2,702,448	2,837,570
Deputy Director Medical Services	R	8	8	35,246,400	39,246,400	41,208,720	43,269,156
Senior Assistant Director of Pharmaceutical services/Pharmaceutical Specialist 1	Q	6	3	12,780,000	14,980,000	15,729,000	16,515,450
Senior Assistant Director Nursing Services	Q	6	2	4,664,400	5,664,400	5,947,620	6,245,001
Senior Assistant Director Dental Services/Dental Specialist 1	Q	5	3	12,780,000	13,980,000	14,679,000	15,412,950
Deputy Director of Administration	Q	3	2	3,475,920	3,475,920	3,649,716	3,832,202
Deputy Director Medical Services/ Senior medical specialist	Q	20	13	55,380,000	57,380,000	60,249,000	63,261,450
Assistant Director Nursing Services/Senior Principal Registered Nurse	P	8	4	8,224,800	8,224,800	8,636,040	9,067,842
Assistant Director of Pharmaceutical services/Pharmaceutical Specialist 2	P	15	10	29,653,200	34,653,200	36,385,860	38,205,153
Assistant Director Medical Services/ Medical specialist II	P	15	8	23,722,560	23,722,560	24,908,688	26,154,122
Assistant Director Dental Services/Dental Specialist II	P	6	3	9,152,911	9,152,911	9,610,557	10,091,084
Senior Pharmacist	N	12	6	17,668,800	17,668,800	18,552,240	19,479,852
Senior Dental Officer	N	8	5	14,724,000	14,724,000	15,460,200	16,233,210

Source: IBP Kenya data analysis| CBTS 2020, 2021 & 2022

The findings shows that Lamu and Kwale counties provided most comprehensive information on expenditure scoring 90 and 81 out of 100 points respectively.

Table 9: Most counties provide limited and weak expenditure information

Category	No. of Counties	List of Counties
A (81-100 points)	2	Lamu and Kwale
B (61-80 points)	8	Makueni, West Pokot, Nyeri, Kitui, Nairobi, Samburu, Mandera and Nandi
C (41-60 points)	15	Bungoma, Kisii, Tana River, Nakuru, Bomet, Mombasa, Turkana, Kirinyaga, Kericho, Machakos, Nyandarua, Baringo, Busia, Embu, and Garissa
D (21-40 points)	14	Kakamega, Kiambu, Elgeyo Marakwet, Siaya, Kilifi, Vihiga, Narok, Taita Taveta, Kisumu, Muranga, Laikipia, Meru, Tharaka Nithi and Trans Nzoia
E (0-21 points)	8	Homa Bay, Marsabit, Nyamira, Uasin-Gishu, Isiolo, Kajiado, Migori and Wajir

Source: IBP Kenya Data | CBTS 2022

⁶ Controller of Budget Annual Budget Implementation Report FY 2021/22. <https://cob.go.ke/wp-content/uploads/2022/09/Counties-Sep-2022-web.pdf>

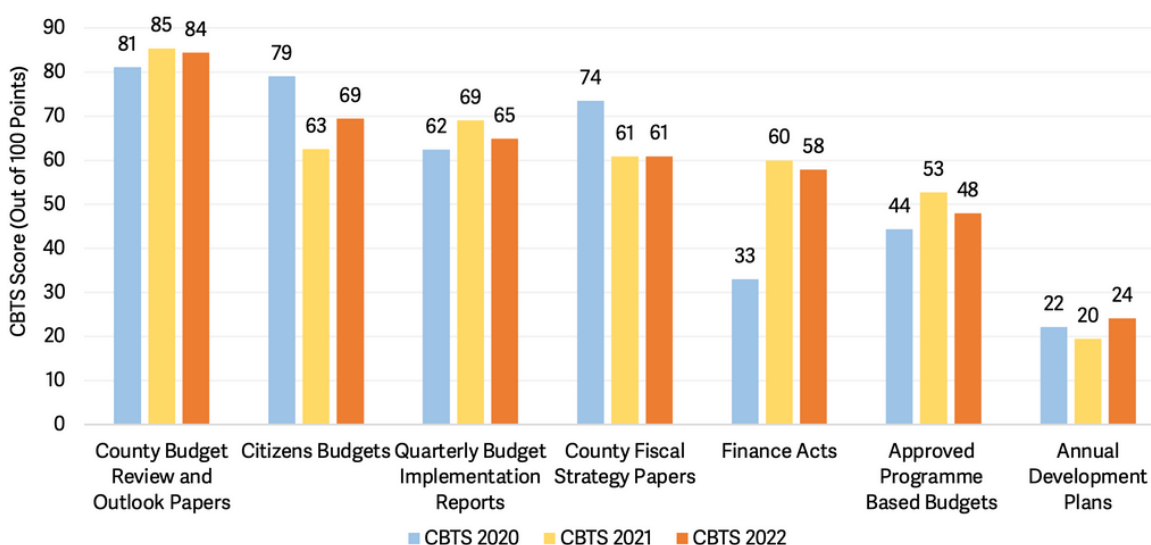


Revenue information

The CoK 2010 provides that national revenue shall be shared equitably between the national and county governments. Additionally, county governments may be given additional allocations from the national government's share of the revenue, either conditionally or unconditionally. In addition, the law also allows counties to collect their own revenue, forming the third key source of funding for sub-national units. The CoK 2010 indicates that counties may impose property rates, entertainment taxes and other taxes authorized by the parliament act. It is important to highlight that counties majorly depend on the national transfers which accounts for about 80% of the total counties' revenue and thus makes the cash disbursements central to delivery of services in counties. The sub-national units have often struggle to raise and meet local revenue targets.⁷

"The CBTS 2022 shows that the level of information provided by counties on revenue is stagnating at 59 out of 100 points - similar to what was provided in CBTS 2021."

Figure 12: On average, counties provide limited revenue information



Source: IBP Kenya data | CBTS 2020, 2021 & 2022 | Only publicly available budget documents

Counties provide limited revenue information. Key budget documents at the implementation stage provide the most comprehensive revenue performance details, broken down by source. However, Annual Development Plans miss most of the information on revenue, with findings showing 95 percent of ADPs failed to provide information on the breakdown of local revenue. A similar pattern is found in the Approved Programme Based Budget where 85 percent lacked the information on revenue historical performance by three major sources. While counties continue to rely majorly on national transfers, the information on what is collected from citizens should also be comprehensively provided.

⁷ Jason, L., & John, K. Roll over: Budget credibility in Kenya's counties (2019). <https://internationalbudget.org/publications/roll-over-budget-credibility-in-kenyas-counties/>

Table 10: Most counties provide limited revenue information

Category	No. of Counties	List of Counties
A (81-100 points)	1	Nairobi
B (61-80 points)	6	Kwale, Nandi, West Pokot, Makueni, Samburu and Kisii
C (41-60 points)	15	Nakuru, Baringo, Machakos, Mandera, Nyeri, Taita Taveta, Lamu, Tana River, Turkana, Mombasa, Bomet, Kakamega, Kitui, Garissa and Bungoma
D (21-40 points)	14	Narok, Siaya, Laikipia, Busia, Tharaka Nithi, Kericho, Kirinyaga, Trans Nzoia, Kilifi, Nyandarua, Embu, Vihiga, Muranga and Kisumu
E (0-21 points)	11	Meru, Elgeyo Marakwet, Kiambu, Homa Bay, Marsabit, Nyamira, Isiolo, Kajiado, Migori, Uasin-Gishu and Wajir

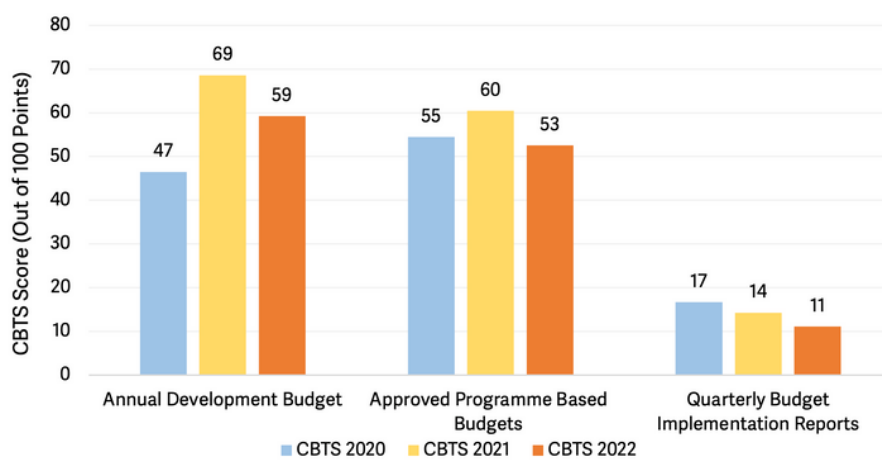
Source: IBP Kenya data | CBTS 2020, 2021 & 2022



Non-financial information

Public deliberations are pegged heavily on the government justifying its' decisions to the public and in a way that informs debate. Non-financial information is one way the government justifies its resource allocation and helps the public understand the service delivery value drawn from the shilling. However, the findings show, an overall drop to 41 out of 100 points in CBTS 2022 on the level of non-financial information from 48 out of 100 points. Specifically, there is a significant drop in the level of information provided by counties across all the three key budget documents that non-financial information was assessed these include ADPs, approved PBBs and implementation reports despite the increase in the number of budget documents made available by counties. This means a decline in this type of information is a big gap in promoting fair public deliberations as non-financial information directly shows the outcomes of the budget for example, how counties are bridging equity gaps can be seen through the information on non-financial targets achievements.

Figure 13: The level of non-financial information declines in all key budget documents



Source: IBP Kenya, CBTS 2020, 2021 & 2022 | Only publicly available budget documents |

For county assemblies to effectively carry out their duty of oversight and monitoring budget implementation, non-financial information should be provided comprehensively. The public is key in monitoring projects, so non-financial information is crucial. But do counties provide sufficient information enabling citizens and county assemblies to carry out these duties? The survey shows that budget documents provided less information and that is an area of concern.

Table 11: Most counties provide weak non-financial information

Category	No. of Counties	List of Counties
A (81-100 points)	0	
B (61-80 points)	4	Bomet, Garissa, Makueni and Nandi
C (41-60 points)	13	Busia, Kisii, Kwale, Laikipia, Mandera, Nairobi, Turkana, West Pokot, Kiambu, Mombasa, Nyeri, Siaya and Lamu
D (21-40 points)	16	Bungoma, Homa Bay, Kilifi, Kitui, Nakuru, Tharaka Nithi, Baringo, Elgeyo Marakwet, Kakamega, Kirinyaga, Machakos, Marsabit, Narok, Nyamira, Uasin-Gishu and Vihiga
E (0-21 points)	14	Embu, Kisumu, Meru, Muranga, Samburu, Taita Taveta, Tana River, Isiolo, Kajiado, Kericho, Migori, Nyandarua, Trans Nzoia and Wajir

Source: IBP Kenya | CBTS 2022 data

If the information on targets and what is achieved, outcomes and outputs attached to the programmes and key activities are not provided, citizens would find it hard to link what had been achieved against allocations and what is spent. Typically, a comprehensive budget should enable citizens to identify all successes and challenges with justifications on how their government is improving service delivery, i.e., reporting through progress on how poverty and marginalization are being reduced through the budget.

Of interest are the implementation reports, which have, in each round of the survey, shown a decline in the information provided. The Controller of budget has often noted that counties do not fully submit the financial and non-financial reports as required by the law. This prevents citizens from connecting the financial to non-financial information and, further, comparing what is on paper and what is in the actual place of implementation.

Box 5: Major issues on the comprehensiveness of non-financial information

- a. Counties often do not publish non-financial information. For example, 86 percent of publicly available implementation reports lacked non-financial performance information; this means they only provide financial information. Even where information is provided, they are not consistently provided across all the sectors. In most cases the actual achievements are missing for each indicator at the sub-programme under each programme.
- b. In addition, without baselines, the targets may not be meaningful to the citizens. 36% of approved Programme Based Budgets fail to provide baselines even though providing non-financial information. For others, even where provided, information was not uniformly across all the sectors/ departments.
- a. Implementation reports should explain justifications to challenges on performance for revenue, expenditure and non-financial targets achieved. However, 57% of implementation reports do not give any details on challenges and justifications on revenue. Similarly, 48 percent lack the information on expenditure. This information is important for citizens for rectify issues on budget implementation on time.



Information on capital/flagship projects

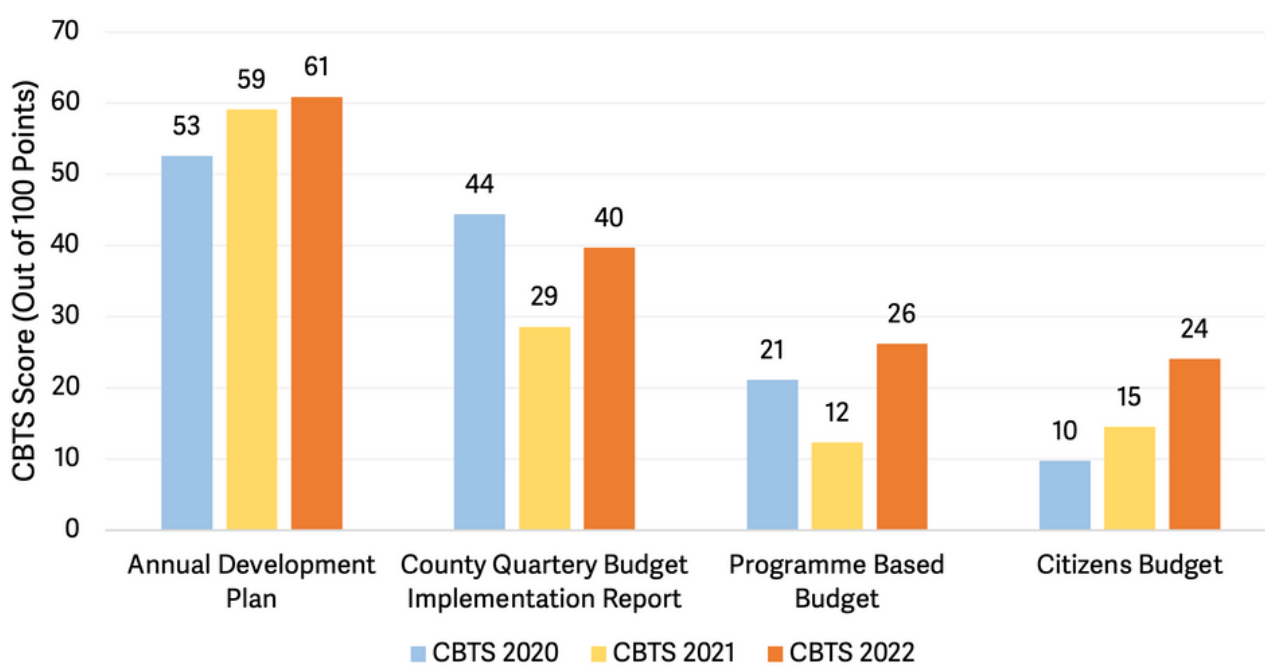
At the start of devolution, capital projects were framed as core to improving the living standards of Kenyan citizens. However, while the responsibility for implementing a lot of these projects was devolved to counties, the growth in budget allocations have not been commensurate. This presents a challenge in the operationalization of the equity principle enshrined in the PFM Act, which aims to promote equitable development through expenditure by making special provision for marginalized groups and areas.

A decade after devolution, the budget challenges have expanded to implementation. In FY 2021/22, counties were allocated Kshs. 193.5 billion for development but only utilized Kshs. 98.5 billion at the end of the year representing about 50 percent. If counties do not utilize the resources as planned, projects stall and pending bills increase hindering the continuation in provision of services across the counties.

These challenges can be tied to the gap in reporting information on capital projects. How do the public hold the sub-national governments to account on stalled or abandoned projects? Regarding budget transparency, the surveys have shown that counties still provide limited information on capital projects with an average score of 38 out of 100 points in CBTS 2022. However, this was an improvement from 29 points in CBTS 2021. It is also encouraging that there was improvement across all the four key budget documents that were evaluated in the survey.

How will citizens be able to understand the causes and provide ways to address the challenges that causes the delay in implementation of projects as planned if the information on capital projects is not consistently provided in the key budget documents throughout the budget stages. The Annual Development Plans provide more information on capital projects than implementation reports, approved Programme Based Budgets and Citizens Budgets as shown in Figure 14.

Figure 14: All key budget documents improved on the level of information on capital projects



Source: IBP Kenya, CBTS 2020, 2021 and 2022 data|only publicly available budget documents

Why are counties not providing adequate budget information on capital projects on the approval and implementation stages? Typically, counties tend to have more robust discussions on the ADP stage and more focus on the capital projects.

In some instances, the Controller of Budget has cited that counties are not prioritizing implementing capital projects. The CBTS evaluates four details which are crucial for public to understand the capital projects, these include: specific location, status, budget, and timelines for each capital project. However, this is not exhaustive as counties should provide all the details, including the challenges they are facing to implement the projects, etc.

Table 12: Counties provide weak information on capital projects

Category	No. of Counties	List of Counties
A (81-100 points)	0	
B (61-80 points)	2	Lamu and Nakuru
C (41-60 points)	6	Makueni, Mandera, Nandi, Nyandarua, Nyeri and Nairobi
D (21-40 points)	21	Turkana, Baringo, Bungoma, Kwale, Laikipia, Mombasa, Vihiga, Bomet, Busia, Elgeyo Marakwet, Garissa, Kericho, Kiambu, Kitui, Marsabit, Meru, Nyamira, Tana River, Tharaka Nithi, Uasin-Gishu, and West Pokot
E (0-21 points)	18	Kakamega, Kirinyaga, Kisii, Taita Taveta, Kisumu, Siaya, Machakos, Samburu, Embu, Homa Bay, Isiolo, Kajiado, Kilifi, Migori, Muranga, Narok, Trans Nzoia and Wajir

Source: IBP Kenya | CBTS 2022 data

Samburu and Machakos counties had the least information on capital projects. Samburu published all the four key budget documents evaluated on capital projects but only provide 8 out of 100 points of the required information.

Even with the new governments coming in, there has been a public outcry on the lack of services even with completed projects that lack equipment despite consuming public funds. Little has been done to assess the capital projects that are stalled. The only way is for the county to provide information on these key budget documents to enable the public to further follow up and make meaningful decisions before projects are initiated in their counties.



Public participation information

Often, government officials have asked what is the value providing information on public participation in the budget documents, if public involvement is conducted it is fine? How will citizens understand governments proposals on budgets if the information is not made available to them? Additionally, the survey pays key attention to the information on feedback resulting from public participation.

The Global Initiative Fiscal Transparency (GIFT) provides ten principles of public participation that should guide both government and citizens in having meaningful participation opportunities throughout the budget process. These principles include the accessibility and timely openness of all the relevant information that should ensure the public are engaged in an in-depth manner at the right time and given enough time to provide inputs in the decision-making stage.

Additionally, the principles dictate that there should be inclusivity and respect of all citizens' self-expression. The purpose of involving public is also, to ensure there is ownership of the budget process, that is why feedback on the key budget documents is very important in ensuring the continuity of the issues that public raises and how such issues have been taken up and how they will be implemented with what resources.⁸

Furthermore, effective public deliberations have been of great concern at the county level, ten years after devolution, counties still struggle to follow basic public deliberations pillars. These pillars include, selection of participants, determination and communication of the decision being made at specific stage of budget cycle, the capacity of government facilitator who in this matter should understand budget process, decision to be made, what participants have access to, preparation that should be done before engagements. Other pillars include, reason giving for any decision made which also should have learning opportunities for public to make informed decisions, and how final decisions made. Public deliberation will never be complete without citizens getting feedback on their inputs and what decisions such informed.

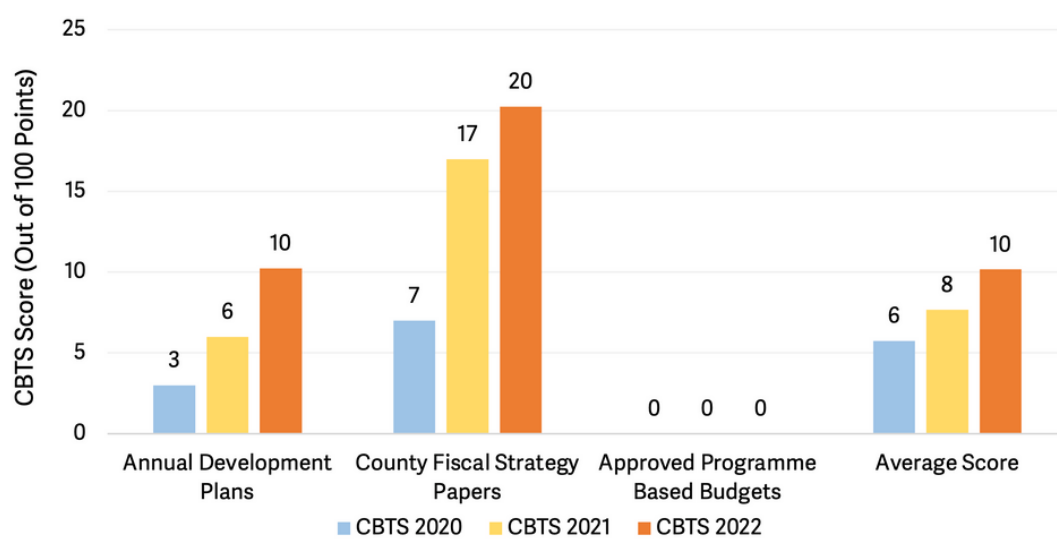
How do counties provide feedback to the public on key budget documents?

The CBTS evaluates the information level provided in three key budget documents that require government to seek public inputs. These include the Annual Development Plan, County Fiscal Strategy Paper, and approved Programme Based Budget.

The survey evaluates the level of information provided on public participation provided in these three key budget documents. Specifically, the survey evaluates information on who was involved and at what level, the feedback on what public input/priorities that were provided by the public and what was taken up and what was not and why. This is an important step for the public to see the relevance of their inputs, the final decisions informed by those inputs, and what they can follow up during the budget implementation.

The level of information counties provides on public participation has been growing slowly in the last three surveys. This is also noticeable in ADPs and CFSPs which have had the level of information growing in the last three survey rounds. This reflects efforts by counties to capture the information on public engagements in the key budget documents published, however it is still sporadic.

Figure 15: Public participation information is improving but remains weak



Source: IBP Kenya Data Analysis CBTS 2020, 2021 & 2022|only publicly available budget documents

⁸ Read more on the [principles of participation](#) by Global Initiative for Fiscal Transparency

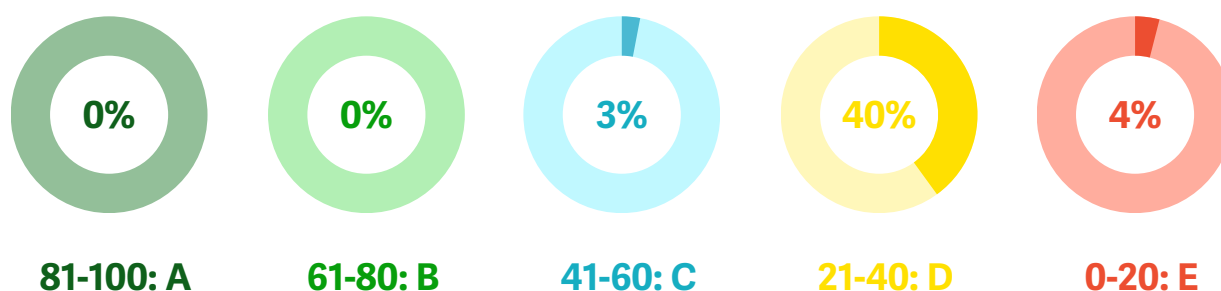
⁹ CIDP is only evaluated once in 5 years and was not part of CBTS 2022, only for comparison purpose.

It is important to highlight that none of the 33 counties that published approved Programme Based Budgets provided a section with information on public participation. This has happened in the last three surveys where there has been no information on approved Programme Based Budgets.

However, the CBTS only evaluates the approved/ final key budget documents. Some of the good practices counties should adopt to make public participation more effective is following the principles of public participation and making both proposed and approved key budget documents publicly available. The key budget documents published by counties specifically those that require adoption and approval from the legislature are weak in providing feedback. Ideally, first drafts subjected to public participation should be made publicly available with the final approved key budget documents. This is the only way to allow the public to compare and see the changes that may have been made due to their involvement.

The score on public participation is improving but remains a challenge to more counties as none scored above 40 out of 100 points, only 3 counties Baringo, Machakos and Trans Nzoia scored 'D', that is, between 21-40 out of 100 points. The rest of the 40 counties that at least had one key budget document of the three evaluated on public participation scored 'Es' between 0-20 points. Additionally, 22 counties provided some information on public participation, an improvement from 16 counties in CBTS 2022.

Figure 16: 85 percent of counties provides weak information on public participation



Source: IBP Kenya data | CBTS 2022

Good practices on how feedback may be provided to the public.

MACHAKOS COUNTY

Machakos County provides a section in the ADP showing the public inputs through the public participation report annexed, it also has the advert which provides details on the level in which citizens were involved.

Yatta Sub County Katangi Ward	
Total Number of Participants: 67 Males: 31 Females: 36 Youth: 8	
Village	Community Need
Agriculture and Co-operative Development Sector	
Syokisinga	Provision of free indigenous chicks, fruit tree seedlings and tractor ploughing services
	Provision of market linkages
Mekilingi	Revival of Kamombu cattle dip
	Provision of free certified seeds and subsidized fertilizers
Katangi	Provision of soil testing services
Kyua	Provision of free certified seeds, free indigenous chicks and subsidized fertilizers
Energy, Infrastructure and ICT Sector	
Syokisinga	Grading and murraming of Itithini – Ndovoini Mukunza – Kiusyani, Itithini – Kamale – Ndiuni Market, Kiusyani – Ndiuni Market, Yumbuni Sec. School – Mbuini – Kwa Ngei, Katangi – Kithiani – Malatani, Mavia Atatu – Mukunza Dam roads
	Construction of culverts at Mukunza – Ndovoini road and Kwa Mutinda Mulu and Kwa Mbithi Kyule along Ndovoini – Kiusyani road
	Rehabilitation of Nzengya drift along Syokisinga – Kiusyani road

Source: Machakos County Annual Development Plan

Baringo Central sub-county gave priority to water and irrigation and of youth, affairs, gender, and social services.

Baringo South sub-county gave priority to the departments of Agriculture, livestock and veterinary services and youth Affairs, gender and Social services.

Baringo North sub-county prioritized the department of water and irrigation and Education departments.

Eldama Ravine sub-county priorities were to department of Agriculture, livestock and veterinary services and education departments.

Mogotio sub-county gave priority to water and irrigation and Agriculture, livestock and veterinary services.

Tiaty sub-county prioritized department of water and irrigation and Agriculture and education.

26

It is crystal clear that the public participation in all sub-counties has given preference to Water and Irrigation and the department of Agriculture, livestock and veterinary as in the effort of resuscitating the economy which has been devastated by COVID-19.

Herein below bar chart provides a summary of the rankings per department in percentage form.

Table 4: Order of Priorities for CFSP Public Participation

S/No	Department	Percentage
1	Water and Sewerage	12%
2	Agriculture, Livestock and Fisheries and Veterinary services	11%
3	Education	11%
4	Health Services	11%
5	Transport, Infrastructure and Public Works	11%
6	Youth Affairs, Gender and Social Services	10%

BARINGO COUNTY

Baringo county has detailed submissions in the County Fiscal Strategy Paper.

Source: Baringo County Fiscal Strategy Paper

NATIONAL TREASURY

The Kenya's National Treasury provides detailed information in the 2023 Budget Policy Statement showing the issues and comments that public proposed during the hearings and further provides actions taken.

Annex Table 5: Highlights of the Issues Raised During Public Participation

Sector	Issues	Proposed Way Forward/Action Taken/Response
Agriculture Rural and Urban Development Sector	<p>Additional Funding Requirement</p> <p>10 percent of the Budget need to be allocated in the agriculture sector to address the resource gap. Part of these allocation should be channelled to reviving the pyrethrum processing company of Kenya.</p> <p>Involvement of the private sector in sector planning as a way of tapping financing for Agriculture sector.</p> <ul style="list-style-type: none"> Need to allocate a portion of resources that goes to fertilizer subsidy to organic fertilizer. What is the sector doing to address the issue of Climate change? <p>There is no much budgetary allocation in coffee sector. The Coffee Research Institute not funded properly</p> <p>Proposed Interventions</p> <p>Privatization of the pyrethrum growing in Kenya. The Sector should have a mechanism on disaster preparedness.</p>	<p>3 percent of the Budget is channelled to Agriculture. Farming contribute 25 percent of the agriculture value chain. Agriculture is also shared between National Government and County Governments.</p> <ul style="list-style-type: none"> The Government policies and bills have addressed how the Government will bring on board the private sector and it is up to the private sector players to identify the existing gaps. Private Sector as stakeholders in the sector are also invited to interrogate some of the Government programmes during the design level. Subsidies will also be channelled to organic fertilizer and it will be a choice of the farmer with E-voucher to either use organic fertilizer or not. Most of Government programmes are designed to address climate change. One the programmes is the Kenya Climate Smart Agriculture Programme. In the Executive Order No. 1, the issue of coffee revitalization has been given high level attention that will be steered from the office of the Deputy President. These include issues to deal with the cherry fund and coffee reforms. Coffee research Institute is an autonomous research institution and will receive funding directly from the Ministry. The Ministry has a programme towards privatization of the pyrethrum industry. The private sector is also welcomed to fill in the available gaps in the pyrethrum industry.

Source: 2023 Budget Policy Statement

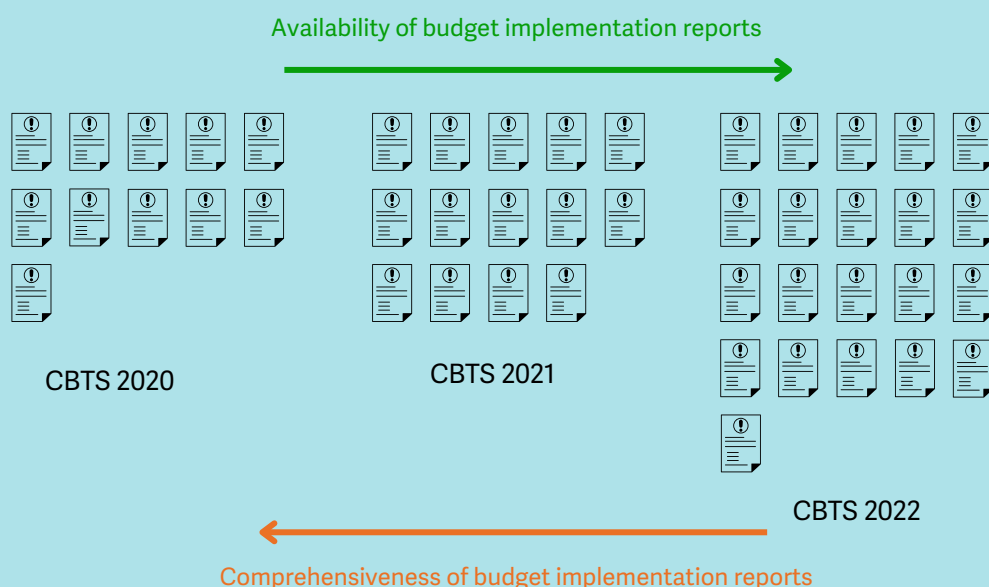
Counties' new strategies to improve public participation.

Counties should find ways to ensure there are opportunities throughout all the four stages of budget cycle. The Supplementary Budget have been one of the challenges in the recent past especially on how it shifts original priorities that were subjected to public engagements, and it comes at the implementation stage which counties have often not involved public and even making these budget documents publicly available have been a challenge. But after the general election in 2022, several counties called for public submissions towards the same. Additionally, Baringo county often asks for public inputs on the County Budget Review and Outlook Paper.

Box 6: Challenges on the budget implementation stage

In CBTS 2022, Nyandarua, Tharaka Nithi and Vihiga at least published one budget implementation report but failed to publish the approved programme Based Budgets which should enable oversight bodies and public to effectively follow through budget execution.

An expectation is that as counties make more budget documents publicly available the level of comprehensiveness should also be improving however that is not always the case. A classical example is the number of budget implementation reports evaluated increased from 11 to 14 to 21 in CBTS 2020, 2021 and 2022 respectively. However, the comprehensiveness of the information provided in these key budget documents declines from 60 to 58 to 55 out of 100 points respectively in the three consecutive surveys 2020, 2021 and 2022.



Persistent gaps in budget implementation stage

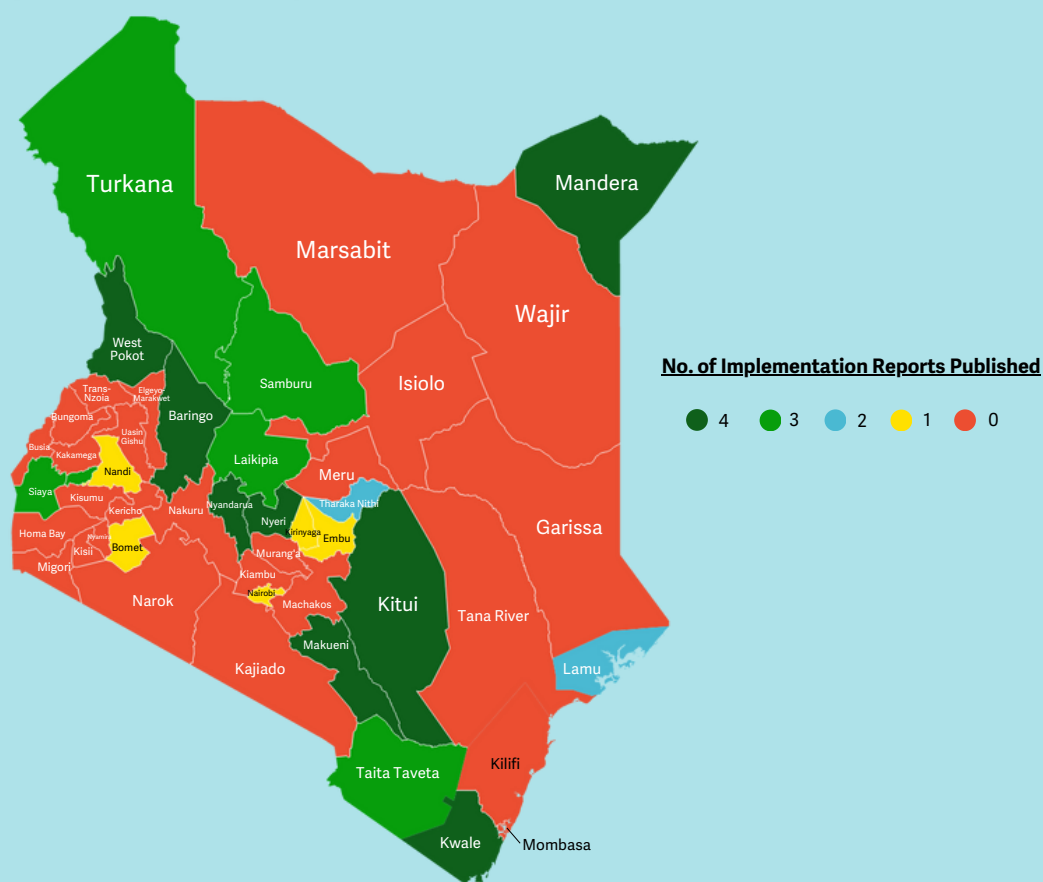
Counties are good at planning their budgets but poor in keeping their promises. Budget credibility has shown that in most cases, the sub-national units underspend on their budget, which implies that the budget is not utilized as it is intended, and in the end, poor and marginalized citizens who depended on such functions will be most disadvantaged.

The challenges in budget implementation have often been blamed on poor budget planning, resulting in shortfalls in revenue, leading to Supplementary Budgets. In some cases, overhauls commitments, especially shifting the priorities originally subjected to public involvement. Change in non-financial targets without scrutiny on how it will affect the delivery of services to underserved citizens. This has also led to a breach of fiscal responsibilities to ensure discipline in budgets in both the approval and execution stages in controlling recurrent and development budgets.

The first step to change the dark picture of the budget implementation stage is for counties to be transparent in disclosing revenue, spending, and outcomes on targets and indicators information across the budget cycle; this will enable the public to understand how their governments keep their commitments and possibly contributes towards improvement on the challenges that counties are facing on budget implementation.

The information in this stage is basically to report the achievements and challenges on Budget in every quarter where the public can scrutinize and track progress and raise concerns at the early period of the financial year rather than waiting until the end of the financial year.

Figure 17: CBTS 2022, availability of quarterly budget implementation reports FY 2021/22



Source: IBP Kenya data | CBTS 2022 |

The survey has found that counties that published implementation reports are more open, top ten counties in budget transparency published the implementation reports.

Table 13: Gaps and opportunities to improve budget implementation reports

Key challenges on comprehensiveness	Details	What can be improved
Disaggregation of budget information is wanting	<ul style="list-style-type: none"> 86 percent of publicly available implementation reports lacked non-financial performance information; this means they only provide financial information. 	<ul style="list-style-type: none"> The counties should provide the non-financial information consistently for each programme and sub-programmes
Counties publishing financial statements duped quarterly implementation reports	<ul style="list-style-type: none"> Some counties only provide one part of the financial information and entirely exclude the non-financial information. Other counties extract the Controller of Budget Implementation reports, providing financial information. 	<ul style="list-style-type: none"> Counties should develop their own quarterly budget implementation reports that are required in the law. This will ensure consistency and accuracy of information

Section 5: Initiatives and actions to improve budget transparency

What drives the improvements in budget transparency? This section highlights the steps needed or that have been taken by counties or by Civil Society actors to ensure there is progress in budget transparency.

CSOs initiatives towards better access to budget information

IBP Kenya's work on capacity strengthening of CSO partners to engage with budgets has continued for over eight years. During the period, IBP Kenya developed various guidelines and counties' curriculum that help CSOs and citizens to read and analyze key budget documents. This eventually improved how CSOs looked at the budgets and had better deliberations with governments in different decision-making stages of the budget cycle.

In addition, there has been direct engagement with counties on matters of budget transparency; specifically, 17 counties engaged directly on the survey's findings by IBP Kenya and its CSO partners across the four regional budget hubs. This has led to consistent use of the findings by the communities in the push of access to comprehensive information at the right time to influence budget decisions during budget engagements. Some new opportunities that have played significant roles in improving budget transparency include the regional budget hubs becoming the central organizing space for budget conversations at both regional and county levels. Additionally, these spaces have continued to be used in the push for better service delivery through unlocking budget implementation challenges in counties.

Recently, the regional hubs have created a common voice and utilized the findings from the County Budget Transparency Survey(s) to advocate for better information. The budget practitioners in these deliberative spaces have been committed to supporting the county governments on budget transparency and improving the involvement and decision-making during public participation and monitoring the budget implementation stage.

"Recently, the regional hubs have created a common voice and utilized the findings from the County Budget Transparency Survey(s) to advocate for better information."

- **The Rift Valley Regional Budget Hub** played a significant central role in ensuring the communities in the counties in Rift Valley have been focal to request for budget information to be made available early enough before the dates for key budget decisions on public engagements are made. This was informed by instances where government officials showed up with bulky documents and expected citizens to deliberate and make decisions within a few hours. This strategy has enabled budget champions to use the opportunity to enlighten and inform their communities on what they can prioritize and what to ask their governments during these deliberations. The hub has utilized the previous survey findings for peer learning using good practices and further following up on the commitment from the counties.



Caption: Reflection and learning meeting with Rift Valley Budget Hub members



Caption: Reflection and learning meeting with Coast Region Budget Hub members

- **The Coastal Region Budget Hub** utilized the survey findings to demand budget information yielding results in the increase in the number of counties publishing budget implementation reports. This was done through access to information conducted by communities on the coast and has been the trend throughout the budget cycle. Most counties in the coastal region have improved budget transparency by implementing better practices. This could be because of sustained efforts by budget champions and facilitators who have always kept an eye on counties priorities and promises, which depend on the availability of key budget documents. The budget champions have always called on the situation(s), where government-led spaces on key decisions are held without providing the key budget documents on the website, pushing the government first to provide the budget information to ensure the public engages meaningfully.

The value of CBTS beyond budget transparency

Sub-national budget transparency has, in the recent past, received attention within the country and globally. There are emerging good practices driven by the survey and creating competition among the counties that fall under the same regional block. The advocacy on the previous survey findings has proven its usage has a wider scope beyond budget transparency and is seen as a tool to improve budget transparency and bring inclusive participation in budgets and equitable outcomes in budgets. In addition, budget transparency continues to open up more spaces where citizens can see how their counties are accountable to the public funds and bridging the equity gaps.

A good example, the survey is now valuable to other actors in the PFM space, especially in providing the baselines for carrying out studies that require understanding the level of information put out by counties to the public. Some of the gains that can be demonstrated include:

- **Norwegian Institute of Public Health and KEMRI.** The survey is gaining more interest beyond Kenya, and a recent case is the interest of sector organizations wanting to understand how the survey is promoting fairness. For example, the Norwegian Institute of Public Health, together with KEMRI, are on course to use the survey methodology and some of its findings in global conferences and studies, which intends to measure how metrics for transparent and inclusive decision-making can be operationalized and tested in sub-national settings and applied to primary health care decisions.
- **Secondly, the Joint Devolution Programme (Kenya Devolution Support Programme).** KDSP role in strengthening county governments' capacity towards improving service delivery on the devolved functions. Annually, KDSP conducts capacity and performance assessments in counties with transparency angles as it tries to provide challenges and areas of improvement. The programme sees the relevance of counties providing budget information to the public, especially progress and efforts to improve the accessibility of budget information; a number of counties have made it easy for the public to access the budget documents on their websites. However, some counties are regressing and stopping making the budget information available. The programme intends to support counties that have to demonstrate a willingness to strengthen their transparency systems.

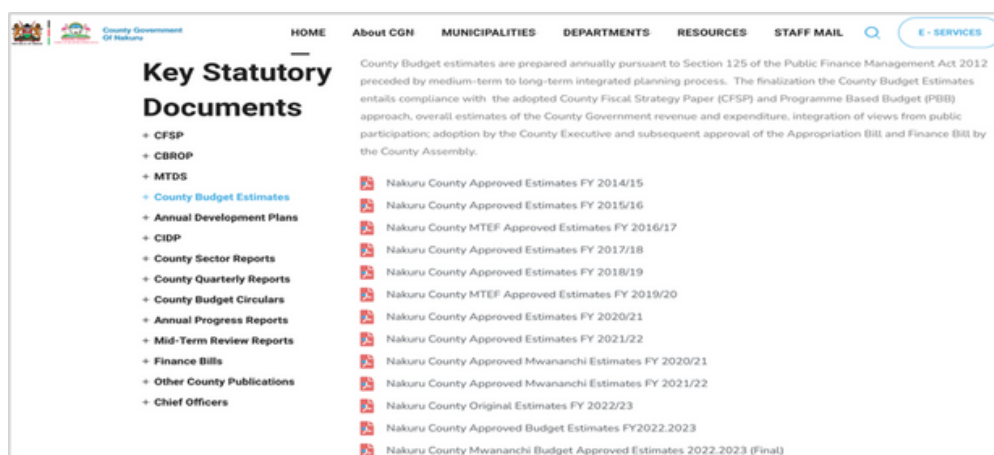
Good practices and initiatives emerging from government

The CBTS 2022 shows progressive steps that have improved budget transparency in 33 counties that improved in the survey. However, it also identifies gaps that require actions and government commitments to improve budget transparency. For instance, consistently making sure budget comprehensive budget information is publicly available, and adopting good practices from other counties which are more transparent.

It is worth mentioning, some county governments have shown commitment to understand how they can improve budget transparency, with some asking for good practices which they can embrace in their counties. Some of the good practices observed in counties are:

- **Nakuru County**

The county has revamped their website and the budget documents have designated section where each key budget document can be accessed and downloaded by the public. This will go a long way in making key budget documents easily accessible to the public.



Source: Nakuru County website

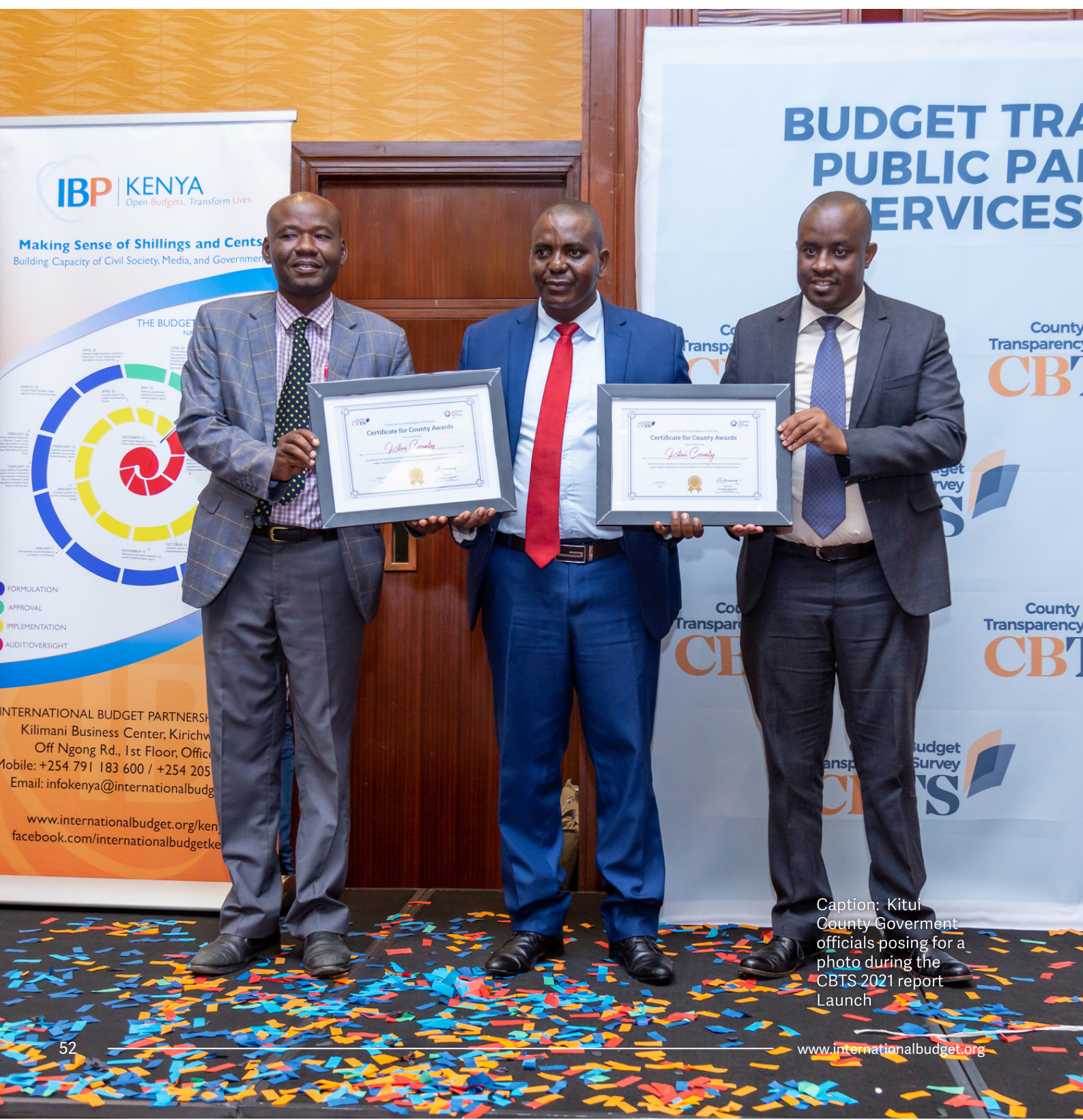
- **Baringo county**

The county has designated folder which when clicked all the budget documents from previous financial years can be accessed and easily downloaded by the public. The CSOs through the Budget facilitators and champions been proactive in leading the spaces to engage with their governments and submit their views across the budget cycle decision making stages.

Additionally, BACSOF a civil society organization in Baringo county have always been on the lead to engage with their government and protect the spaces for participation and following up the commitments by the government to ensure there is implementation on what government promises. For example, in the Annual Development Plan and County Fiscal Strategy Paper, the public participation inputs from this society are captured. Baringo county has come up with initiatives to enhance discussions on budgets for example, the Budget Day(s) which the government now leads have been a platform to ensure the government spaces are open for public to provide the discussions on the inputs submitted in key decision-making stages of the budget cycle.

- **Busia County**

The role of county assemblies is vital in pushing for improved budget transparency, as lack of information curtails the role of legislatures, who should actively approve and monitor the budget. A number of counties are currently providing Ward Development Funds, which are equally distributed across all the Wards, and the Members of County Assemblies are in charge of overseeing the implementation. However this is good, but it diverts the attention on their role, which is the oversight and approval of the budget.



Caption: Kitui County Government officials posing for a photo during the CBTS 2021 report Launch

Section 6: Modular research pieces on budget transparency

Health Modular Research

From Opacity to Clarity: A Comprehensive Review of Health Sector Budget Transparency in Kenya's Counties

Kenya adopted a devolved governance system that created two governance levels in 2013, giving counties 14 functions and powers. Health was one of the sectors that were heavily devolved to the sub-national level. Apart from national referral hospitals, all health facilities are managed at that sub-national level, and about 54% of health spending in Kenya is under the sub-national level. In addition, the county's health spending accounts for almost one-quarter of the entire county's budget, with 77% of the budget utilized on healthcare personnel. Therefore, the transparency and accountability of county health budgets is critical to ensuring fairness in decision-making and service delivery outcomes, especially in underserved communities, as the country gears towards Universal Health Coverage. The level of detail in county budget documents gives insights into government health policies from the lens of approved priorities and their execution.

The health modular research used 19 indicators that cover a range of issues on budget allocation and execution of the budget in the health sector. The broad areas evaluated by the questions include how counties present health budget narrative, budget classifications with their performances, and details on programmes and sub-programmes with the targets and indicators for the budget allocations in the health sector. In addition, the module evaluated the information on human resources for health and other personnel details.

Summary findings on the comprehensive review of the county's health sector budgets:

- 1 The sample of 30 counties that were evaluated provided just under half (49/100 points) of the health budget information. Makueni county provided the most detailed health budget information among counties with publicly available budget documents.
- 2 Counties should prepare budgets in a medium-term expenditure framework, including details beyond one financial year. Counties provided information on health budgets for two coming years and had a score of 87/100. However, historical spending that forms part of the MTEF framework scored very poorly with 13/100 points.
- 3 Counties spend 77% of their health budgets on personnel, but the information on who is on their payroll is quite low, with a score of 17/100. Only six counties provide information of their staff in their approved programme-based budgets.
- 4 Counties also provide limited performance information, one key set function of programme-based budgeting structures. The health information provided in the approved Programme Based Budget scored 57/100, which drops significantly to 9/100 points at the implementation stage.
- 5 Capital projects in health can be a good indicator of the distribution of access to services, especially for a country with a history of marginalization, like Kenya. According to the survey, most counties provide limited information on their development projects, scoring 20/100 in approved Programme Based Budgets and 17/100 points in budget implementation reports.

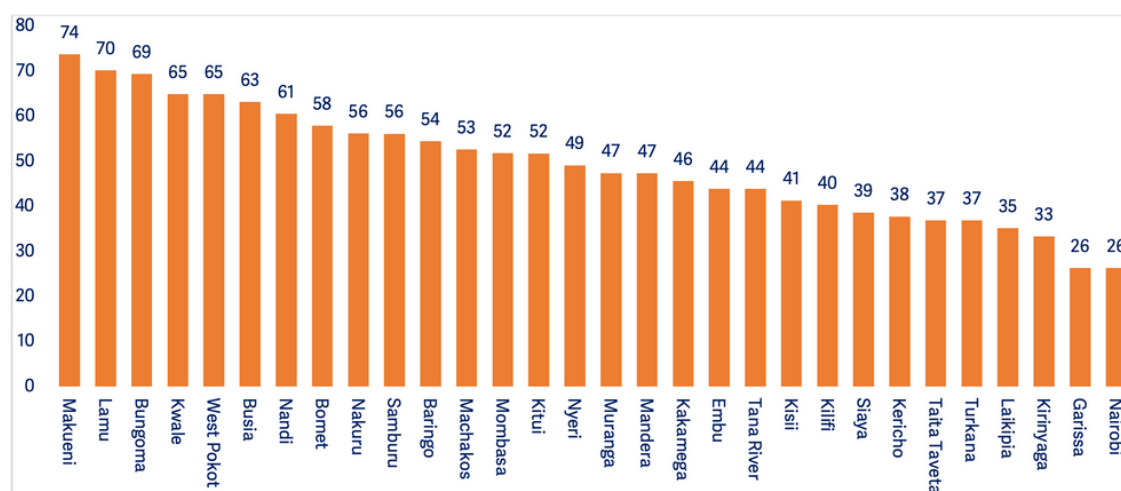
Counties provide less than half of health sector information on budget.

The average overall transparency for the health budget was 31 out of 100 points across the 47 counties. This low score was in part due to 17 counties that did not have any documents that fulfilled the criteria to be part of the evaluation.

The average score among the sample of 30 counties was 49 out of 100 points. This indicates that there is still limited information provided on the budgets for the health sector at the county level, with variations as more health information is in the approval stage than during budget implementation across different aspects of evaluation.

As in Figure 18, Makueni county had the most detailed health budget with a score of 74, followed by Lamu and Bungoma counties with scores of 70 and 69 points, respectively. Only 14 of the 30 evaluated counties provided more than half of the information assessed in this modular survey. At the tail end, Nairobi and Garissa counties have the least information, about one quarter.

Figure 18: Health Budget Transparency Index



Source: IBP Kenya, CBTS 2022

Counties are required to classify their budgets by administrative, economic, and functional classification: who spends, what is spent on, and how the money is spent. This modular research. Economic classification indicates what money will be spent on or the nature of transactions; for example, breaks down the expenditure by personnel, goods and services, and infrastructure. On this major classification, almost all the counties, apart from Garissa, provided information on their approved health budgets broken down into recurrent and development. However, the breakdown of the two budget categories dropped to 73 points in budget implementation reports.

Further disaggregation that breaks recurrent budget to personnel and operations and maintenance scores lower at 83 points in approved Programme-Based Budgets. On the budget implementation side, most counties (22/30) presented their health execution budgets broken down into recurrent and development and included details of the approved budgets. The overall score for this was 73 points out of 100. However, the score drops to 17 points out of 100 at the implementation when the same is evaluated on the breakdown of the recurrent budget to personnel and operations and maintenance.

Programmes are an aggregation of different activities and budget lines in health that have a common objective. This is commonly referred to as functional classification, simply the purpose for which resources will be spent.

For example, will it be for immunization, health research etc. The survey findings show that most counties provide the programmes and sub-programmes of their health budget with a score of 83 out of 100. This means seven counties out of the 30 did not have their budget broken down into programmes and sub-programmes.

In addition, counties also provide limited performance information, which is one key set function of programme-based budgeting structures. The available approved Programme Based Budgets scored 57/100, which dropped significantly to 9/100 points in the implementation stage. This shows that most approved Programme Based Budget provide information at the programme and sub-programme level compared to the implementation stage, which only five counties did. This is also a similar trend in the main CBTS 2022 survey.

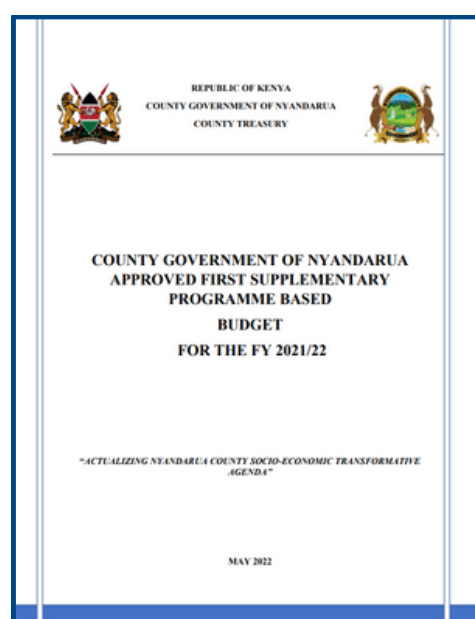
Only six counties out of the 30 presented any information on their personnel, which was an average score of 17 points out of 100 for this set of detail. Busia, Lamu, Mombasa and Nyeri were the only counties that presented the staff details in full as evaluated in this survey.

Supplementary Budget Modular Research

Bridging the Gap: Enhancing Budget Transparency in Kenya's County Supplementary Budgets

The law allows county governments to introduce supplementary budgets under certain circumstances; we have observed that counties have been passing them in many instances. However, it should not disrupt the budgeting process but rather should improve it under unforeseen circumstances. This stage remains bleak as most counties do not publish or publicize them even after being passed in county assemblies. In addition, the priorities in the approved budgets will likely be shifted by introducing supplementary budgets. Therefore, it is important to understand how the counties handle supplementary budgets and if they adhere to the law in how they are formulated and approved, for instance, 1) the extent to which counties publish and publicize supplementary budgets and 2) the level of information provided in the supplementary budget and how it aligns with the format of a Programme Based Budget.

- 1 Recently, Supplementary Budgets have become a common feature in counties. The findings show that 45 Counties at least passed one supplementary budget in FY 2021/22 but do not make them publicly available, as only seven were published. It has also been common where counties pass more than one supplementary budget, and, in some instances, it has been done towards the end of the financial year.
- 2 In some cases, counties publish Supplementary budgets but does not publish the approved Programme Based Budget for the same year. In contrast, others do not follow the program-based budget format, which should allow comparisons to the original approved budget.



Caption: Nyandarua Supplementary Budget 2021/22

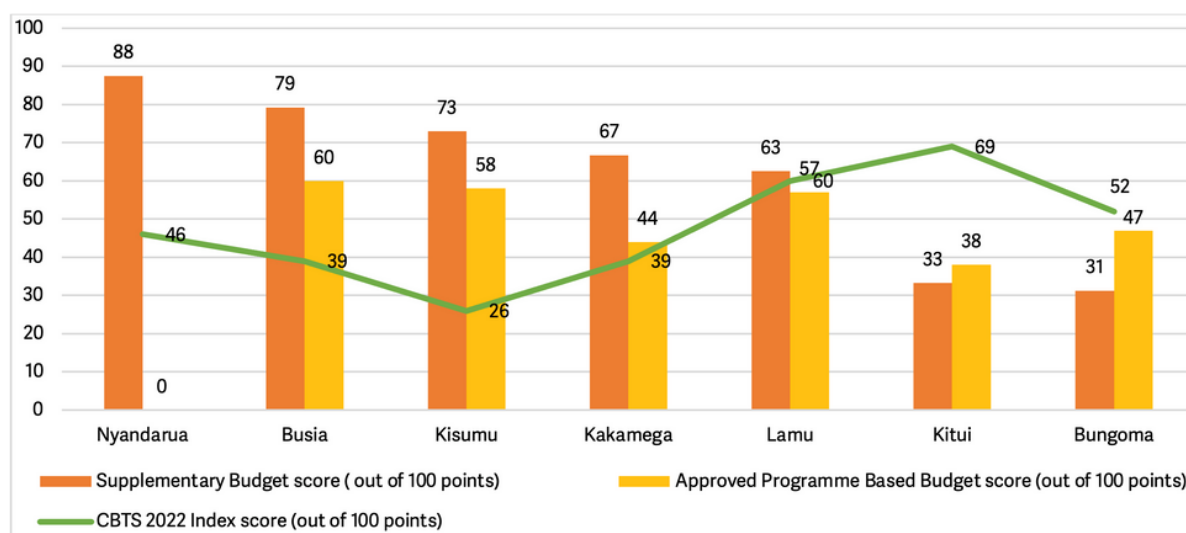
- 3 The level of comprehensiveness in the Supplementary Budget published is 62 out of 100 points. Five of the seven counties provided adequate information, more than 60 out of 100 points, with Nyandarua county publishing the most comprehensive Supplementary Budget with 88 out of 100 points. However, the CBTS 2022 shows it missed publishing the approved Programme Based Budget.
- 4 Counties are weak in providing the information that justifies the need for counties to change their budgets. The findings further show counties provide the expenditure information comprehensively. For example, the coming year's projections were provided by all counties. The challenges are on the narratives that show how counties adhere to fiscal responsibilities even after making changes provided by Nyandarua County only.

How Detailed are Counties Supplementary Budgets?

The comprehensiveness of supplementary budgets looks at the level of information provided by counties in the approved supplementary budget which should be in a similar format as the approved PBB allowing for compassions to the original budget. To obtain a fair assessment of the level of information presented in the available supplementary budgets across the counties, the supplementary budgets were subjected to a questionnaire with eight questions.

The level of information counties provides on Supplementary Budgets is 62 out of 100 points. Five of the seven counties provided adequate information, which is more than 60 out of 100 points, with Nyandarua county publishing the most comprehensive Supplementary Budget with 88 out of 100 points. It is also important to highlight that Nyandarua county has not published the approved Programme Based Budget but publishes the Supplementary Budget. Out of the seven counties that published their supplementary budgets, five provided information above the average score. In contrast, two provided information that was way below the average score.

Figure 19: Level of information provided in the Supplementary Budgets



Source: IBP Kenya, CBTS 2022 data analysis

Bungoma and Kitui are the counties that presented information that was below the average score on their Supplementary Budgets; however, the scores in their approved Programme Based Budget were higher. The study further highlights in four other counties, including Busia, Kisumu, Kakamega and Lamu counties, the information provided in the approved Programme Based Budget was lower than what the counties provide in the Supplementary Budgets.

Public Participation in considering supplementary budgets.

Public participation in the consideration of supplementary budgets remains a challenge. This is compounded by the fact that no law compels the national or county government to subject the supplementary budget to public participation. However, given potential shifts to previously identified priorities, the process must be opened up to the public.

Drawing from the precedence set by the Budget and Appropriations Committee of the National Assembly while considering Supplementary Estimates I FY 2022/2023, where for the first time in the history of supplementary budgets in Kenya, it was subjected to public participation. The National Assembly put out a public notice in the daily newspapers to invite interested parties to submit their memoranda on the budget. The final report submitted by the Budget and Appropriations Committee highlighted the input given by the public. This is a good practice that county assemblies should emulate to promote participation and inclusion in the budget process at all stages, especially in implementation.



Caption: Equity Week, Nairobi Edition

Section 7: Conclusion and opportunities to improve budget transparency in counties.

To this end, counties are showing progress in budget transparency, even though there is more to be done to reach sufficient level of information that public requires to influence budget decisions. Even though, the study shows counties have not pay much attention towards information on public participation, there are improvements. Transparency helps the government build credibility in its decisions which public can see the trust in how the commitments on the allocated resources are adhered. This is even more important as counties continue to require more resources and public wanting to see the impact resulting from the public resources utilized.

Since devolution, profound challenges have affected the delivery of services at the county level and adversely towards the poor and most vulnerable in the communities. The challenges cuts across prioritization of the resources, budget implementation i.e., cashflow challenges, unmet revenue targets and common supplementary budgets. Additionally, challenges on stalled and abandoned of capital projects that already consumed public funds but remained incomplete or unequipped. The first step of unclogging some of these challenges is through open budgets which will provide opportunities for public to participate in decision making and legislatures to strengthen their roles in approval and oversight.

Even as the demand for budget information grows, a number of counties are embracing budget transparency and showing greater efforts to sustain gains made in budget transparency. The report highlights the counties that have consistently improved and those which have remained transparent in the last three rounds of surveys. In addition, it shows counties that have ceded to the calls to openness and made budget information available to the public. Regardless, a few counties have persistently stopped making budget documents that they had made available in the past.

"Transparency helps the government build credibility in its decisions which public can see the trust in how the commitments on the allocated resources are adhered."

It is important that even as counties make the budget documents publicly available, they must do so following the timelines provided in the PFM Act. This will ensure that the decisions on budgets are meaningful to the citizens. Previous surveys called counties to publish and publicize budget documents they produce, providing comprehensive information which remains a call in this survey round.



Caption: CSOs deliberations on development of CBTS tools in March 2020

Opportunities for counties to improve budget transparency

Even with public and CSOs pushing counties to be transparent, it is the government's responsibility to be willing and committed towards better budget transparency as cog in the law.

1. Despite overall progress on budget transparency, counties should publish what they produce within the timelines provided.

In CBTS 2022, improved budget transparency was prompted by 33 counties which improved the level of information provided. The finding shows that 28 counties made simple steps by publishing more key budget documents initially not published in CBTS 2021. This calls for the timely publication of the key budget documents as soon as they are produced and approved.

2. Counties should publish non-financial information, especially in their quarterly budget implementation reports.

Counties still lack crucial details on disaggregation of the information to the required levels as provided in the law. County legislatures should approve the budget documents after checking the comprehensiveness, unity of the information and aspects that the law requires. As the survey found more information is provided in formulation and approval than implementation counties with support of the Controller of Budget and National Treasury should further strengthen the level of information in the implementation stage.

3. Even with initiatives pushing counties to provide budget information, some counties still stopped making budget information publicly available.

This shows that consistency in making budget information publicly available remains a challenge. The CBTS 2022 findings show that counties stopped publishing 41 key budget documents previously published in CBTS 2021. The counties should be committed to releasing all the key budget documents they produce consistently and on time. This also includes the implementation reports that should be produced quarterly throughout the financial year.

4. Several counties have not yet published key budget documents that are crucial to spur conversations on budgets.

For example, we cannot tell whether the counties that have never published the budget documents produced them? It is recommended that counties take the initiative to produce the budget documents, i.e., Citizens Budgets that are simplified versions of Budget Estimates and published them online. Also, publicized them. Meaningful improvements in budget transparency require counties to publish new documents and also ensure full details are included in published documents.

5. Counties should publish public participation reports that should indicate disaggregated information on who was involved, public inputs, and feedback on the decisions informed by public inputs.

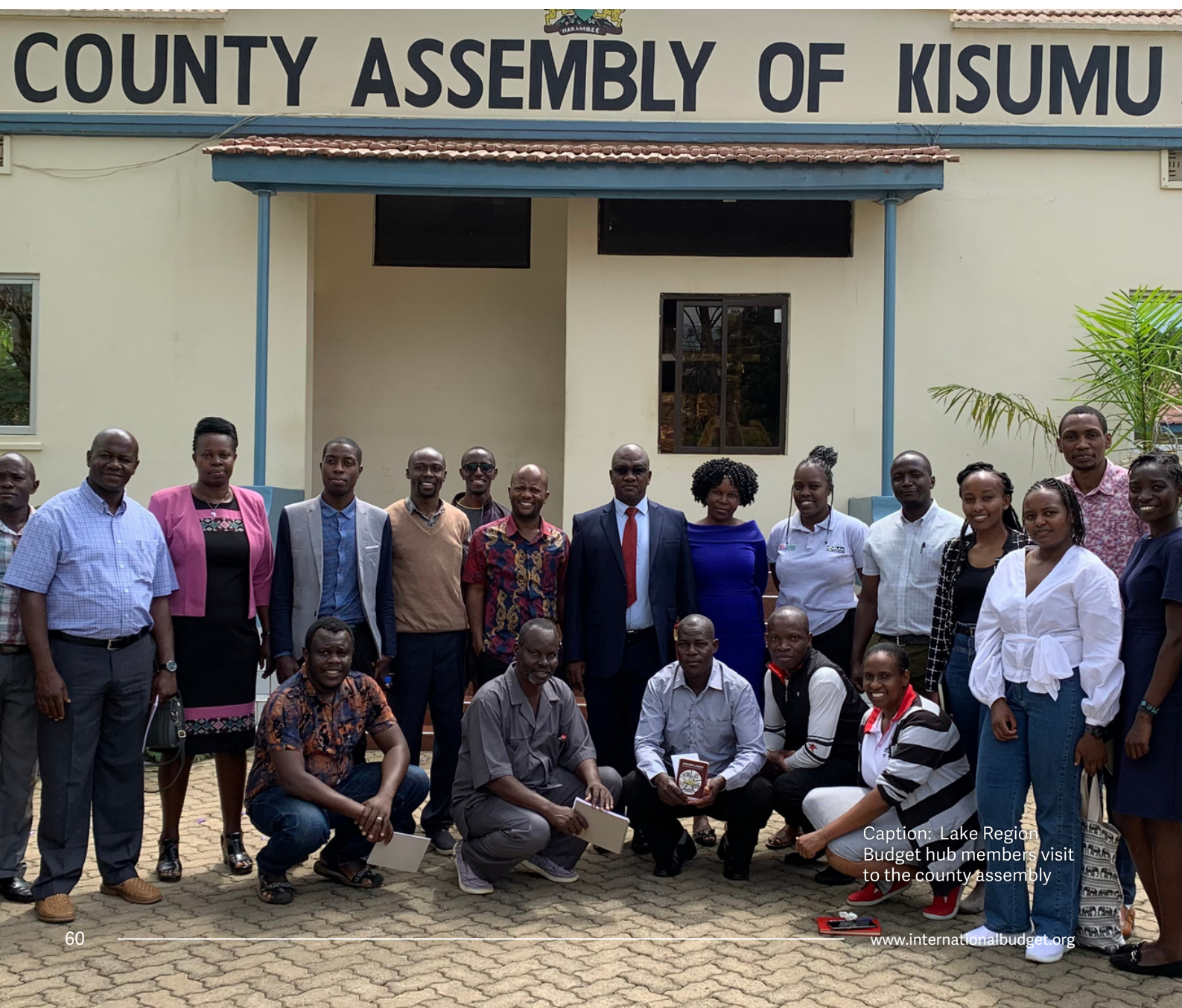
Information on public participation is improving but remains weak. Opportunities for engaging public should be throughout the decisions making points in the four stages of budget cycle including the budget changes. Counties can borrow practices beyond what their peers provide on the feedback on public participation. For example, Kenya has performed slightly better in how it captures the citizens inputs from public involvement in the Budget Policy Statement, and counties can adopt similar practices from the National level.

6. Previous surveys have shown that the efforts and gains of budget transparency can easily be lost as it requires well-coordinated actions that should ensure counties have institutionalize these practices as required in the PFM Act.

Enhancing budget transparency is not only left for the government but also for non-state actors who play a critical role as the primary users of budget information. They should continually provide good practices that government can adopt to provide better budget information. The CSOs should continue spearheading the importance of budget transparency which has been directly linked to better prioritization and allocations of resources for better provision of public services, also better budget implementation leads to improved budget credibility.

7. Counties should set up dedicate an access to information officers in each county responsible for providing budget information to all stakeholders.

There are a lot of bureaucracy in how public access the information from the counties with unclear channels. The key actors involved in making budget documents for the public should ensure their role is up to the task.

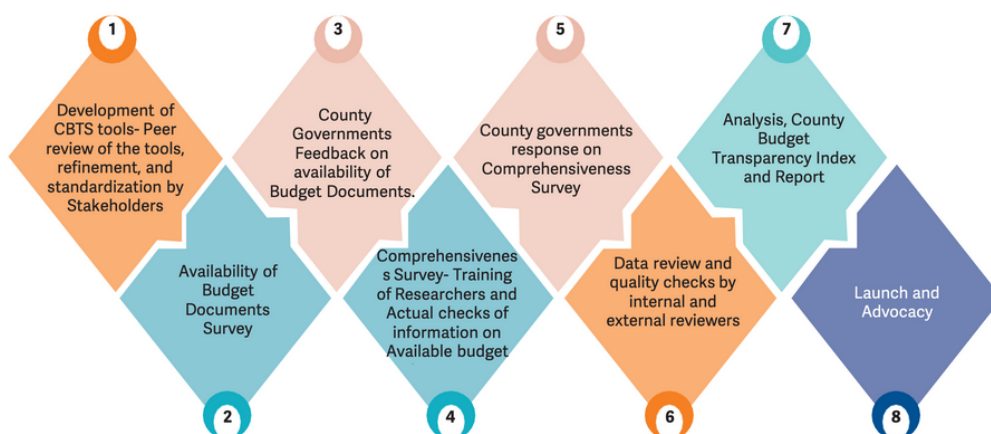


Caption: Lake Region Budget hub members visit to the county assembly

Annex 1: Methodology and research process

County Budget Transparency Survey, research process, follows an inclusive and fair methodology applied comparatively across all the 47 counties. These steps include:

1. Tools developed collaboratively, and all follow the requirements of the PFM Act 2012 and its regulations 2015. The first component of the survey checks the availability of key budget documents on official county websites for both County Executives and Assemblies as required by the law. Also, the Timeliness component, assessed in the coming survey, will strengthen the timelines of the key budget documents on the stages relevant to the conversations on budget decisions. The second component currently uses 75 equally weighted scored indicators derived from PFM-related laws, regulations, and guides. All institutions are mandated to ensure there are transparent and accountable systems.
2. To provide an opportunity for all 47 counties to discuss budget transparency levels in their counties, IBP Kenya shares the draft results with counties for their review, and feedback is expected from counties. The offices that receive the draft findings include the Office of the Governor, the County Executive Member of Finance, the Chief Officer of Finance and Director of Budget (Economic and Planning), and the Clerk of the County Assemblies.



3. The research is done together with independent county-level budget partners who have initial budget training and undergoes rigorous training to conduct the survey with precision.
4. From the level of information provided, each county is given a transparency index score between 0 to 100 points through the simple average method. Counties are ranked based on the index and are classified into five categories: A (81-100 points), B (61-80 points), C (41-60 points), D (21-40 points), and E (0-20 points).
5. An open process, and all the information, including data relating to the survey, is made available to the public on the IBP website.
6. The County Budget Transparency does not shame counties, but it is a tool to provide gaps and opportunities for budget transparency; the survey provides peer learning opportunities for the good of the public. Counties that give the most information on the comprehensiveness of the budget documents are also disclosed for good practices.

Annex 2: What if counties publish all the documents they produce?

Upon sharing the draft findings with all 47 counties, 12 responded officially in writing to IBP Kenya during the first component on availability, despite the electioneering and campaigning period. Also, in the second component, only six counties provided feedback, a drop from 19 counties in CBTS 202. This could be cited to the delayed formation of new governments, which took time to settle.

Annex 2a. The counties that responded formally in writing/call to IBP Kenya

Counties that officially responded on the availability component		Counties that formally responded on the comprehensiveness component	
1	Taita Taveta	1	Nyamira
2	Nyeri	2	Siaya
3	Vihiga	3	Kitui
4	Kilifi	4	West Pokot
5	Muranga	5	Nairobi
6	Samburu	6	Elgeyo Marakwet
7	Kitui	<p>To show there is more demand to improve the level of budget transparency by counties, there were significant improvements in the number of key budget documents that went up upon the call to counties to publish the information. For example, counties responded proactively by publishing 107 more budget documents, translating to a 79% increase from the initial budget documents published when the draft availability findings were shared with counties.</p>	
8	Lamu		
9	Mandera		
10	Kisumu		
11	Makueni		
12	Laikipia		

Annex 2b: Progress on the availability of budget documents on the county websites

County Budget Transparency Survey	CBTS 2020	CBTS 2021	CBTS 2022
Total budget documents available after draft findings are shared with counties	206	198	241
Total budget documents expected in counties	517	470	470
Initial budget documents available online	137	111	135
The number of budget documents increases	69	87	107
Number of budget documents not available to the public	311	272	228
Percentage increase (after results are shared with counties)	50%	78%	79%
The proportion of publicly available budget documents	40%	42%	51%

Source: IBP Kenya data analysis

The survey findings highlight a number of counties never published some key budget documents, which curtails the progress and improvements of budget transparency. The table shows counties that have never published specific key budget documents. A number of these counties produce very comprehensive information in some key budget documents but have never published other key budget documents.

Annex 2c. Unpublished key budget documents by county in the last three surveys

Counties that officially responded on the availability component		No of the counties of 47	List of counties that never published in the last three rounds of CBTS 2020, 2021 & 2022
1	Annual Development Plans	1	Migori
2	County Budget Review and Outlook Paper	8	Embu, Homa Bay, Isiolo, Kajiado, Migori, Siaya, Uasin Gishu and Wajir
3	County Fiscal Strategy Paper	1	Migori
4	Approved Programme Based Budget	10	Homa Bay, Isiolo, Marsabit, Meru, Migori, Narok, Nyamira, Tharaka Nithi, Trans Nzoia and Vihiga
5	Citizens Budget	16	Bungoma, Bomet, Embu, Isiolo, Kakamega, Kericho, Kiambu, Kajiado, Lamu, Marsabit, Meru, Migori, Muranga, Taita Taveta, Trans Nzoia and Wajir
6	Finance Act	23	Baringo, Busia, Homa Bay, Isiolo, Kajiado, Kericho, Kilifi, Kisumu, Kwale, Lamu, Marsabit, Meru, Migori, Muranga, Nakuru, Narok, Nyamira, Nyandarua, Tana River, Tharaka Nithi, Trans-Nzoia, Uasin-Gishu and Wajir.
7	Quarterly Budget Implementation Reports (all quarters)	23	Bungoma, Busia, Garissa, Homa Bay, Isiolo, Kajiado, Kakamega, Kericho, Kilifi, Kisii, Kisumu, Marsabit, Meru, Migori, Mombasa, Muranga, Nakuru, Narok, Nyamira, Tana River, Trans Nzoia, Uasin Gishu and Wajir.

Source: IBP Kenya data analysis

Annex 3: Availability of key budget documents by county

The County Budget Transparency Survey 2022 Availability Findings as of 20th September 2022												
	County	Annual Development Plan 2021/22 (7th September 2020)	Approved Program Based Budget 2021/22 (21st July 2021)	County Fiscal Strategy Paper 2021/22 (21st March 2021)	County Budget Review and Outlook Paper, 2021 (28th October)	Citizen/Mwananchi Budget (Accompany Budget Estimates)	County Budget Implementation Report (1st Quarter 2021/22) (31st Oct 2021)	County Budget Implementation Report (2nd Quarter 2021/22) (31st Jan 2022)	County Budget Implementation Report (3rd Quarter 2021/22) (30th April 2022)	County Budget Implementation Report (4th Quarter 2021/22) (31st July 2022)	Finance Act 2021 (7th July 2021)	Total Available (out of 10)
1	Kitui	●	●	●	●	●	●	●	●	●	●	10
2	Makueni	●	●	●	●	●	●	●	●	●	●	10
3	Nyeri	●	●	●	●	●	●	●	●	●	●	10
4	West Pokot	●	●	●	●	●	●	●	●	●	●	10
5	Kwale	●	●	●	●	●	●	●	●	●	●	9
6	Samburu	●	●	●	●	●	●	●	●	●	●	9
7	Baringo	●	●	●	●	●	●	●	●	●	●	8
8	Mandera	●	●	●	●	●	●	●	●	●	●	8
9	Siaya	●	●	●	●	●	●	●	●	●	●	8
10	Taita-Taveta	●	●	●	●	●	●	●	●	●	●	8
11	Turkana	●	●	●	●	●	●	●	●	●	●	8
12	Nairobi	●	●	●	●	●	●	●	●	●	●	7
13	Nandi	●	●	●	●	●	●	●	●	●	●	7
14	Nyandarua	●	●	●	●	●	●	●	●	●	●	7
15	Vihiga	●	●	●	●	●	●	●	●	●	●	7
16	Bomet	●	●	●	●	●	●	●	●	●	●	6
17	Bungoma	●	●	●	●	●	●	●	●	●	●	6
18	Kirinyaga	●	●	●	●	●	●	●	●	●	●	6
19	Kisii	●	●	●	●	●	●	●	●	●	●	6
20	Laikipia	●	●	●	●	●	●	●	●	●	●	6
21	Lamu	●	●	●	●	●	●	●	●	●	●	6
22	Mombasa	●	●	●	●	●	●	●	●	●	●	6
23	Busia	●	●	●	●	●	●	●	●	●	●	5
24	Garissa	●	●	●	●	●	●	●	●	●	●	5
25	Machakos	●	●	●	●	●	●	●	●	●	●	5
26	Nakuru	●	●	●	●	●	●	●	●	●	●	5
27	Tana River	●	●	●	●	●	●	●	●	●	●	5
28	Tharaka Nithi	●	●	●	●	●	●	●	●	●	●	5
29	Embu	●	●	●	●	●	●	●	●	●	●	4
30	Kakamega	●	●	●	●	●	●	●	●	●	●	4
31	Kericho	●	●	●	●	●	●	●	●	●	●	4
32	Kiambu	●	●	●	●	●	●	●	●	●	●	4
33	Narok	●	●	●	●	●	●	●	●	●	●	4
34	Elgeyo-Marakwet	●	●	●	●	●	●	●	●	●	●	3
35	Kisumu	●	●	●	●	●	●	●	●	●	●	3
36	Meru	●	●	●	●	●	●	●	●	●	●	3
37	Muranga	●	●	●	●	●	●	●	●	●	●	3
38	Homa Bay	●	●	●	●	●	●	●	●	●	●	2
39	Kilifi	●	●	●	●	●	●	●	●	●	●	2
40	Marsabit	●	●	●	●	●	●	●	●	●	●	2
41	Nyamira	●	●	●	●	●	●	●	●	●	●	2
42	Trans-Nzoia	●	●	●	●	●	●	●	●	●	●	2
43	Uasin-Gishu	●	●	●	●	●	●	●	●	●	●	1
44	Isiolo	●	●	●	●	●	●	●	●	●	●	0
45	Kajiado	●	●	●	●	●	●	●	●	●	●	0
46	Migori	●	●	●	●	●	●	●	●	●	●	0
47	Wajir	●	●	●	●	●	●	●	●	●	●	0

Annex 4: The level of comprehensiveness in the individual key budget documents by county

The survey findings highlight a number of counties never published some key budget documents, which curtails the progress and improvements of budget transparency. The table shows counties that have never published specific key budget documents. A number of these counties produce very comprehensive information in some key budget documents but have never published other key budget documents.

County Budget Transparency Survey 2022 Comprehensive of Key Budget Documents								
No	County	Annual Development Plan	Approved Program Based Budget	County Fiscal Strategy Paper	County Budget Review and Outlook Paper	Citizen/ Mwananchi Budget	County Budget Implementation Report	Finance Act 2021
1	West Pokot	64	58	76	75	64	75	60
2	Nairobi	71	72	79	88	43	39	73
3	Makueni	61	48	81	72	21	88	60
4	Kisii	71	47	69	92	50	0	100
5	Kwale	61	51	86	96	38	92	0
6	Nandi	48	52	47	76	60	70	60
7	Mombasa	42	60	50	72	71	0	100
8	Samburu	48	50	63	63	48	61	60
9	Kitui	67	38	49	100	12	56	60
10	Nyeri	42	42	68	81	36	67	40
11	Lamu	67	57	65	100	0	75	0
12	Bungoma	33	47	69	85	52	0	67
13	Bomet	55	55	42	78	0	44	60
14	Nakuru	61	56	90	71	55	0	0
15	Mandera	52	52	81	68	0	79	0
16	Tana River	39	54	61	85	83	0	0
17	Turkana	42	67	0	83	60	28	27
18	Machakos	52	58	67	79	0	0	40
19	Garissa	55	63	56	46	0	0	60
20	Taita Taveta	49	38	68	42	0	33	47
21	Baringo	24	46	58	74	0	74	0
22	Kiambu	64	35	61	0	0	0	100
23	Narok	61	0	53	74	57	0	0
24	Siaya	42	50	50	0	19	21	60
25	Vihiga	52	0	40	60	0	50	40
26	Kakamega	58	44	44	89	0	0	0
27	Nyandarua	45	0	63	76	0	39	0
28	Kirinyaga	21	31	40	57	0	44	20
29	Busia	18	60	36	71	21	0	0
30	Tharaka Nithi	55	0	65	74	0	0	0
31	Laikipia	52	50	60	0	0	29	0
32	Kericho	33	42	68	46	0	0	0
33	Embu	30	38	71	0	0	42	0
34	Meru	48	0	42	79	0	0	0
35	Trans Nzoia	0	0	81	75	0	0	0
36	Muranga	0	33	57	58	0	0	0
37	Elgeyo Marakwet	45	48	54	0	0	0	0
38	Kisumu	45	58	32	0	0	0	0
39	Kilifi	0	48	0	88	0	0	0
40	Homa Bay	55	0	54	0	0	0	0
41	Marsabit	42	0	63	0	0	0	0
42	Nyamira	49	0	0	0	33	0	0
43	Uasin-Gishu	47	0	0	0	0	0	0
44	Isiolo	0	0	0	0	0	0	0
45	Kajiado	0	0	0	0	0	0	0
46	Migori	0	0	0	0	0	0	0
47	Wajir	0	0	0	0	0	0	0

Annex 5: Budget transparency scores on the last three rounds of surveys

	County	CBTS 2020 Index	CBTS 2021 Index	CBTS 2022 Index
1	West Pokot	73	71	78
2	Nyeri	71	72	69
3	Makueni	70	55	75
4	Samburu	64	67	66
5	Turkana	63	67	56
6	Kitui	47	66	69
7	Nairobi	40	56	68
8	Laikipia	71	51	41
9	Elgeyo Marakwet	62	69	27
10	Mandera	24	57	63
11	Kiambu	51	53	35
12	Kisii	38	40	58
13	Baringo	47	30	57
14	Tana River	36	48	49
15	Kwale	35	23	74
16	Machakos	52	33	47
17	Nakuru	36	44	51
18	Nandi	10	57	62
19	Vihiga	47	32	45
20	Kakamega	45	36	39
21	Siaya	23	45	48
22	Nyandarua	41	28	46
23	Mombasa	28	28	54
24	Bomet	10	46	53
25	Kirinyaga	0	59	42
26	Garissa	20	31	44
27	Lamu	10	21	60
28	Busia	11	37	39
29	Tharaka Nithi	45	5	36
30	Embu	32	16	33
31	Bungoma	20	5	52
32	Kisumu	26	23	26
33	Nyamira	36	25	13
34	Muranga	26	19	27
35	Kericho	23	12	34
36	Kajiado	33	36	0
37	Uasin Gishu	31	27	8
38	Homa Bay	19	28	18
39	Taita Taveta	0	12	53
40	Kilifi	30	9	23
41	Marsabit	36	8	17
42	Trans Nzoia	18	19	23
43	Meru	16	14	28
44	Narok	0	12	36
45	Isiolo	29	0	0
46	Wajir	0	27	0
47	Migori	10	0	0

Annex 6: Timeliness component of the survey

The Public Finance Management Act requires that all the key budget documents be produced, published, and publicized. Budget information produced on time enables citizens to take part in decisions making and possibly influence the budgetary decisions being made. It also creates interest for the public to own the process, i.e., projects which can be an opportunity to provide oversight from the planning phase throughout the implementation and where there are hitches, the public can raise the issue with the right stakeholders. It can be corrected on time rather than waiting until the end. Eventually, this will improve service delivery to the intended beneficiaries within the required timelines.

A budget cycle takes over two years, from formulation to evaluation. In September 2021, IBP Kenya started tracking whether counties produced and published key budget documents for FY 2022/23 as required in the PFM. The process is yet to be completed in August 2023, and the timeliness component will be included in the County Budgets Transparency Survey 2023.

Annex 7: Glossary of key terms

Availability survey	Assessment of the available budget documents from the official county Executive and County Assembly websites.
Budget facilitator(s)	They lead county-level civic engagements in the budget process in their counties and regions.
Budget champion(s)	Community influencers who mobilize citizens and support collective learning, analysis, and generation of citizens' proposals related to budget decisions, especially at the Ward level. Budget champions are recruited and trained by budget facilitators.
Financial year	An entire government budget reporting period covering twelve months from 1st July of each calendar year to 30th June of the subsequent calendar year.
Comprehensiveness survey	The second part of the CBTS checks the comprehensiveness of the available budget information in published budget documents. A set of predetermined questions determines the extensiveness of the budget information provided.
Development/Capital expenditure	Expenditure incurred to buy, improve, or extend the life of capital items/fixed assets, i.e., roads, buildings, equipment, etc.
Economic classification	Purpose on which the funds are utilized. Focuses on recurrent expenditure (personnel emoluments, operations, and maintenance) and development expenditure, including purchases and transfers to individuals to the programme level.
Flagship /Capital project	They are financed through development/ capital expenditure and usually last at least a financial year. They are projects meant to benefit several wards or the whole county, which is how they differ from ward specific projects.
Functional classification	The sectoral class or group to which expenditure belongs, i.e., health, education, agriculture, et cetera. Expenditure at a programme and sub-programme level falls under functional classification.
Multiyear	Information that refers to a period that is more than one financial year. This could be years in the past or the coming years.
Modular research	These are additional research pieces on transparency in certain thematic budget areas that could not be measured through a standardized questionnaire. Examples here include Supplementary Budgets, public participation and equity.
Publicly available	Indicates the availability of a budget on the official county government websites and accessibility during the survey period. For the CBTS 2021, two official county websites were examined –the legislative arm of government (the County Assembly) and the executive arm's official website (the County Executive).
Priority	Categories of spending that are given precedence over the medium term. They could be sectors/ departments/ ministries or programmes and sub-programmes or projects determined by the government to be of higher importance, thus receive a higher budget allocation or share than the previous year(s).
Programme	A group of independent but closely related activities designed to achieve an expected outcome. In some instances, counties may refer to programmes as sub-sectors.
Readable format	The contents of the budget document should be provided in ordinary document formats such as the open Portable Document Format (PDF) or the popular, readily available word processing formats (.doc and .docx) be downloadable. Where a downloaded document cannot be downloaded or opened by PDF and DOC file viewers such as Adobe Acrobat and Microsoft Office, respectively, the budget document was considered not to be accessible.
Revenue information	Information on the income received by county government from various revenue sources, including intergovernmental transfers, which comprises equitable share and conditional grants and local revenues/ Own Source Revenue, which is income from taxes, charges, and levies imposed and collected by the county.
Recurrent expenditure	Regular expenditure incurred for the ongoing operation of a county government. It includes compensation to employees, purchase of goods, services & operations, and maintenance and does not include development/capital costs.
Sector/ Department/ Ministry	These are a group of institutions that contribute towards a common function such as health, education, agriculture etc., service delivery. Kenyan counties use the terms sectors/ departments and ministries interchangeably, although some may distinguish when distributing or reporting budget expenditures.
Sector ceilings	the maximum budget distribution/ allocations to each sector/department/ministry
Sub-programme	It is the part of the programme created to deliver services and activities that contribute to achieving a program's objectives, i.e., projects.
Survey tools	The survey tools for this survey included a detailed questionnaire, a catalogue with information upon which the questionnaire was generated and a questionnaire with sample information to help guide the researchers.



Caption: Community Engagement in Baringo County

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