

# Devolution at 10 Years: Achievements and Opportunities for Kenya

**Dire Dika Bilala**

**Special Paper No. 36/2024**

**KENYA INSTITUTE FOR PUBLIC POLICY  
RESEARCH AND ANALYSIS  
(KIPPRA)**



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© Kenya Institute for Public Policy Research and Analysis

Bishops Garden Towers, Bishops Road

PO Box 56445-00200 Nairobi, Kenya

tel: +254 20 2719933/4; fax: +254 20 2719951

email: [admin@kippra.or.ke](mailto:admin@kippra.or.ke)

website: <http://www.kippra.org>

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## Abstract

*This study evaluates the achievements of the objectives of devolution as spelt out by the Kenyan Constitution in the 10 years of its implementation. Understanding both the successes and challenges of devolution is essential for enhancing local governance, promoting accountability and ensuring equitable resource distribution, among others. A successful implementation of devolution is critical for an inclusive development process.*

*While 23 out of 47 counties achieved above-average scores of 0.54 in devolution-related areas, significant disparities persist. Several key areas of concern have emerged across counties that exhibited low scores, highlighting the need for concerted efforts to make devolution a success. Many counties, particularly those in arid and semi-arid regions, recorded alarming deficiencies in access to skilled health personnel and education. Places like Turkana, Garissa, Wajir and Samburu showed particularly low percentages in critical indicators, including overall poverty incidence, births attended by skilled health personnel and primary net enrollment ratios. Additionally, the average scores for promoting democratic and accountable governance were concerningly low, with 23 counties falling below the average, indicating a decline in civic engagement and participation in democratic processes. Furthermore, the decline in voter turnout, despite better compliance in other areas, reveals a gap in civic participation, suggesting that many citizens are disengaged from the democratic process. Moreover, the persistent underperformance in public procurement compliance among county executives exacerbates these issues, undermining accountability and transparency. The low sharing of information for public participation in decision-making processes is also of significant concern. Further, inadequate checks and balances within county governments have resulted in diminished oversight and accountability mechanisms.*

*To address the key areas of concern in devolution, several policy recommendations have been made. First, enhancing access to skilled health personnel and education in arid and semi-arid counties, such as Turkana, Garissa, Wajir and Samburu, to enhance human capacity building. This can be achieved through targeted health and education programmes that increase investment in healthcare infrastructure and training, alongside outreach initiatives to raise awareness about maternal and child health services and improve primary net enrollment ratios. Further, promoting democratic and accountable governance requires strengthening civic engagement by developing voter education programmes to boost awareness and participation in elections, particularly in areas with low voter turnout. Additionally, community outreach initiatives should be encouraged, fostering collaboration between county governments and civil society organizations to ensure citizens' voices are heard in governance.*

*Improving public procurement compliance is another critical area that necessitates a review and strengthening of procurement frameworks to ensure adherence among county executives. This includes regular audits and*

*assessments of procurement processes, as well as providing targeted training for county executives on public procurement regulations and the consequences of non-compliance. Furthermore, enhancing public participation in decision-making is vital. This can be achieved by developing robust legal frameworks that mandate public engagement and utilizing digital platforms to improve accessibility and involvement, especially in marginalized areas. Strengthening checks and balances within county governments is also essential. Establishing independent oversight committees can monitor governance practices and ensure accountability while standardized legislative processes can enhance the effectiveness of county assemblies.*

*Finally, fostering trust in governance through transparency initiatives is crucial. Mandating the regular publication of governance reports and public participation notices online can enhance transparency and build trust among citizens. Implementing feedback mechanisms that allow citizens to express their concerns and suggestions regarding governance will ensure their input is considered in decision-making processes.*

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## **1. INTRODUCTION**

The Constitution of Kenya, 2010, created a decentralized government system that was operationalized in 2013, transferring fourteen National Government functions to County Governments. Article 174 of the Constitution established the objects of devolution, which reflect the fundamental principles and values that guide the actions and decisions of both the national and county governments in their efforts to promote effective and responsive governance at the local level. The objects include: promoting democratic and accountable exercise of power; fostering national unity by recognizing diversity; giving powers of self-governance to the people and enhancing their participation in the exercise of the powers of the State and in making decisions affecting them; recognizing the right of communities to manage their own affairs and further their development; protecting and promoting the interests and rights of minorities and marginalized communities; promoting social and economic development and the provision of proximate, easily accessible services throughout Kenya; ensuring equitable sharing of national and local resources throughout Kenya; facilitating the decentralization of State organs, their functions and services from the capital of Kenya; and enhancing checks and balances as well as the separation of powers.

For a successful transition process, the National Government established institutions and mechanisms to support the proper functioning of the devolved system of governance. Such institutions include the Council of Governors, the Commission on Revenue Allocation, the Intergovernmental Relations Technical Committee, and the Transition Authority (now defunct), which facilitate resource allocation, oversight, conflict resolution, and continuous cooperation between the National Government and County Governments. Through an equitable share of funding, the Government provides resources to Counties to support their operations and service delivery. It provides capacity-building support primarily through direct training of county officials and by seconding National Government officers to work at the county level. Moreover, it provides support through conditional grants and infrastructure financing, among other ways of implementing county development projects.

Over the 10 years of implementing devolution, Kenya has made significant progress. An assessment done by KIPPRA, as reported in the Public Affairs Index (2022), indicated notable successes of devolution through improved service delivery, particularly in healthcare, education, and water and sanitation. Consequently, it has promoted greater equity in the distribution of resources and development opportunities across the country, ensuring that all regions have access to them. On the downside, fiscal management of county governments as evidenced by pending bills and a heavy reliance on the National Government's equitable share, limits the counties' ability to provide services and implement development projects. Transparency and accountability, measured by the control of corruption through prudent management of resources and fiscal responsibility, have potentially hindered the counties from achieving the envisioned growth. For example, the Public Affairs Index report (2022) indicated that only 18 counties

had fully complied with the Public Finance Management (PFM) Act, 2012. This persistent non-compliance has led to financial mismanagement, poor service delivery, loss of public trust and potentially declining citizen participation, engagement and support for the Government's programmes and initiatives.

Moreover, the full devolution of the county functions is still a work in progress. The National Government is responsible for setting overall coordination, policy and strategic direction for all fourteen functions, while the county governments are responsible for managing the operations. However, in some instances, the functions of the National and County governments overlap. For example, in the health sector, the National Government manages the national referral hospitals, health policy, capacity building and the overall management of healthcare in the country, while the county governments are responsible for managing county hospitals, dispensaries and health centres. These shared functions have, at times, posed coordination challenges and resource allocation disputes between the two levels of government. Similarly, counties have persistently received late disbursements of the equitable share from the National Government, which has had significant negative consequences on the operations and service delivery of county governments, including cash flow challenges, stalled projects, difficulties in meeting payroll obligations for county staff and, in some cases, the suspension of critical services such as healthcare.

Other emerging issues that have posed a challenge to devolution concern the transfer of funds from extractive resources to the beneficiary counties in Kenya, as stipulated by the Mining Act, 2016 and the Petroleum Act, 2019. Both Acts require that a portion of the revenue generated from extractive activities be transferred to the counties where the activities take place to support local development and compensate local communities for the impacts of extractive activities. While the Acts outline the percentages of revenue to be shared among the National Government, county governments and local communities, there is limited clarity on the guidelines and procedures for implementing these revenue-sharing mechanisms, leading to delays and confusion. Further, the Acts require the establishment of specific funds, such as the Sovereign Wealth Fund and the Petroleum Revenue Management Fund, to manage and allocate the revenues from extractive activities. However, there have been delays in setting up these funds, which has consequently affected the disbursement of funds to beneficiary counties.

Conducting research on devolution in Kenya at 10 years is of paramount importance to the decentralization policy formulation, review and implementation as it offers a unique opportunity to comprehensively assess the impact and effectiveness of this transformative governance system. Evaluating achievements and opportunities within this timeframe is crucial for several reasons. Firstly, it allows us to recognize and celebrate successes, acknowledging the positive changes that devolution has brought to local communities, service delivery, and regional development. Secondly, it sheds light on existing challenges and areas needing improvement, aiding policymakers in refining devolution policies for more equitable and

efficient governance. Moreover, it promotes transparency and accountability by scrutinizing resource allocation and utilization, thus helping to combat corruption and mismanagement. Lastly, such research serves as a foundation for charting a modern path, enabling Kenya to harness the full potential of devolution for the betterment of its citizens in the years to come.

The key objectives of this research are to assess the achievements made in the objects of devolution in the 10 years since its implementation in Kenya, identify challenges in implementing activities to achieve the objectives and draw policy recommendations to facilitate implementation of devolution going forward. By addressing these critical areas, the study aims to inform evidence-based policymaking, strengthen the impact of devolution, and ultimately promote more equitable and responsive governance for the benefit of all Kenyan citizens.

The organization of this paper is structured to provide a logical flow of information. Following this introduction, the literature review will explore theoretical and empirical perspectives on devolution. The methodology section will outline the description of indicators, index computation steps and sources of data employed in the study. Subsequent sections will present the results and findings related to the achievements and challenges of devolution at 10 years. Finally, the paper will conclude with recommendations for policymakers and stakeholders to enhance the effectiveness of devolution in Kenya.

## **2. LITERATURE REVIEW**

### **2.1 Theoretical Literature Review**

#### **Decentralization Theorem**

The Decentralization Theorem, introduced by Wallace Oates in 1972, posits that the efficiency of providing local public goods and services can be enhanced by delegating decision-making authority to lower levels of government. Oates argues that local governments possess a deeper understanding of the preferences and needs of their constituents compared to the central government, which may struggle to align policies and resources with the specific requirements of different regions. Consequently, decentralization is advocated as a means to align public goods and services with local demands while also streamlining costs. The criteria this research outlines for determining the functions suitable for decentralization encompass considerations such as economies of scale in public goods production, the potential for interregional goods transfer, and the diversity of households across various regions.

In the context of the 10-year milestone of devolution, the application of the Decentralization Theorem underscores the potential benefits of devolution in various sectors of devolved functions. By empowering local governments to tailor public services to the specific needs and characteristics of their populations, devolution can enhance the efficiency and effectiveness of service delivery across different sectors. This flexibility allows for more targeted interventions that address local challenges and opportunities, leading to improved outcomes and better alignment of public resources with local priorities.

#### **Fiscal Federalism Theory**

This theory, pioneered by Richard Musgrave and Wallace Oates, focuses on the optimal allocation of responsibilities and resources between different levels of government in a federal system. The Theory of Fiscal Federalism emphasizes the importance of matching the assignment of functions to the level of government best suited to address them efficiently and effectively. In the context of devolution at 10 years, this theory can provide insights into the distribution of powers and resources between the central government and subnational entities. It highlights the need for a clear delineation of responsibilities to ensure that decision-making authority aligns with local preferences and needs. By applying the principles of fiscal federalism, policymakers can design a governance framework that promotes accountability, efficiency, and responsiveness in service delivery across different levels of government. Overall, the Theory of Fiscal Federalism offers a framework for analyzing the division of powers and fiscal responsibilities in a devolved system, guiding policymakers in optimizing the allocation of resources and decision-making authority to enhance governance outcomes and public service delivery (Oats and Wallace, 1999).

## **2.2 Empirical Literature Review**

### **(a) To Promote Democratic and Accountable Exercise of Power**

Empirical studies on devolution have demonstrated that decentralizing power can lead to increased democratic governance and accountability. Devolution facilitates closer scrutiny of local government activities by citizens, which enhances transparency and reduces corruption. For instance, a study by Faguet (2014) found that decentralized governments in Bolivia and Colombia led to improved public service delivery and increased political accountability.

### **(b) To Foster National Unity by Recognizing Diversity**

Devolution aims to acknowledge and embrace the diverse cultural, ethnic, and regional identities within a country. Empirical evidence from countries such as Spain and Belgium shows that regional autonomy can reduce secessionist tensions and foster national unity (Keating, 2001). In Kenya, devolution has been seen as a means to mitigate historical ethnic conflicts by ensuring that all regions have a stake in the National Government.

### **(c) To Give Powers of Self-Governance to the People and Enhance their Participation in the Exercise of the Powers of the State and in Making Decisions Affecting Them**

Studies indicate that devolution enhances local self-governance and citizen participation. In India, the Panchayati Raj system has empowered local councils to make decisions on development projects, thereby increasing community involvement (Rao, 2003). Similarly, in Kenya, the introduction of County Governments has increased local participation in governance and decision-making processes (Cheeseman et al., 2016).

### **(d) To Recognize the Right of Communities to Manage Their Own Affairs and Further Their Development**

Empirical research supports the notion that communities can manage their affairs more effectively under a devolved system. In the Philippines, devolution has enabled local governments to tailor development initiatives to the specific needs of their communities, leading to more effective and sustainable development outcomes (Brillantes & Cuachon, 2002).

### **(e) To Protect and Promote the Interests and Rights of Minorities and Marginalized Communities**

Devolution can play a critical role in protecting minority rights and promoting the interests of marginalized communities. Empirical evidence from Ethiopia indicates that regional autonomy has allowed ethnic minorities to preserve their cultures and languages while participating in the political process (Aalen, 2002). In Kenya, devolution has aimed to address the historical marginalization of certain regions and communities by ensuring they have a voice in governance (Kanyinga & Long, 2012).

(f) To Promote Social and Economic Development and the Provision of Proximate, Easily Accessible Services Throughout Kenya

Empirical studies suggest that devolution can enhance social and economic development by bringing services closer to the people. For instance, in Uganda, devolution has improved access to healthcare and education services in rural areas (Francis & James, 2003). In Kenya, County Governments have been instrumental in enhancing service delivery and infrastructure development in previously underserved areas (D'Arcy & Cornell, 2016).

(g) To Ensure Equitable Sharing of National and Local Resources Throughout Kenya

Devolution aims to promote the equitable distribution of resources. Empirical evidence from Nigeria indicates that fiscal federalism has led to a more equitable allocation of resources across states (Suberu, 2001). In Kenya, the revenue allocation formula under devolution seeks to ensure that all counties receive a fair share of national resources, thereby addressing regional disparities (Ghai, 2008).

(h) To Facilitate the Decentralization of State Organs, Their Functions and Services from the Capital of Kenya

The decentralization of state functions can enhance efficiency and responsiveness of government services. Empirical studies from Indonesia show that devolution of administrative functions to regional governments has improved public service delivery (Hofman & Kaiser, 2004). In Kenya, the decentralization of state organs to county levels has brought governance closer to the people, enhancing service delivery and administrative efficiency (Bosire & Gikonyo, 2012).

(i) To Enhance Checks and Balances and the Separation of Powers

Empirical literature highlights that devolution can strengthen checks and balances by distributing power across multiple levels of government. Studies from Switzerland and Germany show that federal systems with strong regional governments provide effective checks on central authority, promoting accountability and preventing the abuse of power (Watts, 1999). In Kenya, the separation of powers between national and county governments aims to prevent the concentration of power and enhance democratic governance (Mutakha, 2012).

### 3. METHODOLOGY

This section provides a detailed explanation of the objects used to compute Devolution Achievement Index (DAI), the steps for DAI computation, and the data sources.

#### 3.1 Objects of Devolution Achievement Index (DAI)

**Table 1: Description of the DAI objects, indicators, measurements and scoring of the indicators**

Objects	Indicators	Measurement	Scoring of the indicators
<b>(a) To promote democratic and accountable exercise of power</b>	Election participation	Voter turnout in general elections	Article 38 of the Constitution indicates that every citizen has the right to vote. Scoring; worst=0%, benchmark=100%
	Accountability mechanisms	Compliance with the public procurement legal and regulatory framework rating scores for county executives	100% compliance with the Public Procurement and Asset Disposal Act (2015)
		Compliance with the public procurement legal and regulatory framework rating scores for County Assemblies	100% compliance with the Public Procurement and Asset Disposal Act (2015) Scoring; worst=0%, benchmark=100%
<b>(b) To foster national unity by recognizing diversity</b>	Ethnic composition	Ethnic diversity status	Section 65 (1)(e) of the CGA states that at least 30% of the vacant posts at the entry level must be filled by candidates who are not from the dominant ethnic community in the county. Scoring; worst=0%, benchmark=30%

Objects	Indicators	Measurement	Scoring of the indicators
	Gender representation	Percentage of female Members of County Assembly (Elected and nominated)	Article 27(8) of the Constitution of Kenya, 2010, states that, ‘not more than two-thirds of the members of elective or appointive bodies shall be of the same gender’.  Scoring; worst=0%, benchmark=66.7%
		Percentage of female County Executive Committee Members	Article 27(8) of the Constitution of Kenya, 2010 states that, ‘not more than two-thirds of the members of elective or appointive bodies shall be of the same gender’.  Scoring; worst=0%, benchmark=66.7%
<b>(c) To give powers of self-governance to the people and enhance the participation of the people in the exercise of the powers of the State and in making decisions affecting them</b>	Public participation	Public participation notice published on county website	The worst-case scenario is the least-performing county in the data set while the best-case scenario is the highest-performing county in the data set.
		Public participation reports published on county website	The worst-case scenario is the least-performing county in the data set while the best-case scenario is the highest-performing county in the data set.

Objects	Indicators	Measurement	Scoring of the indicators
<b>(d) To recognize the right of communities to manage their own affairs and to further their development</b>	Adult literacy	Adult literacy rates	According to Vision 2030, Kenya aims to achieve universal adult literacy.  Scoring; worst=0%, benchmark=100%
	County poverty incidence	Non-poverty incidences (%)	By 2030, Kenya aims to have drastically reduced multidimensional poverty, with a specific focus on ensuring that all Kenyans have access to the basic services necessary for a dignified life.  Scoring; worst=100%, benchmark=0%
	Stunted children	Percentage of non-stunted children	Kenya aims to reduce the prevalence of stunted children to below 14.5% by 2030.  Scoring; worst=100%, benchmark=14.5%
	Revenue collection	Percentage of OSR against targeted revenues	Counties are expected to improve their OSR collection and efficiency to reduce dependence on national government transfers.  Scoring; worst=0%, benchmark=100%

Objects	Indicators	Measurement	Scoring of the indicators
<b>(e) To protect and promote the interests and rights of minorities and marginalized communities</b>	Persons With Disabilities (PWDs)	PWDs representation in the County Public Service	Article 54 (2) of the constitution and the Persons with Disabilities Act, 2003 requires that all public and private sector employers reserve 5% of jobs for persons with disabilities. Scoring; worst=0%, benchmark=5%
	Internet connectivity	Percentage of households with internet connection	Vision 2030: Universal internet access for all households. Scoring; worst=0%, benchmark=100%
	Electricity connectivity	Percentage of households with electricity connectivity	Vision 2030: Universal electricity connectivity for all households. Scoring; worst=0%, benchmark=100%
<b>(f) To promote social and economic development and the provision of proximate, easily accessible services throughout Kenya</b>	Access to safe and affordable drinking water	Percentage of households with access to safe and affordable drinking water	According to Vision 2030 and Sustainable Development Goal 6 (SDG 6), Kenya aims to ensure that all households have access to improved water by 2030. Scoring; worst=0%, benchmark=100%
	Access to improved sanitation	Percentage of households with access to improved sanitation	According to KESHIP, Kenya is working towards ensuring that all households have access to improved sanitation by 2030. Scoring; worst=0%, benchmark=100%

Objects	Indicators	Measurement	Scoring of the indicators
	Paved roads	Share of paved roads	The target is 63 percent as stated by KeNHA in its draft Strategic Plan. Scoring; worst=0%, benchmark=63%
<b>(g) To ensure equitable sharing of national and local resources throughout Kenya</b>	National resources allocated to each county	Percentage of Exchequer Issues to the budget	According to the Public Finance Management Act, 2012, the percentage of Exchequer Issues to the budget in Kenya is 100%. Scoring; worst=0%, benchmark=100%
	Paved roads	Share of paved roads	The target is 63 percent as stated by KeNHA in its draft Strategic Plan. Scoring; worst=0%, benchmark=63%
<b>(g) To ensure equitable sharing of national and local resources throughout Kenya</b>	National resources allocated to each county	Percentage of Exchequer Issues to the budget	According to the Public Finance Management Act, 2012, the percentage of Exchequer Issues to the budget in Kenya is 100%. Scoring; worst=0%, benchmark=100%
	Births attended by skilled health personnel	Percentage of births attended by skilled health personnel	Vision 2030: The target set for births attended by skilled health personnel is 100%. Scoring; worst=0%, benchmark=100%
	Primary net enrolment	Primary net enrolment ratio (%)	Vision 2030/SDG4/ Education Sector Strategic Plan (2018-2022): Achieve 100% NER in primary education. Scoring; worst=0%, benchmark=100%

Objects	Indicators	Measurement	Scoring of the indicators
<p><b>(h) To facilitate the decentralization of State organs, their functions and services from the capital of Kenya</b></p>	<p>Functions devolved to county governments.</p>	<p>Percentage of health budget to total budget</p>	<p>Abuja Declaration benchmark: 15 per cent.</p> <p>Scoring; worst=0%, benchmark=15%</p>
	<p>Establishment of government service centres</p>	<p>Percentage of agriculture budget to total budget</p>	<p>Maputo Declaration (2003) and Malabo Declaration (2014) benchmark:10 per cent.</p> <p>Scoring; worst=0%, benchmark=10%</p>
	<p>Huduma centres</p>	<p>Percentage of Huduma centres established</p>	<p>Establish a minimum of one centre per constituency (Huduma Centre Programme).</p> <p>Scoring; worst=0%, benchmark=total number of constituencies in the county</p>
<p><b>(i) To enhance checks and balances and the separation of powers</b></p>	<p>Checks and balances</p>	<p>Number of Bills passed by County Assembly that effectively establish checks and balances</p>	<p>The worst-case scenario is the least-performing county in the data set while the best-case scenario is the highest-performing county in the data set.</p>
		<p>Number of Acts passed by County Assembly that effectively establish checks and balances</p>	<p>The worst-case scenario is the least-performing county in the data set while the best-case scenario is the highest-performing county in the data set.</p>

### 3.2 Steps for Computing the Devolution Achievement Index (DAI)

#### 1. Identification and categorization of DAI indicators

The initial step involved identifying the indicators of DAI objects and standardizing data from various sources into percentages and rates. The objects listed in Table 1 were utilized to generate the Devolution Achievement Index. Sub-indices were developed for each object and a two-stage process analysis was employed in the research.

#### 2. Distance to frontier methodology

Furthermore, each indicator was assessed based on the scores and ranked according to how well it met the established criteria. The highest performance or benchmark of an indicator was used as the frontier in the index calculation while the lowest performance represented the worst-case scenario for that indicator.

$$\text{Score} = \frac{\text{Worst} - y}{\text{Worst} - \text{Frontier}} \quad (1)$$

Where  $y$  is the current data given for each indicator;

**Worst** indicates the lowest performance; and

**Frontier** shows the highest performance in each indicator represented by the benchmark.

The score ranges from zero (0) to one (1).

#### 3. Calculation of DAI

The Devolution Achievement Index consists of 9 objects: (a) to (i). Each object has specific indicators used to compute sub-indices, and the DAI is obtained by taking a simple equal-weighted average of these sub-indices. Index number theory suggests that weights can often be arbitrary and manipulated to produce desired outcomes. To prevent data manipulation, equal weights were used to calculate the index. The formula for the equal-weighted DAI is as follows:

$$\text{DAI} = \frac{\text{Object (a)} + \text{Object (b)} + \text{Object (c)} + \text{Object (d)} + \text{Object (e)} + \text{Object (f)} + \text{Object (g)} + \text{Object (h)} + \text{Object (i)}}{9}$$

9

- Key:
- (a) promote democratic and accountable exercise of power;
  - (b) to foster national unity by recognizing diversity;
  - (c) to give powers of self-governance to the people and enhance the participation of the people in the exercise of the powers of the State and in making decisions affecting them;
  - (d) to recognize the right of communities to manage their own affairs and to further their development;

- (e) to protect and promote the interests and rights of minorities and marginalized communities;*
- (f) to promote social and economic development and the provision of proximate, easily accessible services throughout Kenya;*
- (g) to ensure equitable sharing of national and local resources throughout Kenya;*
- (h) to facilitate the decentralization of State organs, their functions and services from the capital of Kenya;*
- (i) to enhance checks and balances and the separation of powers.*

### **3.3 Data Sources**

Secondary data sources were utilized during the data collection process, drawing on various documents. The secondary sources of data for the study included government reports such as the Public Procurement Regulatory Authority report, Kenya National Bureau of Statistics (including statistical abstracts, Kenya Demographic Health Survey, 2019, Kenya Population and Housing Census, Kenya Integrated Household Budget Surveys, and Kenya Economic Surveys), Ministry of Education (Statistical booklet), Ethnic and Diversity Audit of the County Public Service, 2023, Huduma Kenya Digitalization Plan, Kenya Roads Board, County Assemblies Forum website, OCOB and KIPPRA (PAI, 2022).

#### 4. OVERALL ACHIEVEMENT AT 10 YEARS MADE IN THE OBJECT OF THE DEVOLUTION

The DAI constituted a total of 9 pillars, namely: promoting democratic and accountable exercise of power; fostering national unity by recognizing diversity; giving powers of self-governance to the people; recognizing the right of communities to manage their own affairs; protecting and promoting the interests and rights of minorities and marginalized communities; promoting social and economic development and the provision of proximate, easily accessible services; ensuring equitable sharing of national and local resources; decentralizing state organs and their functions; and enhancing checks and balances and the separation of powers. These objectives comprise several indicators that guided the development of the Devolution Achievement Index scores. The overall DAI is constructed as a simple, equal-weighted average of the pillar indices.

**Table 2: Scores for the Counties on Devolution Achievement at 10 years**

County / Indicator	(a)	(b)	(c)	(d)	(e)	(f)	(g)	(h)	(i)	DAI at 10 years
Baringo	0.66	0.80	0.08	0.77	0.29	0.45	0.80	0.72	0.12	0.52
Bomet	0.66	0.67	0.00	0.78	0.13	0.42	0.88	0.66	0.31	0.50
Bungoma	0.69	0.85	0.00	0.82	0.23	0.44	0.82	0.76	0.25	0.54
Busia	0.60	0.97	0.00	0.66	0.18	0.46	0.82	0.71	0.46	0.54
Elgeyo Marakwet	0.72	0.71	0.08	0.83	0.23	0.41	0.88	0.75	0.38	0.55
Embu	0.62	0.95	0.08	0.76	0.22	0.53	0.91	0.72	0.32	0.57
Garissa	0.63	0.81	0.00	0.69	0.08	0.43	0.63	0.60	0.23	0.46
Homa Bay	0.59	0.79	0.17	0.83	0.17	0.31	0.85	0.60	0.10	0.49
Isiolo	0.51	0.98	0.00	0.71	0.32	0.46	0.81	0.83	0.19	0.53
Kajiado	0.64	0.98	0.00	0.74	0.35	0.57	0.83	0.62	0.22	0.55
Kakamega	0.65	0.72	0.33	0.78	0.21	0.43	0.89	0.67	0.31	0.56
Kericho	0.74	0.73	0.00	0.80	0.29	0.51	0.89	0.62	0.42	0.56
Kiambu	0.60	0.80	0.00	0.87	0.50	0.70	0.92	0.58	0.28	0.58
Kilifi	0.63	0.94	0.00	0.68	0.29	0.49	0.79	0.70	0.31	0.54
Kirinyaga	0.67	0.74	0.08	0.89	0.39	0.58	0.91	0.66	0.21	0.57
Kisii	0.66	0.68	0.08	0.74	0.29	0.41	0.86	0.65	0.52	0.54
Kisumu	0.66	0.82	0.08	0.79	0.50	0.60	0.88	0.56	0.23	0.57
Kitui	0.56	0.74	0.00	0.70	0.13	0.33	0.79	0.71	0.14	0.45
Kwale	0.60	0.90	0.00	0.73	0.22	0.35	0.76	0.72	0.36	0.51
Laikipia	0.53	0.93	0.08	0.81	0.33	0.40	0.82	0.51	0.40	0.53
Lamu	0.53	1.00	0.00	0.90	0.21	0.49	0.80	0.80	0.38	0.57

County / Indicator	(a)	(b)	(c)	(d)	(e)	(f)	(g)	(h)	(i)	DAI at 10 years
Machakos	0.63	0.84	0.00	0.91	0.39	0.54	0.90	0.50	0.35	0.56
Makueni	0.66	0.80	0.08	0.75	0.24	0.44	0.89	0.72	0.24	0.54
Mandera	0.68	0.73	0.08	0.57	0.16	0.34	0.66	0.72	0.21	0.46
Marsabit	0.72	0.97	0.08	0.62	0.20	0.29	0.70	0.70	0.41	0.52
Meru	0.60	0.81	0.33	0.75	0.29	0.47	0.80	0.64	0.36	0.56
Migori	0.69	0.99	0.08	0.77	0.24	0.35	0.85	0.62	0.26	0.54
Mombasa	0.47	0.98	0.50	0.83	0.45	0.72	0.90	0.47	0.38	0.63
Murang'a	0.71	0.72	0.00	0.82	0.37	0.57	0.90	0.71	0.28	0.57
Nairobi City	0.54	0.83	0.08	0.83	0.63	0.70	0.81	0.46	0.37	0.58
Nakuru	0.70	0.97	0.00	0.85	0.43	0.51	0.84	0.62	0.40	0.59
Nandi	0.62	0.72	0.00	0.77	0.24	0.41	0.83	0.71	0.15	0.49
Narok	0.60	0.97	0.00	0.81	0.14	0.31	0.77	0.61	0.39	0.51
Nyamira	0.59	0.68	0.00	0.79	0.28	0.41	0.87	0.69	0.18	0.50
Nyandarua	0.70	0.71	0.00	0.81	0.28	0.53	0.89	0.62	0.47	0.56
Nyeri	0.65	0.74	0.08	0.86	0.42	0.57	0.92	0.67	0.34	0.58
Samburu	0.63	0.87	0.08	0.64	0.17	0.24	0.64	0.78	0.26	0.48
Siaya	0.71	0.77	0.08	0.74	0.14	0.40	0.85	0.66	0.39	0.53
Taita Taveta	0.59	0.97	0.08	0.89	0.20	0.62	0.87	0.50	0.20	0.55
Tana River	0.65	0.94	0.00	0.76	0.20	0.41	0.70	0.73	0.35	0.53
Tharaka Nithi	0.67	0.89	0.00	0.82	0.23	0.48	0.88	0.78	0.45	0.58
Trans Nzoia	0.62	1.00	0.33	0.80	0.34	0.51	0.87	0.73	0.37	0.62
Turkana	0.60	0.90	0.00	0.62	0.20	0.31	0.59	0.63	0.15	0.44
Uasin Gishu	0.66	0.94	0.00	0.81	0.48	0.54	0.85	0.72	0.29	0.59
Vihiga	0.63	0.74	0.25	0.83	0.26	0.58	0.89	0.64	0.33	0.57
Wajir	0.66	0.79	0.00	0.52	0.20	0.23	0.64	0.71	0.09	0.43
West Pokot	0.75	0.85	0.83	0.70	0.11	0.26	0.75	0.75	0.27	0.59
<b>Average</b>	<b>0.64</b>	<b>0.84</b>	<b>0.09</b>	<b>0.77</b>	<b>0.27</b>	<b>0.46</b>	<b>0.82</b>	<b>0.67</b>	<b>0.30</b>	<b>0.54</b>

Data source: Authors' computations using data from various sources

- Key:
- (a) to promote democratic and accountable exercise of power;
  - (b) to foster national unity by recognizing diversity;
  - (c) to give powers of self-governance to the people and enhance the participation of the people in the exercise of the powers of the State and in making decisions affecting them;
  - (d) to recognize the right of communities to manage their own affairs and to further their development;

- (e) *to protect and promote the interests and rights of minorities and marginalized communities;*
- (f) *to promote social and economic development and the provision of proximate, easily accessible services throughout Kenya;*
- (g) *to ensure equitable sharing of national and local resources;*
- (h) *to facilitate the decentralization of State organs, their functions and services from the capital of Kenya;*
- (i) *to enhance checks and balances and the separation of powers.*

Out of the 47 counties, 23 had Devolution Achievement Index (DAI) scores above the average level of 0.54. 18 counties exhibited scores below this average while 6 counties had a score of 0.54 which is similar to the national average (Table 1). The top 10 performers included Mombasa (0.63), Trans Nzoia (0.62), Nakuru (0.59), Uasin Gishu (0.59), West Pokot (0.59), Nairobi (0.58), Nyeri (0.58), Kiambu (0.58), Tharaka Nithi (0.58), Kisumu (0.57), Vihiga (0.57), Kirinyaga (0.57), Embu (0.57), Lamu (0.57) and Murang'a (0.57). These counties exhibited higher scores in recognizing the right of communities to manage their own affairs and to further their development and in ensuring equitable sharing of national and local resources. However, they exhibited challenges in giving powers of self-governance to the people and enhancing public participation as well as in enhancing checks and balances and the separation of powers.

Conversely, the 10 lowest-performing counties included Wajir (0.43), Turkana (0.44), Kitui (0.45), Garissa (0.46), Mandera (0.46), Samburu (0.48), Homa Bay (0.49), Nandi (0.49), Nyamira (0.50), and Bomet (0.50). This performance was mainly attributed to lower scores in the following objects: giving powers of self-governance to the people and enhancing the participation of the people in the exercise of the powers of the State and in making decisions affecting them; protecting and promoting the interests and rights of minorities and marginalized communities; promoting social and economic development and the provision of proximate, easily accessible services; and enhancing checks and balances and the separation of powers. However, these counties performed better in ensuring equitable sharing of national and local resources.

### **Arid, semi-arid and non-ASAL counties**

The data indicates a variation in the DAI scores: arid counties scored 0.45 while semi-arid and non-ASAL counties scored 0.52. Among the objectives comprising the index, arid counties achieved the highest average scores in fostering national unity by recognizing diversity (0.87) and facilitating the decentralization of State organs, their functions and services from the capital of Kenya (0.71). Arid counties had the lowest average score in giving powers of self-governance to the people and enhancing their participation in the exercise of the powers of the State and in making decisions affecting them (0.03), as well as in protecting and promoting the interests and rights of minorities and marginalized communities (0.19).

Semi-arid counties showed their highest average scores in fostering national unity by recognizing diversity (0.87), ensuring equitable sharing of national and local resources throughout Kenya (0.86), and recognizing the right of communities to manage their own affairs and to further their development (0.84). Their lowest average scores were in giving powers of self-governance to the people and enhancing their participation in the exercise of the powers of the State and in making decisions affecting them (0.05), as well as in protecting and promoting the interests and rights of minorities and marginalized communities (0.29). Non-ASAL counties exhibited a similar pattern, with the highest average scores in fostering national unity by recognizing diversity (0.80), ensuring equitable sharing of national and local resources throughout Kenya (0.86), and recognizing the right of communities to manage their own affairs and to further their development (0.80). Their lowest average scores were in giving powers of self-governance to the people and enhancing their participation in the exercise of the powers of the State and in making decisions affecting them (0.09), as well as in enhancing checks and balances and the separation of powers (0.32).

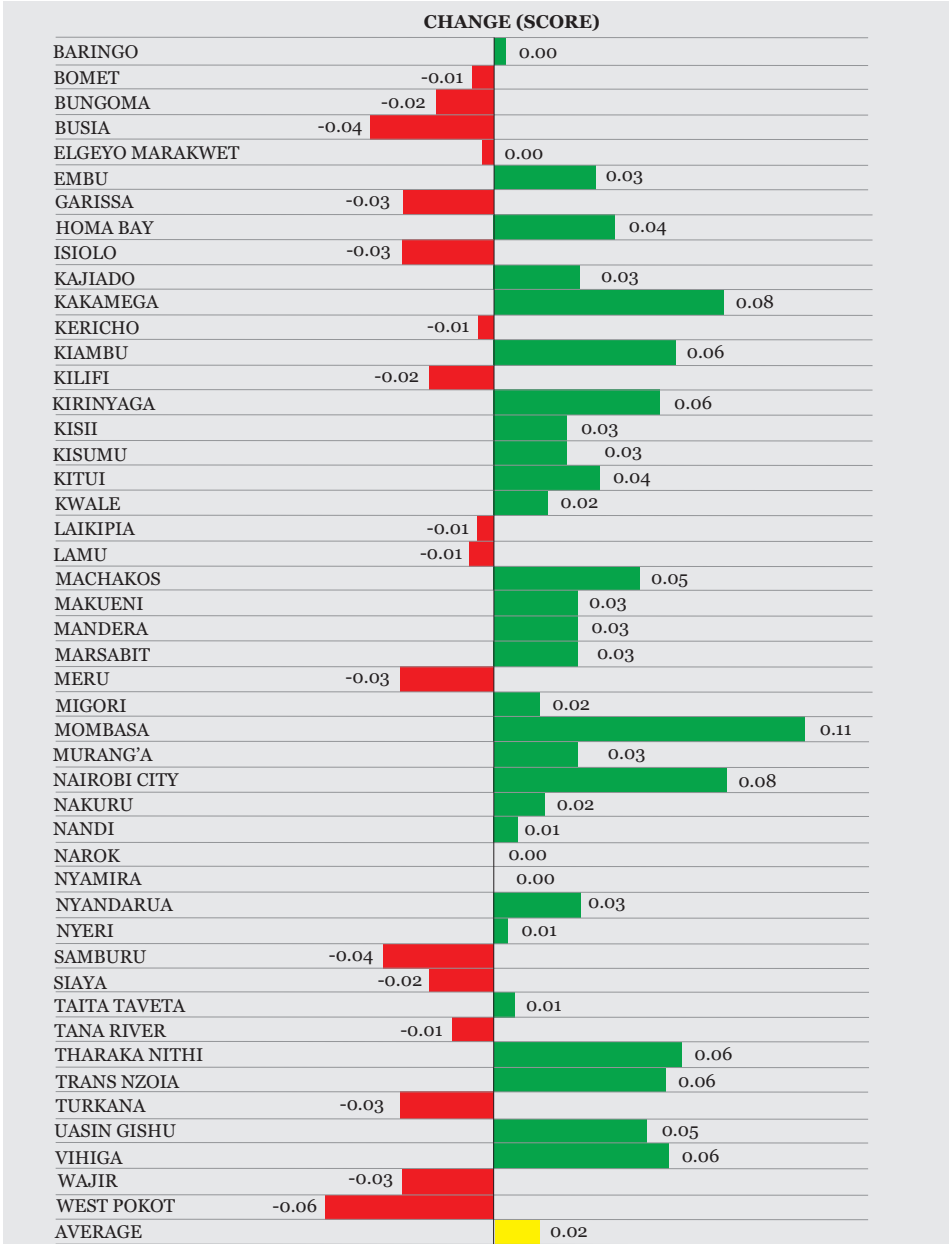
### **Comparison of performance between the first and second county governments**

Figure 1 illustrates changes in the score for the various indices (second government score minus first government score). Counties with the same regimes between the first and second county governments experienced an average change of 0.02. These counties include Busia, Elgeyo Marakwet, Embu, Homa Bay, Kericho, Kilifi, Kisii, Kwale, Machakos, Makueni, Mandera, Migori, Mombasa, Murang'a, Narok, Samburu, Siaya, Trans Nzoia, Turkana and Uasin Gishu. Their performance in DAI varied; for example, Mombasa improved from 0.59 to 0.69, Machakos from 0.51 to 0.56, and Mandera from 0.42 to 0.45. Conversely, Turkana's performance decreased from 0.45 to 0.42, Samburu's from 0.50 to 0.46, and Siaya's from 0.54 to 0.51, (Appendix 1).

Counties with different regimes between the first and second county governments had an average change of 0.01. These counties include Tana River, Lamu, Taita Taveta, Garissa, Isiolo, Nairobi City, Marsabit, Wajir, Meru, Tharaka Nithi, Kitui, Nyandarua, Nyeri, Kirinyaga, Kiambu, West Pokot, Nandi, Baringo, Laikipia, Nakuru, Kajiado, Bomet, Vihiga, Bungoma, Kisumu, and Nyamira (CoG). They exhibited diverse performance of DAI. For example, Trans Nzoia's score increased from 0.58 to 0.64, Kiambu's from 0.56 to 0.62, Kitui's from 0.43 to 0.46 and Nairobi City's from 0.56 to 0.64. Conversely, Wajir's score decreased from 0.42 to 0.39, Meru's from (0.58 to 0.55) and Garissa's from (0.47 to 0.44) in DAI performance (Appendix 1).

Overall, the data suggests that, on average, the performance of DAI is not necessarily determined by whether there was a change in regime between the first and second county governments.

**Figure 1: Change in Overall Devolution Achievement score from First to Second county Government**



Data Source: Authors' computations using DAI datasets.

Key – A negative value implies that the score for the index in the second government is lower than in the first government. A positive value implies that the score for the index in the second government is higher than in the first government.

Mombasa, Nairobi City, Kiambu, Trans Nzoia and Uasin Gishu consistently exhibited high scores above the average (first county government: 0.52, second county government: 0.54) in both the first and second county governments (Figure 2). These counties demonstrated improvements of 0.10, 0.08, 0.06, 0.06 and 0.05, respectively (Figure 1), from the first county government (0.59, 0.56, 0.56, 0.58 and 0.55) to the second county government (0.69, 0.64, 0.62, 0.64 and 0.60), respectively, in the DAI (Table 2). They exhibited significant advancements in giving powers of self-governance to the people and enhancing the participation of the people, recognizing the right of communities to manage their own affairs and to further their development, protecting and promoting the interests and rights of minorities and marginalized communities, and ensuring equitable sharing of national and local resources throughout Kenya (Table 2).

Machakos and Kakamega showed significant improvement in their scores from the first to the second county government (Figure 2). The scores in the first county government were below the average score of 0.52, while the scores in the second county government were above the average score of 0.54. Machakos and Kakamega demonstrated improvements of 0.05 and 0.08, respectively (Figure 1), from the first county government (0.51 and 0.50) to the second county government (0.56 and 0.58) in the DAI (Table 2). The second county government in these counties exhibited significant advancements in giving powers of self-governance to the people and enhancing the participation of the people, recognizing the right of communities to manage their own affairs and to further their development, and ensuring equitable sharing of national and local resources throughout Kenya (Appendix 1).

Isiolo, Laikipia, Kilifi and Busia had scores above the average of 0.52 in the first county government but experienced a decline in the second county government, scoring below the average of 0.54. Specifically, Isiolo, Laikipia, Kilifi and Busia showed declines of 0.03, 0.00, 0.03 and 0.05, respectively, from the first government (0.54, 0.53, 0.55 and 0.55) to the second county government (0.51, 0.53, 0.52 and 0.50) in the DAI (Table 2). The second county government in these counties experienced a significant decline in promoting democratic and accountable exercise of power, and enhancing checks and balances and the separation of powers (Annex 1).

Mandera, Wajir, Garissa and Turkana consistently scored below the average in both periods. These counties scored 0.42, 0.42, 0.47 and 0.45, respectively, in the first county government and 0.45, 0.39, 0.44 and 0.42, respectively, in the second government respectively in the DAI (Table 2). They experienced challenges in giving powers of self-governance to the people and enhancing the participation of the people, protecting and promoting the interests and rights of minorities and marginalized communities, and enhancing checks and balances and the separation of powers in both governments (Appendix 1).



**Table 3: Summary for counties in various quadrants showing change between first and second county governments -DAI**

Quadrant	County / Indicator	(a)	(b)	(c)	(d)	(e)	(f)	(g)	(h)	(i)	DAI
<b>Consistent high performance</b>	Mombasa	-0.13	0.03	1.00	0.00	0.04	0.27	0.09	0.01	-0.35	0.10
	Nairobi City	-0.18	0.33	0.17	-0.01	0.04	0.47	0.06	-0.03	-0.14	0.08
	Kiambu	-0.12	0.00	0.00	0.08	0.07	0.04	0.12	0.00	0.38	0.06
	Trans Nzoia	-0.16	0.00	0.67	0.12	0.04	-0.15	0.18	0.00	-0.17	0.06
	Uasin Gishu	-0.08	-0.12	0.00	0.10	0.05	0.05	0.04	0.00	0.43	0.05
<b>Improved above average</b>	Machakos	0.01	-0.12	0.00	0.19	0.04	0.02	0.24	-0.03	0.11	0.05
	Kakamega	-0.05	0.10	0.67	0.14	0.06	0.03	0.18	0.05	-0.47	0.08
<b>Reduced to below average</b>	Isiolo	-0.10	-0.05	0.00	0.05	0.01	0.06	0.03	0.01	-0.28	-0.03
	Laikipia	-0.26	0.01	0.17	0.07	0.00	0.00	0.09	0.12	-0.24	0.00
	Kilifi	-0.02	-0.12	0.00	0.11	0.02	0.10	0.02	-0.03	-0.28	-0.03
	Busia	-0.04	0.04	0.00	0.12	0.07	0.10	0.06	0.00	-0.73	-0.05
<b>Persistently below average</b>	Mandera	-0.09	-0.03	0.17	0.08	0.02	-0.16	0.23	0.00	0.06	0.03
	Wajir	-0.05	-0.16	0.00	-0.05	0.03	-0.11	0.17	-0.02	-0.09	-0.03
	Garissa	-0.06	-0.31	0.00	0.19	-0.03	-0.14	0.00	0.01	0.05	-0.03
	Turkana	-0.11	-0.13	0.00	0.03	0.01	0.09	-0.11	-0.18	0.16	-0.03
	<b>Average (47 counties)</b>	<b>-0.09</b>	<b>-0.05</b>	<b>0.11</b>	<b>0.09</b>	<b>0.05</b>	<b>0.04</b>	<b>0.07</b>	<b>0.07</b>	<b>-0.01</b>	<b>-0.08</b>

Data Source: Authors' computations using DAI datasets

- Key:
- (a) to promote democratic and accountable exercise of power;
  - (b) to foster national unity by recognizing diversity;
  - (c) to give powers of self-governance to the people and enhance the participation of the people in the exercise of the powers of the State and in making decisions affecting them;
  - (d) to recognize the right of communities to manage their own affairs and to further their development;
  - (e) to protect and promote the interests and rights of minorities and marginalized communities;
  - (f) to promote social and economic development and the provision of proximate, easily accessible services throughout Kenya;
  - (g) to ensure equitable sharing of national and local resources throughout Kenya;
  - (h) to facilitate the decentralization of State organs, their functions and services, from the capital of Kenya;
  - (i) to enhance checks and balances and the separation of powers.

## 5. PROMOTE DEMOCRATIC AND ACCOUNTABLE EXERCISE OF POWER

This section assesses democratic practices and accountability as essential components for fostering transparency and citizen engagement at the county level. It outlines the key indicators that were analyzed, including adherence to public procurement regulations for both county assemblies and county executives, as well as voter turnout, which serve as benchmarks for assessing the effectiveness of governance structures.

**Table 4: Overall index on promoting democratic and accountable exercise of power**

County / Indicator	Compliance with the public procurement legal and regulatory framework for County Executives	Compliance with the public procurement legal and regulatory framework for County Assemblies (CAs)	Voter turnout	(a) Index at 10 years
Baringo	0.47	0.71	0.80	0.66
Bomet	0.47	0.70	0.81	0.66
Bungoma	0.66	0.72	0.69	0.69
Busia	0.42	0.67	0.73	0.60
Elgeyo Marakwet	0.61	0.74	0.80	0.72
Embu	0.42	0.68	0.74	0.62
Garissa	0.60	0.67	0.62	0.63
Homa Bay	0.32	0.67	0.79	0.59
Isiolo	0.27	0.57	0.69	0.51
Kajiado	0.50	0.70	0.73	0.64
Kakamega	0.59	0.70	0.68	0.65
Kericho	0.68	0.75	0.79	0.74
Kiambu	0.37	0.68	0.74	0.60
Kilifi	0.66	0.65	0.57	0.63
Kirinyaga	0.48	0.74	0.79	0.67
Kisii	0.60	0.70	0.69	0.66
Kisumu	0.51	0.71	0.77	0.66
Kitui	0.35	0.63	0.69	0.56
Kwale	0.57	0.63	0.61	0.60
Laikipia	0.24	0.62	0.73	0.53
Lamu	0.34	0.59	0.67	0.53

County / Indicator	Compliance with the public procurement legal and regulatory framework for County Executives	Compliance with the public procurement legal and regulatory framework for County Assemblies (CAs)	Voter turnout	(a) Index at 10 years
Machakos	0.52	0.68	0.68	0.63
Makueni	0.57	0.72	0.70	0.66
Mandera	0.63	0.72	0.70	0.68
Marsabit	0.68	0.75	0.74	0.72
Meru	0.42	0.66	0.72	0.60
Migori	0.54	0.73	0.79	0.69
Mombasa	0.38	0.52	0.52	0.47
Murang'a	0.59	0.78	0.77	0.71
Nairobi City	0.38	0.61	0.64	0.54
Nakuru	0.62	0.74	0.73	0.70
Nandi	0.42	0.66	0.77	0.62
Narok	0.33	0.66	0.80	0.60
Nyamira	0.45	0.64	0.70	0.59
Nyandarua	0.57	0.77	0.77	0.70
Nyeri	0.45	0.73	0.78	0.65
Samburu	0.47	0.67	0.74	0.63
Siaya	0.60	0.75	0.77	0.71
Taita Taveta	0.47	0.64	0.67	0.59
Tana River	0.57	0.68	0.71	0.65
Tharaka Nithi	0.52	0.72	0.76	0.67
Trans Nzoia	0.51	0.66	0.68	0.62
Turkana	0.52	0.63	0.65	0.60
Uasin Gishu	0.56	0.70	0.73	0.66
Vihiga	0.55	0.68	0.67	0.63
Wajir	0.61	0.69	0.69	0.66
West Pokot	0.65	0.78	0.82	0.75
<b>Average</b>	<b>0.50</b>	<b>0.69</b>	<b>0.72</b>	<b>0.64</b>

Data Source: Authors' computations using data from various sources

Key: (a) promote democratic and accountable exercise of power

Out of the 47 counties, 24 had scores on the promoting democratic and accountable exercise of power index above the average level of 0.64, while 23 counties exhibited scores below this average (see Table 4). The top 10 performing counties included West Pokot (0.75), Kericho (0.74), Marsabit (0.72), Elgeyo Marakwet (0.72), Murang'a (0.71), Siaya (0.71), Nyandarua (0.70), Nakuru (0.70), Bungoma (0.69), and Migori (0.69). These counties exhibited higher scores in all the indicators, including compliance with public procurement regulations for both County Executives and County Assemblies (CAs), as well as higher voter turnout rates.

Conversely, the lowest 10 performing counties included Mombasa (0.47), Isiolo (0.51), Laikipia (0.53), Lamu (0.53), Nairobi City (0.54), Kitui (0.56), Taita Taveta (0.59), Homa Bay (0.59), Nyamira (0.59) and Narok (0.60). These counties presented lower scores on compliance with public procurement regulations for County Executives. However, they did perform better in voter turnout.

### **Arid, semi-arid and non-ASAL counties**

The data indicates a slight difference in the index for promoting democratic and accountable exercise of power across arid (0.64), semi-arid (0.63), and non-ASAL (0.64) counties. Among the indicators comprising the index, arid counties had the highest average scores for voter turnout (0.69) and compliance with the public procurement legal and regulatory framework for county assemblies (0.67). Their lowest average score was for compliance with the public procurement framework for county executives (0.54).

Similarly, semi-arid counties showed their highest average scores in voter turnout (0.73) and compliance with the public procurement legal and regulatory framework for county assemblies (0.68). Their lowest average score was in compliance with the public procurement legal and regulatory framework for county executives (0.47).

Non-ASAL counties followed a similar pattern, with the highest average scores in voter turnout (0.72) and compliance with the public procurement legal and regulatory framework for county assemblies (0.69). Their lowest average score was in compliance with the public procurement legal and regulatory framework for county executives (0.52).

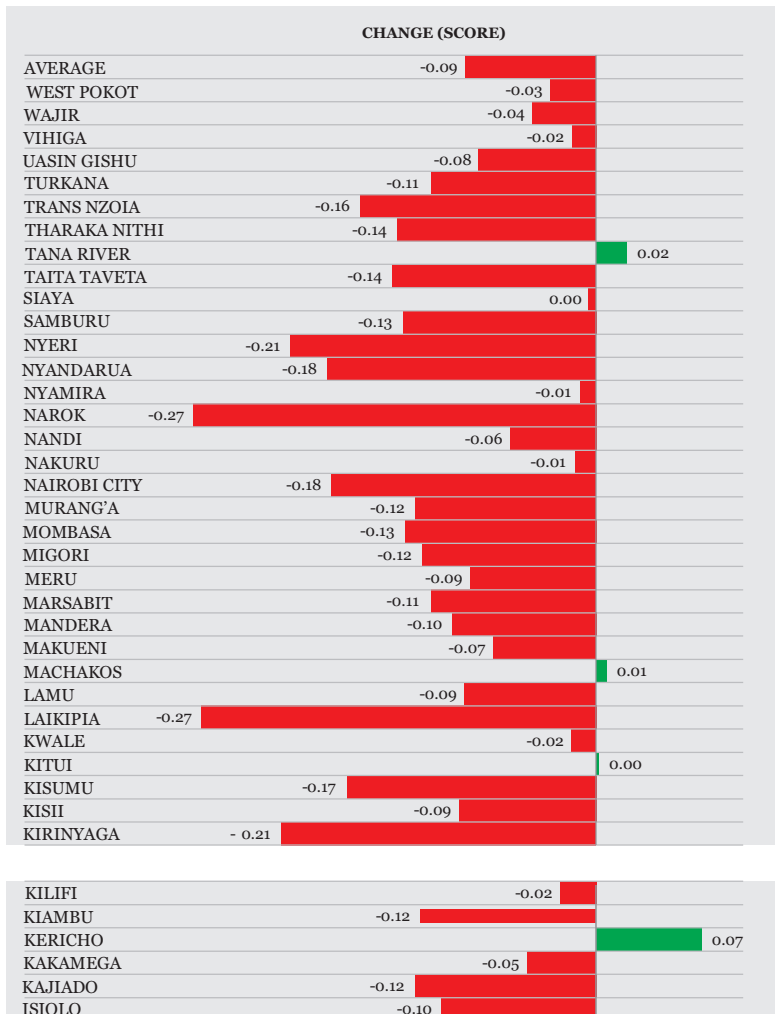
### **Comparing the performance of the first and second County Governments**

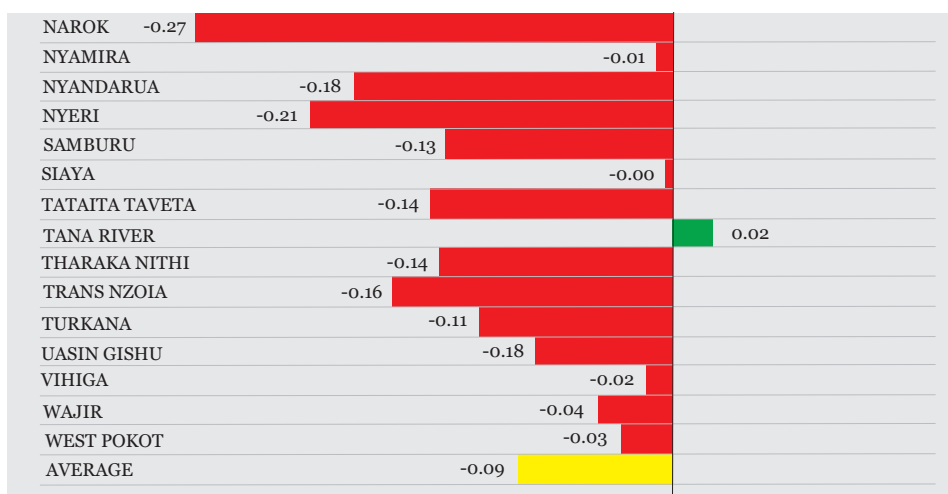
Figure 3 presents changes in the score for the democratic and accountable exercise of power index from the first to the second county governments (second government score – first government score). Counties with the same regimes between the first and second county governments experienced an average change of -0.07. They demonstrated varying performance in the objective of promoting democratic and accountable exercise of power. For example, Kericho's score increased from 0.70 to 0.77 and Homa Bay's from 0.58 to 0.61. West Pokot's score decreased from 0.76 to 0.73, Murang'a's from 0.78 to 0.65, Elgeyo Marakwet's from 0.73 to 0.70, and Mombasa's from 0.54 to 0.41 in this objective (see Appendix 2).

Counties with different regimes between the first and second county governments had an average change of -0.10. They exhibited diverse performance outcomes. For example, Tana River’s score increased from 0.64 to 0.66 whereas Laikipia’s score decreased from 0.66 to 0.40, Lamu’s from 0.58 to 0.49, and Nairobi City’s from 0.63 to 0.45 in promoting democratic and accountable exercise of power across both regimes (see Appendix 2).

Overall, the data suggests that, on average, the performance of counties in the objective of promoting democratic and accountable exercise of power declined slightly for both regimes. However, there was a more significant decline in counties with the same regime between the first and second county governments.

**Figure 3: Change in democratic and accountable exercise of power score from First to Second county Governments**





*Data Source: Authors' computations using DAI datasets*

*Key – A negative value implies that the score for the index in the second government is lower than in the first government. A positive value implies that the score for the index in the second government is higher than in the first government.*

Muranga, Uasin Gishu, Nyandarua, Makueni, and Nakuru consistently exhibited high scores above the average (first government: 0.68, second government: 0.59) in both the first and second governments (Figure 4). These counties scored 0.78, 0.70, 0.79, 0.70 and 0.70 in the first county government, and 0.65, 0.62, 0.61, 0.63 and 0.69 in the second government, respectively, in promoting democratic and accountable exercise of power (Appendix 2). The counties performed higher in all the indicators, including compliance with the public procurement legal and regulatory framework for county executives and county assemblies, as well as in voter turnout (Table 4). However, while these counties scored above average in both regimes, the scores for promoting democratic and accountable exercise of power declined from the first to the second county government (Table 5).

For Garissa, Kwale, Tana River, Vihiga, and Machakos, the scores for the first county government were below the average score of 0.68 while the scores for the second county government were above the average score of 0.59 (Figure 4). These counties demonstrated an improvement in average scores from the first county government (0.66, 0.61, 0.64, 0.64 and 0.62) to the second government (0.60, 0.59, 0.66, 0.63 and 0.63), respectively, in DAI (Appendix 2). Additionally, these counties performed better in compliance with the public procurement legal and regulatory framework for county assemblies and in voter turnout. However, they did not perform well in compliance with the public procurement legal and regulatory framework for county executives (Table 4). Furthermore, although these counties scored above average in the second government, there was a decline in scores for promoting democratic and accountable exercise of power from the first to the second county government (Table 5).



**Table 5: Summary for counties in various quadrants showing change between first and second county governments -Democratic and accountable exercise of power**

Quadrant	County/ Indicator	Compliance with the public procurement legal and regulatory framework for County Executives	Compliance with the public procurement legal and regulatory framework for County Assemblies (CAs)	Voter turnout	(a)
<b>Consistent high performance</b>	Makueni	0.11	-0.15	-0.18	-0.07
	Murang'a	0	-0.19	-0.19	-0.13
	Nakuru	0.21	-0.12	-0.14	-0.01
	Nyandarua	-0.15	-0.2	-0.2	-0.18
	Uasin Gishu	-0.04	-0.13	-0.06	-0.08
<b>Improved above average</b>	Garissa	0.02	-0.07	-0.15	-0.06
	Kwale	0.13	-0.06	-0.11	-0.02
	Machakos	0.34	-0.16	-0.16	0.01
	Tana River	0.25	-0.12	-0.07	0.02
	Vihiga	0.22	-0.13	-0.14	-0.01
<b>Reduced to below average</b>	Kirinyaga	-0.21	-0.26	-0.17	-0.21
	Nyeri	-0.16	-0.28	-0.19	-0.2
	Kajiado	-0.04	-0.2	-0.13	-0.13
	Narok	-0.44	-0.33	-0.05	-0.27
<b>Persistently below average</b>	Isiolo	0.05	-0.3	-0.06	-0.1
	Kitui	0.42	-0.27	-0.14	0
	Meru	0.1	-0.24	-0.12	-0.08
	Mombasa	-0.09	-0.14	-0.15	-0.13
	Nairobi City	-0.13	-0.24	-0.17	-0.18
	<b>Average (47 counties)</b>	<b>0.03</b>	<b>-0.19</b>	<b>-0.12</b>	<b>-0.09</b>

## 6. FOSTER NATIONAL UNITY BY RECOGNIZING DIVERSITY

This section assesses the fostering of national unity by recognizing diversity as a means to promote inclusivity and understanding among communities. It outlines the key indicators that were analyzed, including the representation of minority groups in public service, and the representation of female members in county assemblies and executive positions.

**Table 6: Overall index on fostering national unity by recognizing diversity**

County/Indicator	Percentage of Minority Ethnic Group	Female Members of County Assembly (Elected and nominated)	Female Members of County Executive Committee	(b) index at 10 years
Baringo	0.50	1.00	0.90	0.80
Bomet	0.10	0.96	0.95	0.67
Bungoma	0.68	1.00	0.86	0.85
Busia	1.00	0.96	0.95	0.97
Elgeyo Marakwet	0.18	1.00	0.95	0.71
Embu	1.00	1.00	0.86	0.95
Garissa	0.64	0.90	0.90	0.81
Homa Bay	0.59	1.00	0.78	0.79
Isiolo	1.00	1.00	0.93	0.98
Kajiado	0.99	1.05	0.90	0.98
Kakamega	0.21	1.00	0.95	0.72
Kericho	0.30	1.00	0.88	0.73
Kiambu	0.44	1.00	0.95	0.80
Kilifi	0.82	1.00	1.00	0.94
Kirinyaga	0.23	0.98	1.00	0.74
Kisii	0.26	1.00	0.78	0.68
Kisumu	0.59	1.00	0.88	0.82
Kitui	0.55	0.97	0.69	0.74
Kwale	0.82	1.00	0.88	0.90
Laikipia	0.85	1.00	0.93	0.93
Lamu	1.00	1.00	1.00	1.00
Machakos	0.57	1.00	0.95	0.84
Makueni	0.44	1.00	0.95	0.80
Mandera	0.39	1.00	0.78	0.73

County/Indicator	Percentage of Minority Ethnic Group	Female Members of County Assembly (Elected and nominated)	Female Members of County Executive Committee	(b) index at 10 years
Marsabit	1.00	1.00	0.90	0.97
Meru	0.44	1.00	1.00	0.81
Migori	0.97	1.00	1.00	0.99
Mombasa	1.00	1.00	0.95	0.98
Murang'a	0.24	0.96	0.95	0.72
Nairobi City	1.00	1.00	0.50	0.83
Nakuru	1.00	1.00	0.90	0.97
Nandi	0.39	0.98	0.78	0.72
Narok	1.00	1.00	0.90	0.97
Nyamira	0.25	1.00	0.78	0.68
Nyandarua	0.18	1.00	0.95	0.71
Nyeri	0.21	1.00	1.00	0.74
Samburu	0.69	0.98	0.95	0.87
Siaya	0.51	0.89	0.90	0.77
Taita Taveta	1.00	0.97	0.95	0.97
Tana River	1.00	0.98	0.83	0.94
Tharaka Nithi	0.92	1.00	0.76	0.89
Trans Nzoia	1.00	1.00	1.00	1.00
Turkana	0.81	1.00	0.90	0.90
Uasin Gishu	0.82	1.00	1.00	0.94
Vihiga	0.32	1.00	0.90	0.74
Wajir	0.47	1.00	0.90	0.79
West Pokot	0.64	0.95	0.95	0.85
<b>Average</b>	<b>0.64</b>	<b>0.99</b>	<b>0.90</b>	<b>0.84</b>

Data Source: Authors' computations using data from various sources

Key: (b) to foster national unity by recognizing diversity

Out of the 47 counties, 22 had scores on fostering national unity by recognizing diversity index that exceeded the average level of 0.84; 24 counties exhibited scores below this average; while 1 county had a score of 0.84, which is similar to the national average (Table 6). The top 10 performing counties included Trans Nzoia (1.00), Lamu (1.00), Migori (0.99), Mombasa (0.98), Kajiado (0.98), Isiolo (0.98), Taita Taveta (0.97), Busia (0.97), Narok (0.97), Nakuru (0.97), and Marsabit (0.97). These counties exhibited higher scores across all the indicators, including the representation of minority ethnic groups in public service and the

representation of women in the county assembly (both elected and nominated) and county executive committee.

Conversely, the lowest 10 performing counties included Bomet (0.67), Nyamira (0.68), Kisii (0.68), Elgeyo Marakwet (0.71), Nyandarua (0.71), Nandi (0.72), Murang'a (0.72), Kakamega (0.72), Mandera (0.73) and Kericho (-0.73). These counties presented lower scores in the representation of minority ethnic groups in public service. However, they exhibited higher scores in the representation of female Members of the County Assembly (both elected and nominated) and the representation of female members of the county assembly executive committee.

### **Arid, semi-arid and non-ASAL counties**

The data indicates differences in the fostering national unity by recognizing diversity index, with arid counties scoring 0.87, semi-arid counties at 0.87, and non-ASAL counties at 0.80. Among the indicators comprising the index, arid counties had the highest average scores for the representation of female members of the county assembly (elected and nominated) at 0.98, as well as female members of the county assembly executive committee at 0.89. However, they recorded the lowest average score in the percentage of minority ethnic group which was 0.75.

Similarly, semi-arid counties achieved their highest average scores in the representation of female members of the county assembly (elected and nominated) at 1.00 and female Members of the county assembly executive committee at 0.94, with the lowest average scores in the percentage of minority ethnic group.

Non-ASAL counties followed a similar pattern, with the highest average scores in the representation of female Members of the County Assembly (elected and nominated) at 0.98 and female Members of the county assembly executive committee at 0.85. Their lowest average score was in the percentage of minority ethnic group at 0.56.

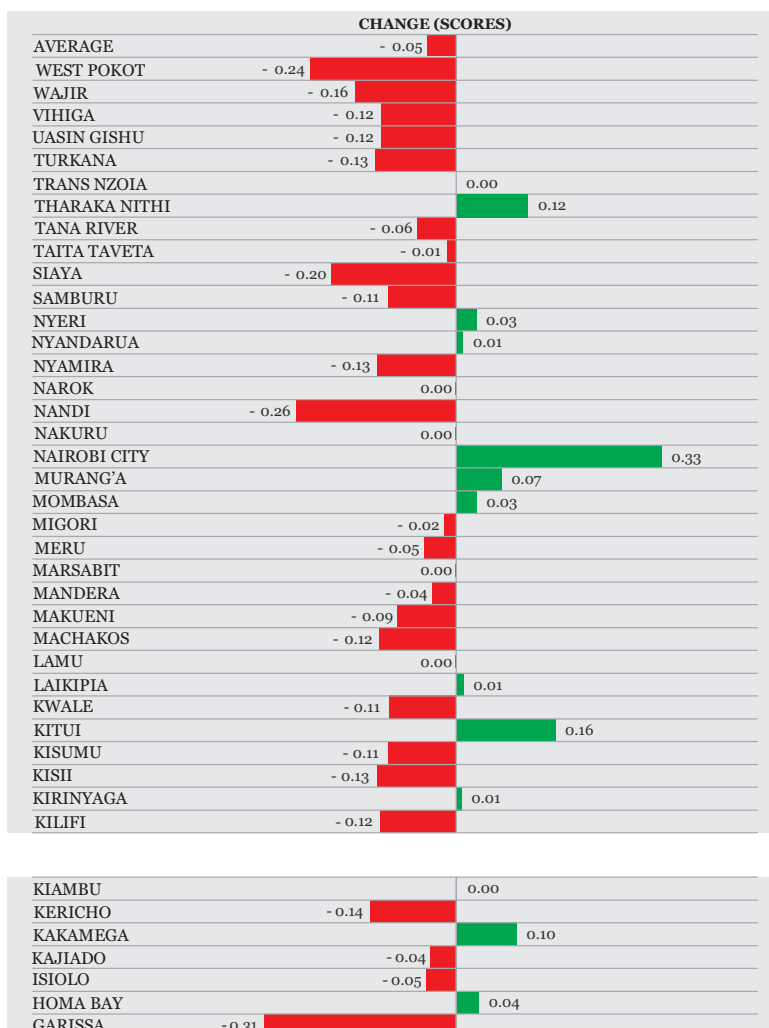
### **Comparing the performance of the first and second county governments**

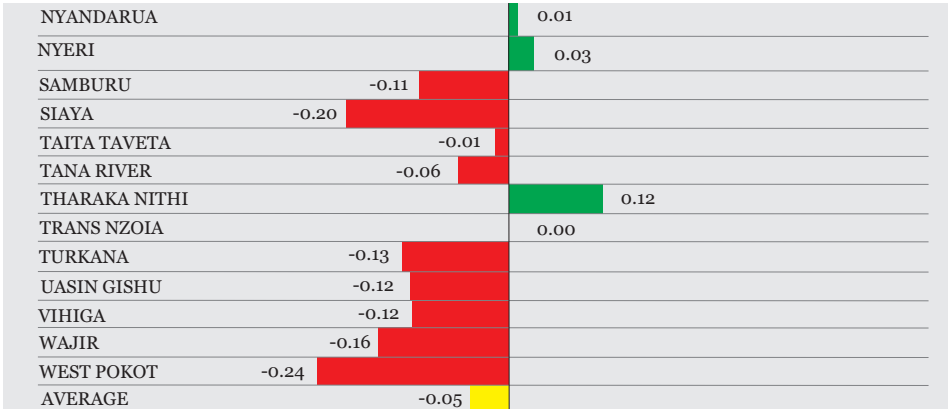
Figure 5 presents changes in the score for the objective of fostering national unity by recognizing diversity from the first to the second county governments (second government score – first government score). Counties with the same regimes between the first and second county governments experienced an average change of -0.05. These counties demonstrated varying performance in the objective of fostering national unity by recognizing diversity. For example, Mombasa's score increased from 0.97 to 1.00, Murang'a's from 0.68 to 0.75 and Kakamega's from 0.67 to 0.77. In contrast, Kwale's score decreased from 0.95 to 0.85, Turkana's from 0.97 to 0.84, Siaya's from 0.87 to 0.67 and Kericho's from 0.80 to 0.66 in the performance of the objective (Appendix 3).

Counties with different regimes between the first and second county governments had an average change of -0.04. They also exhibited diverse performance outcomes in the objective of fostering national unity by recognizing diversity. For example, Nairobi City’s score increased from 0.67 to 1.00, Kitui’s from 0.66 to 0.82, and Tharaka Nithi’s from 0.84 to 0.95. Conversely, Wajir’s score decreased from 0.87 to 0.71, Garissa’s from 0.97 to 0.66, and Nandi’s from 0.84 to 0.59 in this objective.(Appendix 3).

Overall, the data suggests that, on average, the performance of counties in the objective of fostering national unity by recognizing diversity is not necessarily determined by whether there was a change in regime between the first and second county governments.

**Figure 5: Change in fostering national unity score from the first to the second county government**





Data Source: Authors' computations using DAI datasets

Key – A negative value for the index implies that the score in the second government is lower than in the first government. A positive value implies that the score for the index in the second government is higher than in the first government.

Busia, Embu, Isiolo, Kajiado and Marsabit consistently exhibited high scores above the average (first government: 0.87, second county government: 0.82) in both the first and second county governments (Figure 6). These counties scored 0.95, 0.97, 1.00, 1.00 and 0.97 in the first government and 0.99, 0.94, 0.95, 0.96 and 0.97 in the second county government, respectively, in fostering national unity by recognizing diversity (Appendix 3). The counties performed higher in all the indicators, including the representation of minority ethnic group in public service, and the representation of female members in both the county assembly (elected and nominated) and county executives (Table 6).

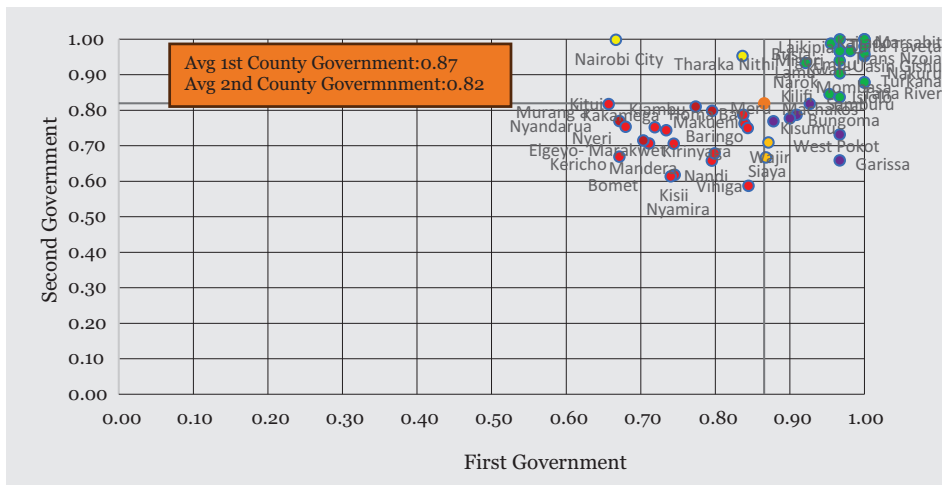
In contrast, Nairobi City, Kiambu, Kakamega and Homa Bay had scores in the first county government that were below the average score of 0.87, while their scores in the second county government were above the average score of 0.82 (Figure 6). Nairobi City and Tharaka Nithi demonstrated an improvement of average scores from the first county government (0.67 and 0.84) to the second county government (1.00 and 0.95), respectively, in fostering national unity by recognizing diversity (Appendix 3). These counties performed higher in all indicators, including the representation of the minority ethnic group in public service (Table 7).

Machakos, Kericho, Samburu and Garissa had scores above the average of 0.87 in the first county government but experienced a decline in the second county government, scoring below the average of 0.82 (Figure 6). Machakos, West Pokot, Samburu and Garissa showed a decline of 0.2, 0.14, 0.11 and 0.31 (Table 7) from the first government (0.90, 0.97, 0.93 and 0.97) to the second county government (0.78, 0.73, 0.82 and 0.66) respectively (Appendix 3). The counties experienced a significant decline in the representation of the minority ethnic group in public service in the second county government. In addition, scores for fostering national

unity by recognizing diversity declined from the first to the second government (Table 7).

Nandi, Nyandarua, Kirinyaga, Wajir and Nyamira consistently scored below the average in both regimes (Figure 6). These counties recorded scores of 0.84, 0.70, 0.73, 0.87 and 0.74 in the first county government, and 0.59, 0.71, 0.74, 0.71 and 0.61 in the second county government, respectively, in fostering national unity by recognizing diversity (Appendix 3). They did not perform well in any area, including the representation of the minority ethnic group in public service. In addition, scores for fostering national unity by recognizing diversity declined from the first to the second county government (Table 7).

**Figure 6: First and second county governments scores for fostering national unity**



Data Source: Authors' computations using DAI datasets

- Key: Top right quadrant – Consistent high performance;
- Top left quadrant – Improved above the average;
- Bottom right quadrant – Reduced performance below average;
- Bottom left quadrant – Persistently below average.

**Table 7: Summary for counties in various quadrants showing change between first and second county governments - fostering national unity by recognizing diversity**

Quadrant	County/ Indicator	Percentage of Minority Ethnic Group	Female Members of County Assembly (Elected and nominated)	Female Members of County Executive Committee Members	(b) index
<b>Consistent high performance</b>	Busia	0.00	0.00	0.10	0.03
	Embu	0.00	0.00	-0.08	-0.03
	Isiolo	0.00	0.00	-0.14	-0.05
	Kajiado	-0.02	-0.10	0.00	-0.04
	Marsabit	0.00	0.00	0.00	0.00
<b>Improved above average</b>	Tharaka Nithi	0.16	0.00	0.19	0.12
	Nairobi City	0.00	-0.01	1.00	0.33
	Garissa	-0.73	-0.20	0.00	-0.31
	West Pokot	-0.72	-0.09	0.10	-0.24
<b>Reduced to below average</b>	Machakos	-0.27	0.00	-0.10	-0.12
	Kisumu	-0.29	0.00	-0.04	-0.11
	Kirinyaga	0.06	-0.03	0.00	0.01
	Nandi	-0.50	-0.05	-0.23	-0.26
	Nyamira	-0.15	0.00	-0.23	-0.13
<b>Persistently below average</b>	Nyandarua	-0.06	0.00	0.10	0.01
	Wajir	-0.49	0.00	0.00	-0.16
	<b>Average (47 counties)</b>	<b>-0.15</b>	<b>-0.01</b>	<b>0.02</b>	<b>-0.05</b>

*Data Source: Authors' computations using DAI datasets*

*Key: (b) to foster national unity by recognizing diversity*

## 7. GIVE POWERS OF SELF-GOVERNANCE TO THE PEOPLE AND ENHANCE THE PARTICIPATION OF THE PEOPLE IN THE EXERCISE OF THE POWERS OF THE STATE AND IN MAKING DECISIONS AFFECTING THEM

This section assesses the empowerment of citizens through self-governance and enhanced participation in decision-making processes. It outlines the key indicators that were analyzed, including public participation notice and reports published online.

**Table 8: Overall index on giving powers of self-governance to the people and enhancing the participation of the people in the exercise of the powers of the State and in making decisions affecting them**

County/Indicator	Public participation notice published online	Public participation report published online	(c) Index at 10 years
Baringo	0.17	0.00	0.08
Bomet	0.00	0.00	0.00
Bungoma	0.00	0.00	0.00
Busia	0.00	0.00	0.00
Elgeyo Marakwet	0.17	0.00	0.08
Embu	0.17	0.00	0.08
Garissa	0.00	0.00	0.00
Homa Bay	0.33	0.00	0.17
Isiolo	0.00	0.00	0.00
Kajiado	0.00	0.00	0.00
Kakamega	0.33	0.33	0.33
Kericho	0.00	0.00	0.00
Kiambu	0.00	0.00	0.00
Kilifi	0.00	0.00	0.00
Kirinyaga	0.17	0.00	0.08
Kisii	0.17	0.00	0.08
Kisumu	0.17	0.00	0.08
Kitui	0.00	0.00	0.00
Kwale	0.00	0.00	0.00
Laikipia	0.17	0.00	0.08
Lamu	0.00	0.00	0.00
Machakos	0.00	0.00	0.00

<b>County/Indicator</b>	<b>Public participation notice published online</b>	<b>Public participation report published online</b>	<b>(c) Index at 10 years</b>
<b>Makueni</b>	0.17	0.00	0.08
<b>Mandera</b>	0.17	0.00	0.08
<b>Marsabit</b>	0.17	0.00	0.08
<b>Meru</b>	0.42	0.25	0.33
<b>Migori</b>	0.17	0.00	0.08
<b>Mombasa</b>	0.50	0.50	0.50
<b>Murang'a</b>	0.00	0.00	0.00
<b>Nairobi</b>	0.17	0.00	0.08
<b>Nakuru</b>	0.00	0.00	0.00
<b>Nandi</b>	0.00	0.00	0.00
<b>Narok</b>	0.00	0.00	0.00
<b>Nyamira</b>	0.00	0.00	0.00
<b>Nyandarua</b>	0.00	0.00	0.00
<b>Nyeri</b>	0.17	0.00	0.08
<b>Samburu</b>	0.17	0.00	0.08
<b>Siaya</b>	0.17	0.00	0.08
<b>Taita Taveta</b>	0.17	0.00	0.08
<b>Tana River</b>	0.00	0.00	0.00
<b>Tharaka Nithi</b>	0.00	0.00	0.00
<b>Trans Nzoia</b>	0.33	0.33	0.33
<b>Turkana</b>	0.00	0.00	0.00

*Data Source: Authors' computations using data from various sources*

*Key: (c) to give powers of self-governance to the people and enhance the participation of the people in the exercise of the powers of the State and in making decisions affecting them*

Out of the 47 counties, 7 had scores above the average level of 0.09 for giving powers of self-governance to the people and enhancing the participation of the people index, while 40 counties exhibited scores below this average (Table 8). The top 10 performing counties included West Pokot (0.83), Mombasa (0.50), Trans Nzoia (0.33), Meru (0.33), Kakamega (0.33), Vihiga (0.25), Homa Bay (0.17), Taita Taveta (0.08), Siaya (0.08) and Samburu (0.08). These counties exhibited lower scores in both public participation notices and reports published online.

Similarly, Bomet, Bungoma, Busia, Garissa, Isiolo, Kajiado, Kericho, Kiambu, Kilifi and Kitui are among 24 counties that scored zero (0) in giving powers of self-governance to the people and enhancing the participation of the people index. These counties exhibited zero scores in both public participation notices and reports published online.

## **Arid, semi-arid and non-ASAL counties**

The data indicates a difference in giving powers of self-governance to the people and enhancing the participation of the people index across arid (0.04), semi-arid (0.05), and non-ASAL (0.09) counties. Among the indicators comprising the index, arid, semi-arid and non-ASAL counties had the highest average scores in public participation notice published online (0.08, 0.10 and 0.10, respectively), while the lowest average score was for public participation reports published online (0.00, 0.00 and 0.08, respectively).

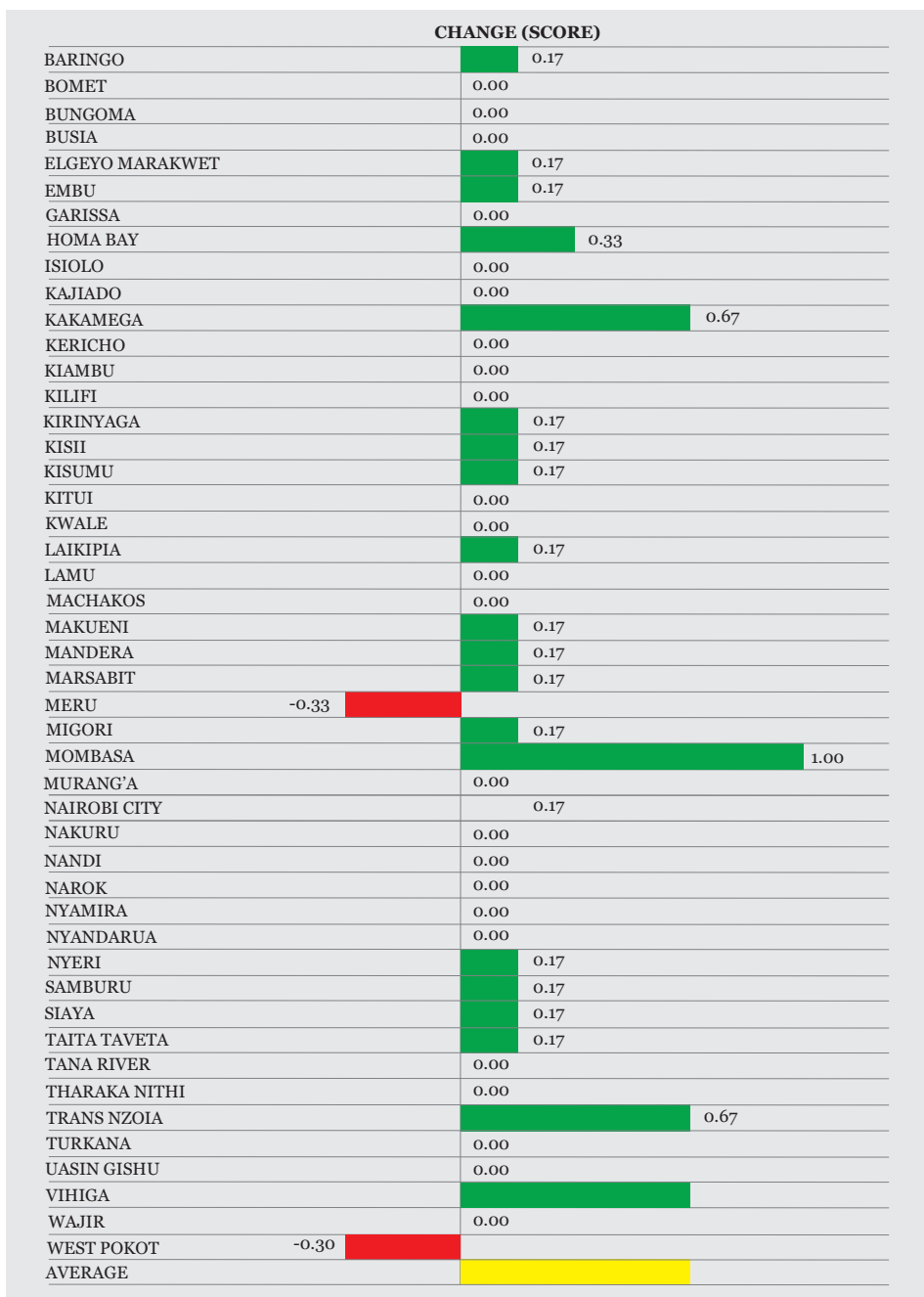
## **Comparing the performance of the first and second county governments**

Figure 7 presents changes in the score for giving powers of self-governance to the people and enhancing the participation of the people index (second government score – first government score). Counties with the same regimes between the first and the second county governments had an average change of 0.19. They demonstrated varying performance in the objective of giving powers of self-governance to the people and enhancing the participation of the people in the exercise of the powers of the State and in making decisions affecting them. For example, Mombasa's score increased from 0.00 to 1.00 while Elgeyo Marakwet's increased from 0.00 to 0.17. In contrast, Murang'a's and Kericho's scores remained constant at 0.00 in the performance of the objective (Appendix 4).

Counties with different regimes between the first and the second county governments had an average change of 0.04. Their performance varied significantly; for example, Nairobi City's score increased from 0.00 to 0.17, Taita Taveta's from 0.00 to 0.17 and Laikipia's from 0.00 to 0.17. Conversely, Meru's score decreased from 0.50 to 0.17 while West Pokot's fell from 1.00 to 0.67 in giving powers of self-governance to the people and enhancing the participation of the people in the exercise of the powers of the State and in making decisions affecting them in both regimes (Appendix 4).

Overall, the data suggests that, on average, the performance of counties in achieving the objective of giving powers of self-governance to the people and enhancing the participation of the people in the exercise of the powers of the State and in making decisions affecting them improved in both regimes, with a higher improvement observed in counties with same regime between the first and the second governments.

**Figure 7: Change in giving powers of self-governance to the people and enhancing the participation of the people in the exercise of the powers of the State and in making decisions affecting them**



*Data Source: Authors' computations using DAI datasets*

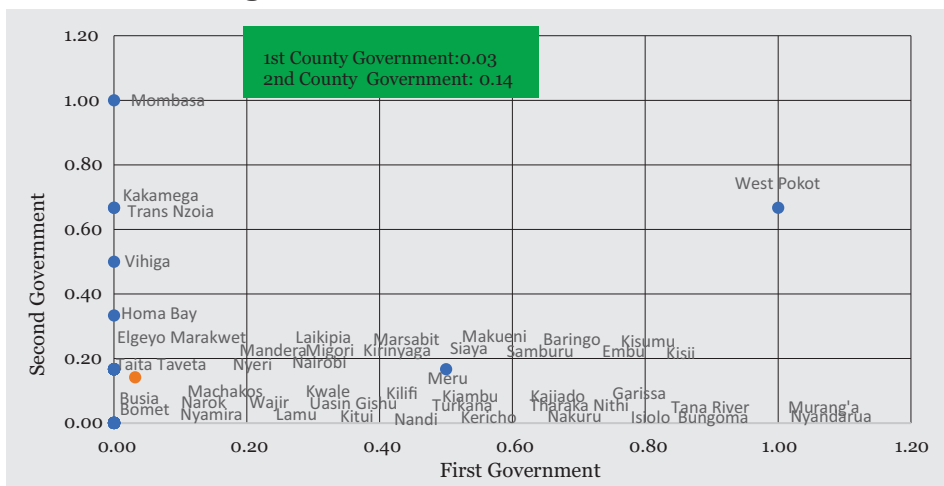
*Key – A negative value implies that the score for the index in the second government is lower than in the first government. A positive value implies that the score for the index in the second government is higher than in the first government.*

West Pokot (Figure 8) consistently exhibited high scores above the average (first government: 0.03, second county government: 0.14) in both the first and second governments. West Pokot scored 1.00 in the first county government and 0.67 in the second county government in giving powers of self-governance to the people and enhancing the participation of the people in the exercise of the powers of the State and in making decisions affecting them (Appendix 4). Furthermore, West Pokot performed better in both public participation notices and reports published online compared to other counties (Table 8). However, while the county scored above average in both regimes, its scores in giving powers of self-governance to the people and enhancing the participation of the people declined from the first to the second government (Appendix 4).

Mombasa, Kakamega and Trans Nzoia (Figure 8), showed an improvement in their scores from the first to the second county government. The scores in the first county government were below the average score of 0.03, while the scores in the second county government were above the average score of 0.14. These counties demonstrated an increase in average scores from the first county government (0.00, 0.00 and 0.00, respectively) to the second county government (1.00, 0.67 and 0.67, respectively) in giving powers of self-governance to the people and enhancing the participation of the people in the exercise of the powers of the State and in making decisions affecting them (Appendix 4). The counties performed better than others in both public participation notices and reports published online, though they still did not perform well in these areas overall. In addition to scoring above average in the second county government, their scores on giving powers of self-governance to the people and enhancing the participation of the people increased from the first to the second county government (Table 9).

None of the counties (Mombasa, Kakamega and Trans Nzoia) had scores above the average of 0.03 in the first county government, and they experienced a decline in the second government, scoring below the average of 0.14 (Figure 8). The majority of the counties had scores consistently below the average in both periods (Figure 8). For instance, Bomet, Bungoma, Kwale, Wajir and Muranga scored zero (0) in both the first and the second county governments in giving powers of self-governance to the people and enhancing the participation of the people in the exercise of the powers of the State and in making decisions affecting them (Appendix 4). These counties did not perform well in both public participation notices and reports published online.

**Figure 8: First and second county governments scores for giving powers of self-governance to the people and enhancing the participation of the people in the exercise of the powers of the State and in making decisions affecting them**



Data Source: Authors' computations using DAI datasets

Key: Top Right Quadrant – Consistent high performance;

Top left quadrant – Improved above the average;

Bottom right quadrant – Reduced performance below average;

Bottom left quadrant – Persistently below average.

**Table 9: Summary for counties in various quadrants showing change between the first and second county governments - giving powers of self-governance to the people and enhancing the participation of the people in the exercise of the powers of the State and in making decisions affecting them**

Quadrants	County/ Indicator	Public participation notice published online	Public participation report published online	(c) Index
Consistent high performance	West Pokot	-0.33	-0.33	-0.33
Improved above average	Kakamega	0.67	0.67	0.67

Quadrants	County/ Indicator	Public participation notice published online	Public participation report published online	(c) Index
	Mombasa	1.00	1.00	1.00
	Trans Nzoia	0.67	0.67	0.67
<b>Persistently below average</b>	Bomet	0.00	0.00	0.00
	Bungoma	0.00	0.00	0.00
	Kwale	0.00	0.00	0.00
	Murang'a	0.00	0.00	0.00
	Wajir	0.00	0.00	0.00
	<b>Average (47 counties)</b>	<b>0.17</b>	<b>0.05</b>	<b>0.11</b>

*Data Source: Authors' computations using DAI datasets*

*Key: (c) to give powers of self-governance to the people and enhance the participation of the people in the exercise of the powers of the State and in making decisions affecting them*

## 8. RECOGNIZE THE RIGHT OF COMMUNITIES TO MANAGE THEIR OWN AFFAIRS AND TO FURTHER THEIR DEVELOPMENT

This section evaluates the recognition of communities' right to manage their own affairs and further their development. It outlines the key indicators that were analyzed, including adult literacy rates, overall poverty incidence, stunted children, and the percentage of own-source revenue against targeted revenues. All of these reflect the capacity of communities to govern themselves and promote their development effectively.

**Table 10: Overall index on recognizing the right of communities to manage their own affairs and to further their development**

County / Indicator	Adult Literacy rates	Non-poverty incidence	Percentage of non-stunted children	Percentage of OSR against targeted revenues	(d) Index at 10 years
<b>Baringo</b>	0.84	0.56	0.92	0.78	0.77
<b>Bomet</b>	0.79	0.53	0.91	0.89	0.78
<b>Bungoma</b>	0.88	0.60	0.95	0.85	0.82
<b>Busia</b>	0.83	0.36	0.99	0.46	0.66
<b>Elgeyo Marakwet</b>	0.85	0.55	0.91	1.00	0.83
<b>Embu</b>	0.86	0.72	0.94	0.54	0.76
<b>Garissa</b>	0.82	0.33	1.00	0.62	0.69
<b>Homa Bay</b>	0.86	0.70	1.00	0.77	0.83
<b>Isiolo</b>	0.60	0.47	1.00	0.76	0.71
<b>Kajiado</b>	0.83	0.60	1.00	0.53	0.74
<b>Kakamega</b>	0.81	0.62	1.00	0.70	0.78
<b>Kericho</b>	0.86	0.65	0.94	0.75	0.80
<b>Kiambu</b>	0.94	0.78	0.99	0.78	0.87
<b>Kilifi</b>	0.80	0.52	0.74	0.67	0.68
<b>Kirinyaga</b>	0.89	0.80	1.00	0.88	0.89
<b>Kisii</b>	0.91	0.61	0.98	0.45	0.74
<b>Kisumu</b>	0.94	0.65	1.00	0.56	0.79
<b>Kitui</b>	0.83	0.49	0.88	0.59	0.70
<b>Kwale</b>	0.68	0.51	0.90	0.84	0.73
<b>Laikipia</b>	0.78	0.60	1.00	0.86	0.81
<b>Lamu</b>	0.82	0.68	0.98	1.00	0.90
<b>Machakos</b>	0.92	0.71	0.98	1.00	0.91

County / Indicator	Adult Literacy rates	Non-poverty incidence	Percentage of non-stunted children	Percentage of OSR against targeted revenues	(d) Index at 10 years
<b>Makueni</b>	0.82	0.63	0.94	0.62	0.75
<b>Mandera</b>	0.47	0.25	0.93	0.64	0.57
<b>Marsabit</b>	0.38	0.35	0.95	0.79	0.62
<b>Meru</b>	0.78	0.77	0.87	0.57	0.75
<b>Migori</b>	0.88	0.55	1.00	0.65	0.77
<b>Mombasa</b>	0.95	0.71	1.00	0.66	0.83
<b>Murang'a</b>	0.87	0.74	1.00	0.67	0.82
<b>Nairobi City</b>	0.88	0.83	1.00	0.59	0.83
<b>Nakuru</b>	0.92	0.66	0.95	0.87	0.85
<b>Nandi</b>	0.92	0.64	0.99	0.52	0.77
<b>Narok</b>	0.69	0.78	0.92	0.84	0.81
<b>Nyamira</b>	0.85	0.66	0.96	0.68	0.79
<b>Nyandarua</b>	0.91	0.67	1.00	0.67	0.81
<b>Nyeri</b>	0.93	0.77	0.96	0.79	0.86
<b>Samburu</b>	0.40	0.29	1.00	0.88	0.64
<b>Siaya</b>	0.89	0.66	0.80	0.60	0.74
<b>Taita Taveta</b>	0.89	0.67	0.95	1.00	0.89
<b>Tana River</b>	0.69	0.35	0.95	1.00	0.76
<b>Tharaka Nithi</b>	0.81	0.74	0.95	0.77	0.82
<b>Trans Nzoia</b>	0.91	0.65	0.93	0.71	0.80
<b>Turkana</b>	0.40	0.21	0.92	0.96	0.62
<b>Uasin Gishu</b>	0.85	0.59	0.90	0.92	0.81
<b>Vihiga</b>	0.89	0.54	1.00	0.90	0.83
<b>Wajir</b>	0.36	0.36	0.98	0.40	0.52
<b>West Pokot</b>	0.62	0.41	1.00	0.79	0.70
<b>Average</b>	<b>0.79</b>	<b>0.59</b>	<b>0.95</b>	<b>0.74</b>	<b>0.77</b>

Data Source: Authors' computations using data from various sources

Key: (d) to recognize the right of communities to manage their own affairs and to further their development

Out of the 47 counties, 25 had scores for recognizing the right of communities to manage their own affairs and to further their development index above the average level of 0.77. Meanwhile, 19 counties exhibited scores below this average, and 3 counties scored exactly 0.77 (Table 10). The top 10 performing counties included Machakos (0.91), Lamu (0.90), Kirinyaga (0.89), Taita Taveta (0.89), Kiambu (0.87), Nyeri (0.86), Nakuru (0.85), Homa Bay (0.83), Vihiga (0.83), Elgeyo Marakwet (0.83), Mombasa (0.83) and Nairobi City (0.83). These counties demonstrated higher scores in adult literacy rates, the percentage of non-stunted children and the percentage of OSR against targeted revenues. However, they exhibited lower scores in non-poverty incidence.

Conversely, the lowest 10 performing counties included Wajir (0.52), Mandera (0.57), Marsabit (0.62), Turkana (0.62), Samburu (0.64), Busia (0.66), Kilifi (0.68), Garissa (0.69), Kitui (0.70), and West Pokot (0.70). These counties presented lower scores in non-poverty incidence, although they exhibited higher scores in adult literacy rates as well as non-stunted children.

### **Arid, semi-arid and non-ASAL counties**

The data indicates a slight difference in recognizing the right of communities to manage their own affairs and to further their development index across arid (0.64), semi-arid (0.84), and non-ASAL (0.80) counties. Among the indicators comprising the index, arid counties had the highest average scores in the percentage of non-stunted children (0.96) and percentage of OSR against targeted revenues (0.76), while the lowest average score was in the overall poverty index (0.33). Semi-arid counties showed their highest average scores in the percentage of non-stunted children (0.96) and adult literacy rates (0.86), with the lowest average score in overall poverty incidence (0.68). Non-ASAL counties followed a similar pattern, with the highest average scores in the percentage of non-stunted children (0.95) and adult literacy rates (0.89), and the lowest average score in overall poverty incidence (0.66).

### **Comparing the performance of the first and second county governments**

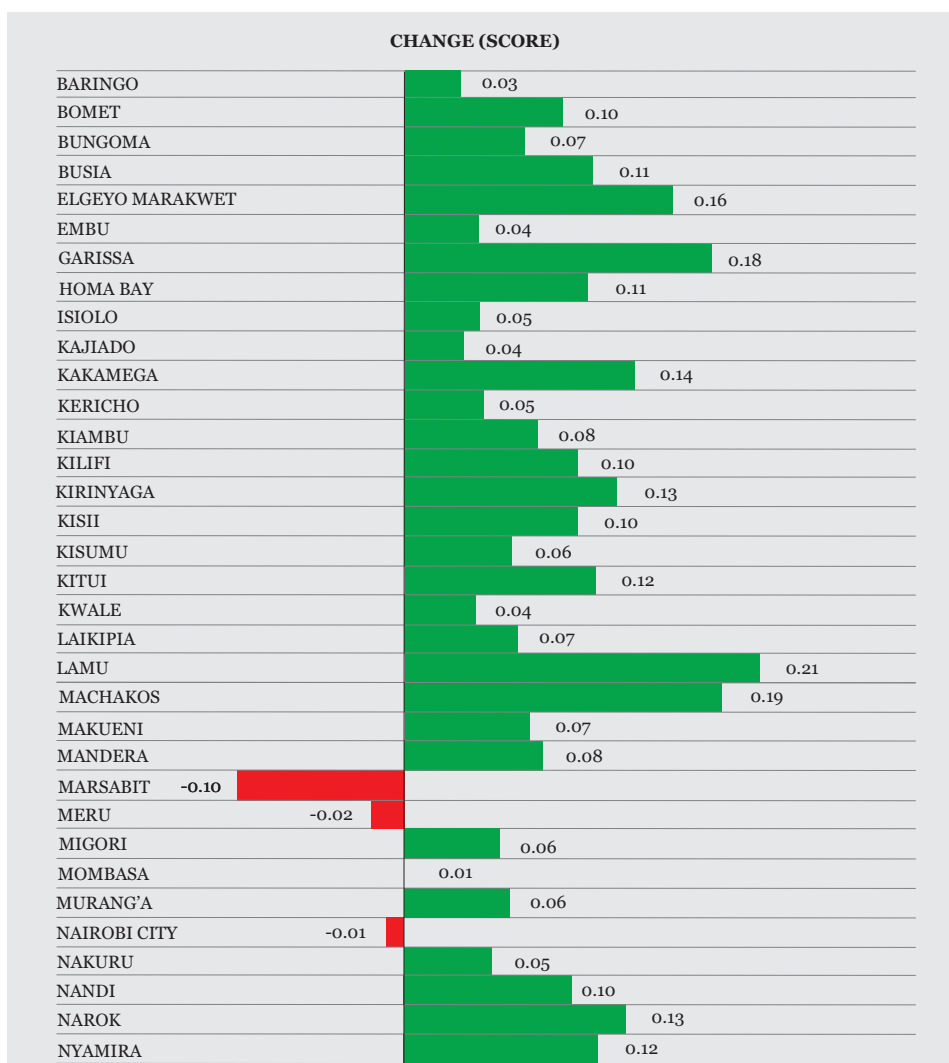
Figure 9 presents changes in the score for recognizing the right of communities to manage their own affairs and to further their development index (second government score – first government score). Counties with the same regimes between the first and the second county governments had an average change of 0.08. They demonstrated similar performance in the objective of recognizing the right of communities to manage their own affairs and to further their development. For example, Machakos' score increased from 0.57 to 0.82, Murang'as from 0.63 to 0.70, Elgeyo Marakwet's from 0.63 to 0.81 and Kericho's from 0.64 to 0.74 (Appendix 5).

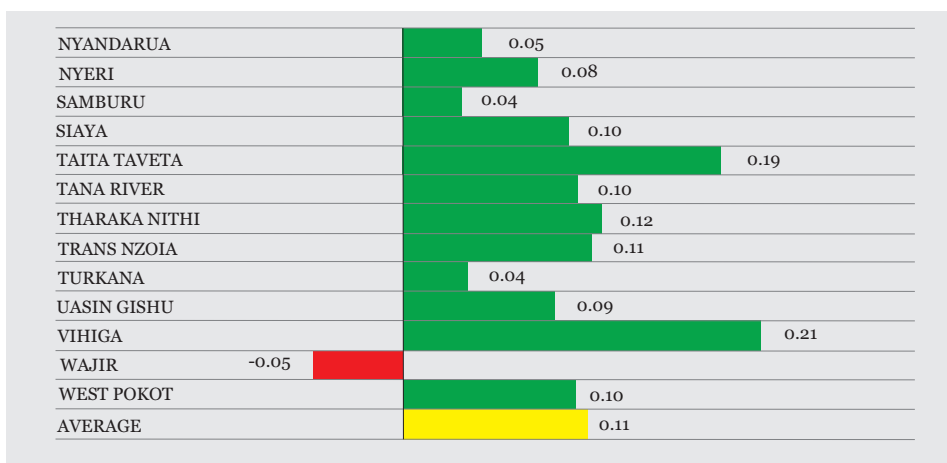
Counties with different regimes between the first and the second county governments had an average change of 0.09. They also exhibited similar

performance outcomes in the objective of recognizing the right of communities to manage their own affairs and to further their development. For instance, Vihiga's score increased from 0.58 to 0.82, Lamu's from 0.57 to 0.82, Isiolo's from 0.67 to 0.73 and Laikipia's from (0.73 to 0.75)(Appendix 5).

Overall, the data suggests that, on average, the performance of counties in the objective of recognizing the right of communities to manage their own affairs and to further their development is not necessarily determined by whether there was a change in regime between the first and the second county governments.

**Figure 9: Change in the score for managing own affairs and furthering development from the first to the second county governments**





Data Source: Authors' computations using DAI datasets

*Key* – A negative values implies that the score for the index in the second government is lower than in the first government. A positive value implies that the score for the index in the second government is higher than in the first government.

Uasin Gishu, Nyandarua, Nakuru and Taita Taveta consistently exhibited high scores above the average (first government: 0.64, second government: 0.73) in both the first and second county governments (Figure 10). These counties scored (0.68, 0.69, 0.68 and 0.61) in the first county government and (0.77, 0.72, 0.78 and 0.81) in the second county government, respectively, in recognizing the right of communities to manage their own affairs and to further their development (Appendix 5). The counties performed higher in adult literacy rates and percentage of non-stunted children (Table 11). However, these counties did not perform well in overall poverty incidence. In addition to these counties scoring above average in both regimes, scores on recognizing the right of communities to manage their own affairs and to further their development improved from first to second county government (Table 11).

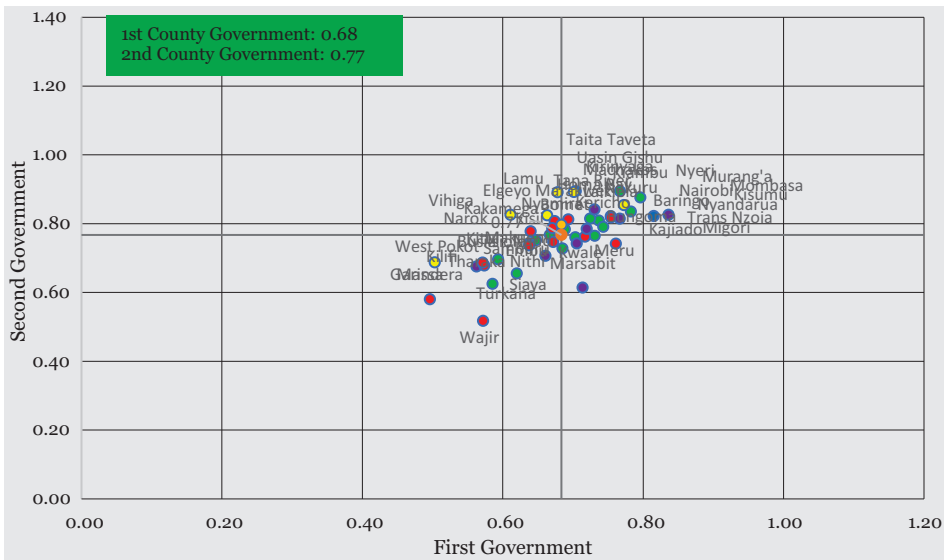
Elgeyo Marakwet, Nyamira, Lamu, Narok, Kakamega and Vihiga (Figure 10), showed a significant improvement in their scores from the first to the second county government. The scores in the first county government were below average score of 0.64 and scores in the second county government were above average score of 0.73. Elgeyo Marakwet, Nyamira, Lamu, Narok, Kakamega and Vihiga demonstrated an improvement of average scores from the first government (0.63, 0.67, 0.68, 0.67, 0.64 and 0.61) to the second county government (0.81, 0.79, 0.89, 0.81, 0.78 and 0.83) respectively in recognizing the right of communities to manage their own affairs and to further their development (Annex 5). These counties performed higher in adult literacy rates and percentage of OSR against targeted revenues. However, the counties did not perform well in overall poverty incidence (Table 11). In addition to these counties scoring above average in second government, the scores in recognizing the right of communities to manage their

own affairs and to further their development improved from first to second government (Table 11).

Meru and Marsabit had scores above the average of 0.64 in the First Government but experienced a decline in the second county government, scoring below the average of 0.77 (Figure 10). Meru and Marsabit scored (0.76 and 0.71) in the first county government and (0.74 and 0.61) in the second county government respectively (Annex 5). The counties in the second county government experienced a significant decline in percentage of OSR against targeted revenues (Table 11).

Turkana, Mandera, Garissa, West Pokot, and Wajir had scores persistently below the average in both periods (Figure 10). Turkana, Mandera, Garissa, West Pokot, and Wajir scored (0.59, 0.50, 0.50, 0.59 and 0.57) in the first government and (0.62, 0.58, 0.69, 0.70 and 0.52) in the second county government respectively in recognizing the right of communities to manage their own affairs and to further their development (Annex 5). These counties did not perform well in overall poverty incidence (Table 11).

**Figure 10: First and Second county governments’ scores for managing own affairs and furthering development**



Data Source: Authors’ computations using DAI datasets

- Key: Top Right Quadrant – Consistent high performance;
- Top left quadrant – Improved above the average;
- Bottom right quadrant – Reduced performance below average;
- Bottom left quadrant – Persistently below average.

**Table 11: Summary for counties in various quadrants showing change between first and second county governments - managing own affairs and furthering development**

Quadrant	County/ Indicator	Adult Literacy rates	Non- poverty incidence	Perce- ntage of non- stunted children	Percentage of OSR against targeted revenues	(d) Index
<b>Consistent high performance</b>	Taita Taveta	0.12	-0.02	0.06	0.51	0.17
	Nakuru	0.17	-0.10	0.11	0.03	0.05
	Nyandarua	0.14	0.03	0.13	-0.11	0.05
	Uasin Gishu	0.17	0.01	0.01	0.18	0.09
<b>Improved above average</b>	Elgeyo Marakwet	0.15	-0.04	0.09	0.43	0.16
	Nyamira	0.14	-0.02	0.10	0.25	0.12
	Narok	0.28	0.01	0.13	0.12	0.13
	Kakamega	0.25	-0.04	0.16	0.18	0.14
	Vihiga	0.31	-0.06	0.20	0.41	0.21
Meru	0.14	-0.07	0.00	-0.15	-0.02	
<b>Reduced to below average</b>	Marsabit	-0.40	-0.02	0.09	-0.07	-0.10
	Turkana	-0.10	0.02	0.09	0.15	0.04
<b>Persistently below average</b>	Mandera	-0.24	0.06	0.18	0.33	0.08
	Garissa	0.40	-0.03	0.01	0.35	0.18
	West Pokot	0.20	-0.04	0.14	0.11	0.10
	Wajir	-0.22	-0.04	0.08	-0.04	-0.05
	<b>Average (47 counties)</b>	<b>0.16</b>	<b>-0.02</b>	<b>0.09</b>	<b>0.10</b>	<b>0.08</b>

Data Source: Authors' computations using DAI datasets

Key: (d) to recognize the right of communities to manage their own affairs and to further their development

## 9. PROTECT AND PROMOTE THE INTERESTS AND RIGHTS OF MINORITIES AND MARGINALIZED COMMUNITIES

This section assesses the protection and promotion of the interests and rights of minorities and marginalized communities. It outlines the key indicators that were analyzed, including the representation of persons with disabilities in public service, the percentage of households with internet connectivity, and the percentage of households with electricity access, all of which are essential for ensuring equal opportunities and resources for these communities.

**Table 12: Overall index on protecting and promoting the interests and rights of minorities and marginalized communities**

County/ Indicator	APWDs Representation in public service	Percentage of households with internet connection	Percentage of households with electricity connectivity	(e) Index at 10 years
Baringo	0.20	0.38	0.28	0.29
Bomet	0.14	0.02	0.22	0.13
Bungoma	0.20	0.28	0.22	0.23
Busia	0.24	0.03	0.26	0.18
Elgeyo Marakwet	0.18	0.26	0.24	0.23
Embu	0.18	0.01	0.47	0.22
Garissa	0.00	0.01	0.24	0.08
Homa Bay	0.20	0.14	0.18	0.17
Isiolo	0.42	0.13	0.41	0.32
Kajiado	0.10	0.29	0.67	0.35
Kakamega	0.16	0.22	0.25	0.21
Kericho	0.20	0.23	0.45	0.29
Kiambu	0.14	0.43	0.92	0.50
Kilifi	0.16	0.32	0.39	0.29
Kirinyaga	0.26	0.25	0.65	0.39
Kisii	0.26	0.21	0.39	0.29
Kisumu	0.28	0.70	0.53	0.50
Kitui	0.14	0.09	0.17	0.13
Kwale	0.08	0.25	0.32	0.22
Laikipia	0.26	0.29	0.42	0.33
Lamu	0.04	0.15	0.43	0.21

County/ Indicator	APWDs Representation in public service	Percentage of households with internet connection	Percentage of households with electricity connectivity	(e) Index at 10 years
Machakos	0.42	0.26	0.48	0.39
Makueni	0.38	0.14	0.20	0.24
Mandera	0.26	0.08	0.16	0.16
Marsabit	0.38	0.00	0.21	0.20
Meru	0.20	0.28	0.40	0.29
Migori	0.28	0.21	0.23	0.24
Mombasa	0.16	0.32	0.86	0.45
Murang'a	0.20	0.31	0.61	0.37
Nairobi City	0.24	0.67	0.97	0.63
Nakuru	0.26	0.39	0.64	0.43
Nandi	0.22	0.18	0.31	0.24
Narok	0.18	0.05	0.20	0.14
Nyamira	0.20	0.20	0.43	0.28
Nyandarua	0.14	0.30	0.41	0.28
Nyeri	0.26	0.27	0.72	0.42
Samburu	0.26	0.11	0.15	0.17
Siaya	0.02	0.20	0.20	0.14
Taita Taveta	0.10	0.02	0.48	0.20
Tana River	0.16	0.18	0.26	0.20
Tharaka Nithi	0.18	0.16	0.35	0.23
Trans Nzoia	0.24	0.41	0.38	0.34
Turkana	0.48	0.02	0.09	0.20
Uasin Gishu	0.54	0.27	0.64	0.48
Vihiga	0.16	0.25	0.38	0.26
Wajir	0.46	0.00	0.14	0.20
West Pokot	0.14	0.07	0.12	0.11
<b>Average</b>	<b>0.22</b>	<b>0.21</b>	<b>0.39</b>	<b>0.27</b>

*Data Source: Authors' computations using DAI datasets*

*Key: (e) to protect and promote the interests and rights of minorities and marginalized communities*

Out of the 47 counties, 21 had scores on the index for protecting and promoting the interests and rights of minorities and marginalized communities that were above the average level of 0.27, while 26 counties exhibited scores below this average (Table 12). The top 10 performing counties included Nairobi (0.63), Kisumu (0.50), Kiambu (0.50), Uasin Gishu (0.48), Mombasa (0.45), Nakuru (0.43), Nyeri (0.42), Kirinyaga (0.39), Machakos (0.39) and Murang'a (0.37). These counties exhibited higher scores in the percentage of households with electricity connectivity. However, they had lower scores in PWDs representation in public service.

Conversely, the lowest 10 performing counties included Garissa (0.08), West Pokot (0.11), Bomet (0.13), Kitui (0.13), Siaya (0.14), Narok (0.14), Mandera (0.16), Samburu (0.17), Homa Bay (0.17) and Busia (0.18). These counties presented lower scores across all indicators, including PWDs representation in public service, the percentage of households with internet connection, and the percentage of households with electricity connectivity.

### **Arid, semi-arid and non-ASAL counties**

The data indicates a difference in the protection and promotion of the interests and rights of minorities and marginalized communities index across arid (0.19), semi-arid (0.29), and non-ASAL (0.33) counties. Among the indicators comprising the index, arid counties had the highest average score in PWDs representation in public service (0.30), and the lowest average score in the percentage of households with internet connection. Semi-arid counties showed their highest average score in the percentage of households with electricity connectivity (0.45), and the lowest average score in PWDs representation in public service (0.19). Non-ASAL counties followed a similar pattern, achieving the highest average score in the percentage of households with electricity connectivity (0.46) and the lowest average score in PWDs representation in public service (0.22).

### **Comparing the performance of the first and second county governments**

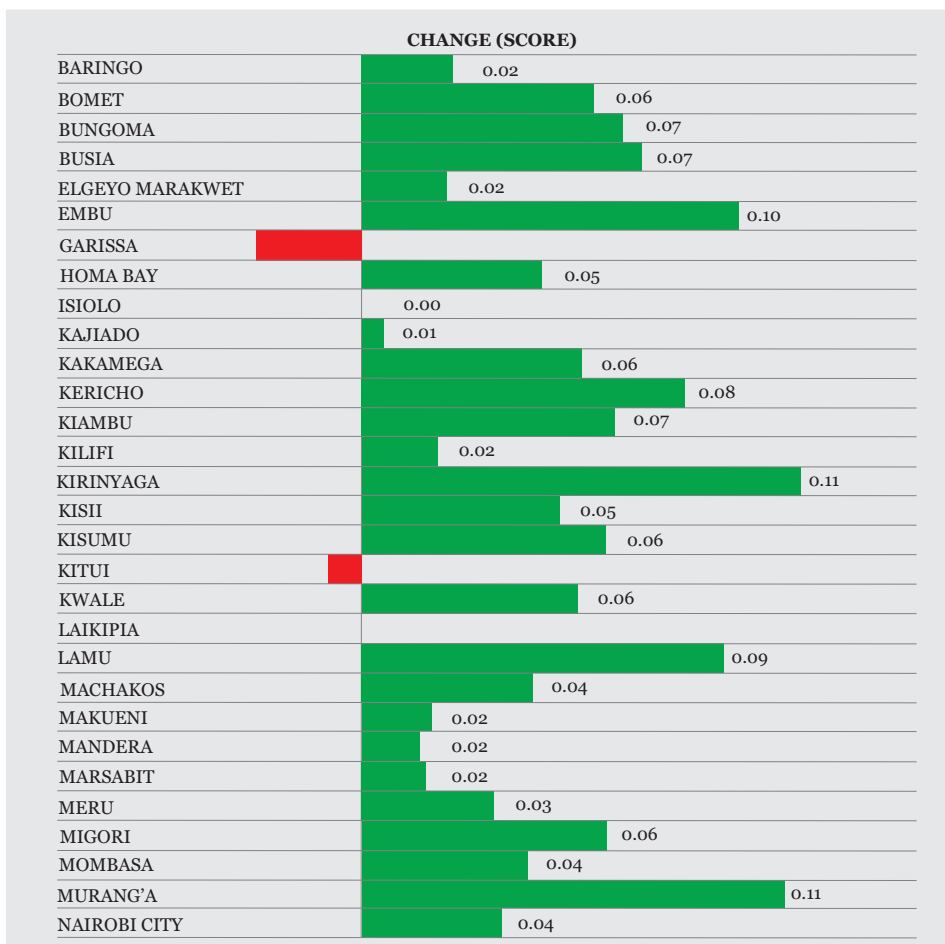
Figure 11 presents changes in the score for the protection and promotion of the interests and rights of minorities and marginalized communities index (second government score – first government score). Counties with the same regimes between the first and second county governments had an average change of 0.04. They demonstrated similar performance in the objective of protecting and promoting the interests and rights of minorities and marginalized communities. For example, Kakamega's score increased from 0.18 to 0.24, Murang'as from 0.35 to 0.46, Elgeyo Marakwet's from 0.23 to 0.25, Kericho's from 0.26 to 0.34 and Mombasa's from 0.55 to 0.59. In contrast, Samburu's score decreased from 0.15 to 0.13 and Narok's from 0.14 to 0.12 in protecting and promoting the interests and rights of minorities and marginalized communities (Appendix 6).

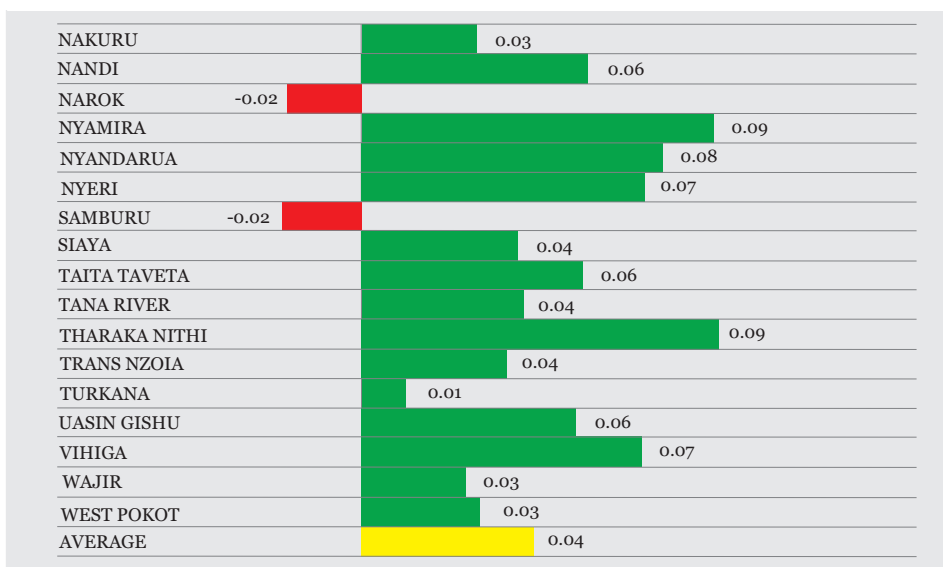
Similarly, counties with different regimes between the first and second county

governments had an average change of 0.05. They also exhibited comparable performance outcomes in the objective of protecting and promoting the interests and rights of minorities and marginalized communities. For instance, Tharaka Nithi's score increased from 0.16 to 0.25, Lamu's from 0.20 to 0.29, Isiolo's from 0.26 to 0.27 and Nairobi City's from 0.78 to 0.82., Conversely, Garissa's score decreased from 0.15 to 0.12 and Kitui's from 0.14 to 0.13 in protecting and promoting the interests and rights of minorities and marginalized communities (Appendix 6).

Overall, the data suggests that, on average, the performance of counties in the objective of protecting and promoting the interests and rights of minorities and marginalized communities is not necessarily determined by whether there was a change in regime between the first and second county governments.

**Figure 11: Change in the interests and rights of minorities and marginalized communities score from the first to the second county governments**





*Data Source: Authors' computations using DAI datasets*

*Key – A negative value implies that the score for the index in the second government is lower than in the first government. A positive value implies that the score for the index in the second government is higher than in the first government.*

Kisumu, Nairobi City, Nakuru, Mombasa, Kirinyaga, Murang'a and Uasin Gishu (Figure 12), consistently exhibited high scores above the average (first government: 0.25, second county government: 0.30) in both the first and second county governments. These counties scored 0.55, 0.78, 0.48, 0.55, 0.34, 0.35 and 0.40, respectively, in the first government and 0.61, 0.82, 0.51, 0.59, 0.45, 0.46 and 0.45, respectively, in the second county government in protecting and promoting the interests and rights of minorities and marginalized communities (Appendix 6). They performed higher in the percentage of households with electricity connectivity (Table 12) but did not do well in PWDs representation in public service. In addition to these counties scoring above average in both regimes, the scores in protecting and promoting the interests and rights of minorities and marginalized communities slightly improved from the first to the second county government (Table 13).

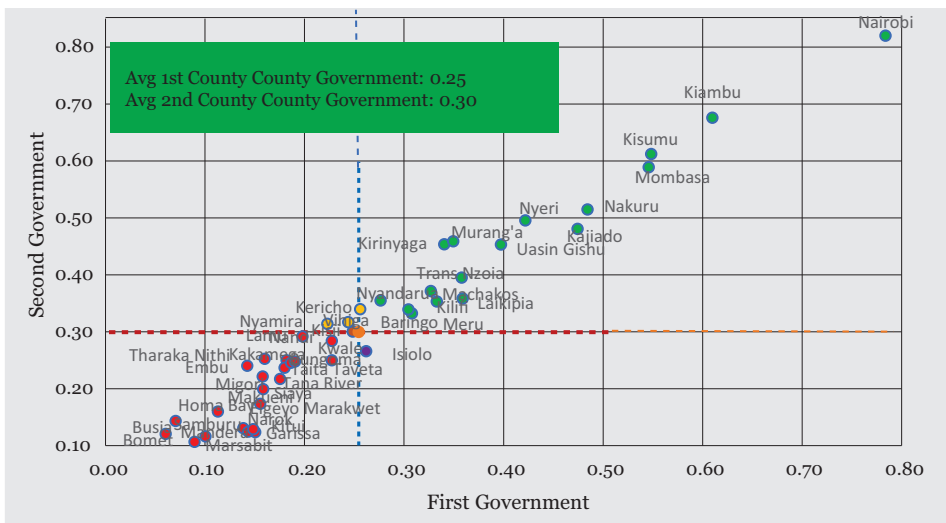
Nyamira, Vihiga and Kericho showed a significant improvement in their scores from the first to the second county government (Figure 12). The scores in the first county government were below the average score of 0.25 while the scores in the second county government were above the average score of 0.30. These counties demonstrated an improvement in average scores from the first county government (0.22, 0.24 and 0.26) to the second county government (0.31, 0.32 and 0.34) respectively in protecting and promoting the interests and rights of minorities and marginalized communities (Appendix 6). The counties also had a

higher percentage of households with electricity connectivity. However, they did not perform well in PWDs representation in public service (Table 12). In addition to these counties scoring above the average in the second county government, the scores for protecting and promoting the interests and rights of minorities and marginalized communities improved from the first to the second county government (Table 13).

Isiolo County had a score above the average of 0.25 in the first county government but scored below the average of 0.30 in the second county government in protecting and promoting the interests and rights of minorities and marginalized communities (Figure 12). The county, however, showed an improvement of 0.01 (Table 13) from the first county government (0.26) to the second county government (0.27). Isiolo County experienced a decline in the percentage of households with internet connection in the second government.

Marsabit, Wajir, Mandera, Samburu, Bomet and Nandi had scores consistently below the average in both periods (Figure 12). Marsabit, Wajir, Mandera, Samburu, Bomet and Nandi scored 0.09, 0.04, 0.10, 0.15, 0.06 and 0.19, respectively, in the first county government and 0.11, 0.07, 0.12, 0.13, 0.12 and 0.25, respectively, in the second government in protecting and promoting the interests and rights of minorities and marginalized communities (Appendix 6). These counties did not perform well in any area, including PWDs representation in public service, percentage of households with internet connection and percentage of households with electricity connectivity (Table 13).

**Figure 12: First and Second county Government scores for the interests and rights of minorities and marginalized communities**



Data Source: Authors' computations using DAI datasets

*Key: Top Right Quadrant – Consistent high performance;  
 Top left quadrant – Improved above the average;  
 Bottom right quadrant – Reduced performance below average;  
 Bottom left quadrant – Persistently below average.*

**Table 13: Summary for counties in various quadrants showing change between first and second county governments - interests and rights of minorities and marginalized communities**

Quadrant	County/ Indicator	Percentage of households with internet connection	Percentage of households with Electricity connectivity	(e) Index
<b>Consistent high performance</b>	Kirinyaga	0.01	0.21	0.11
	Kisumu	0.02	0.11	0.06
	Mombasa	0.01	0.08	0.04
	Murang'a	0.02	0.20	0.11
	Nairobi City	0.01	0.06	0.04
	Nakuru	-0.03	0.09	0.03
	Uasin Gishu	-0.03	0.14	0.05
<b>Improved above average</b>	Kericho	0.00	0.17	0.08
	Nyamira	0.02	0.17	0.09
	Vihiga	0.02	0.13	0.08
<b>Reduced to below average</b>	Isiolo	-0.01	0.03	0.01
<b>Persistently below average</b>	Bomet	-0.01	0.13	0.06
	Mandera	0.01	0.03	0.02
	Marsabit	0.00	0.03	0.02
	Nandi	-0.01	0.13	0.06
	Samburu	-0.01	-0.03	-0.02
	Wajir	0.00	0.05	0.03
	<b>Average (47 counties)</b>	<b>0.00</b>	<b>0.09</b>	<b>0.05</b>

*Data Source: Authors' computations using DAI datasets*

*Key: (e) to protect and promote the interests and rights of minorities and marginalized communities*

## 10. PROMOTESOCIALANDECONOMICDEVELOPMENT AND THE PROVISION OF PROXIMATE, EASILY ACCESSIBLE SERVICES THROUGHOUT KENYA

This section focuses on the promotion of social and economic development and the provision of proximate, easily accessible services throughout Kenya. It outlines the key indicators that were analyzed, including access to improved water and sanitation and the share of paved roads, all of which are critical for enhancing the quality of life and fostering economic growth in communities.

**Table 14: Overall index on promoting social and economic development and the provision of proximate, easily accessible services throughout Kenya**

County/ Indicator	Access to improved water	Access to improved sanitation	Share of paved roads	(f) Index at 10 years
Baringo	0.44	0.66	0.25	0.45
Bomet	0.51	0.63	0.12	0.42
Bungoma	0.73	0.47	0.12	0.44
Busia	0.66	0.58	0.12	0.46
Elgeyo Marakwet	0.54	0.56	0.13	0.41
Embu	0.69	0.78	0.11	0.53
Garissa	0.65	0.52	0.11	0.43
Homa Bay	0.45	0.37	0.11	0.31
Isiolo	0.74	0.63	0.01	0.46
Kajiado	0.81	0.78	0.13	0.57
Kakamega	0.82	0.38	0.10	0.43
Kericho	0.65	0.60	0.28	0.51
Kiambu	0.94	0.87	0.28	0.70
Kilifi	0.72	0.63	0.13	0.49
Kirinyaga	0.70	0.91	0.14	0.58
Kisii	0.67	0.41	0.16	0.41
Kisumu	0.76	0.80	0.24	0.60
Kitui	0.37	0.58	0.04	0.33
Kwale	0.54	0.41	0.09	0.35
Laikipia	0.67	0.41	0.12	0.40
Lamu	0.71	0.63	0.12	0.49
Machakos	0.68	0.81	0.12	0.54
Makueni	0.50	0.77	0.06	0.44
Mandera	0.43	0.56	0.02	0.34

County/ Indicator	Access to improved water	Access to improved sanitation	Share of paved roads	(f) Index at 10 years
Marsabit	0.42	0.39	0.06	0.29
Meru	0.72	0.53	0.15	0.47
Migori	0.57	0.36	0.12	0.35
Mombasa	0.67	0.82	0.66	0.72
Murang'a	0.74	0.74	0.23	0.57
Nairobi City	0.98	0.60	0.53	0.70
Nakuru	0.73	0.64	0.15	0.51
Nandi	0.45	0.63	0.15	0.41
Narok	0.41	0.45	0.07	0.31
Nyamira	0.70	0.39	0.14	0.41
Nyandarua	0.86	0.64	0.10	0.53
Nyeri	0.87	0.62	0.22	0.57
Samburu	0.36	0.34	0.03	0.24
Siaya	0.53	0.49	0.19	0.40
Taita Taveta	0.74	0.88	0.25	0.62
Tana River	0.58	0.47	0.18	0.41
Tharaka Nithi	0.60	0.79	0.05	0.48
Trans Nzoia	0.76	0.63	0.16	0.51
Turkana	0.53	0.28	0.13	0.31
Uasin Gishu	0.74	0.74	0.15	0.54
Vihiga	0.82	0.62	0.29	0.58
Wajir	0.49	0.19	0.01	0.23
West Pokot	0.38	0.28	0.13	0.26
<b>Average</b>	<b>0.64</b>	<b>0.58</b>	<b>0.15</b>	<b>0.46</b>

Data Source: Authors' computations using data from various sources

Key: (f) to promote social and economic development and the provision of proximate, easily accessible services throughout Kenya

Out of the 47 counties, 23 had scores on promoting social and economic development, and the provision of proximate, easily accessible services index above the average level of 0.46. Meanwhile, 24 counties exhibited scores below this average (Table 14). The top 10 performing counties included Mombasa (0.72), Nairobi City (0.70), Kiambu (0.70), Taita Taveta (0.62), Kisumu (0.60), Kirinyaga (0.58), Vihiga (0.58), Murang'a (0.57), Kajiado (0.57) and Nyeri (0.57). These counties demonstrated higher scores in access to safe water and improved sanitation. However, they exhibited lower scores in the share of paved roads.

Conversely, the lowest 10 performing counties included Wajir (0.23), Samburu (0.24), West Pokot (0.26), Marsabit (0.29), Homa Bay (0.31), Narok (0.31), Turkana (0.31), Kitui (0.33), Mandera (0.34) and Kwale (0.35). They presented lower scores across all indicators, including access to improved water, sanitation and share of paved roads.

### **Arid, semi-arid and non-ASAL counties**

The data indicates a difference in the promotion of social and economic development, and the provision of proximate, easily accessible services index across arid (0.34), semi-arid (0.46), and non-ASAL (0.51) counties. Among the indicators comprising the index, arid counties had the highest average scores in access to improved water (0.52), followed by access to improved sanitation (0.42), while the lowest average score was in the share of paved roads (0.07). Similarly, semi-arid counties showed their highest average scores in access to improved water (0.65), followed by access to improved sanitation (0.56), with the lowest average score in the share of paved roads (0.15). Non-ASAL counties followed a similar pattern, with access to improved water (0.73), followed by access to improved sanitation (0.59), and the lowest average score in the share of paved roads (0.21).

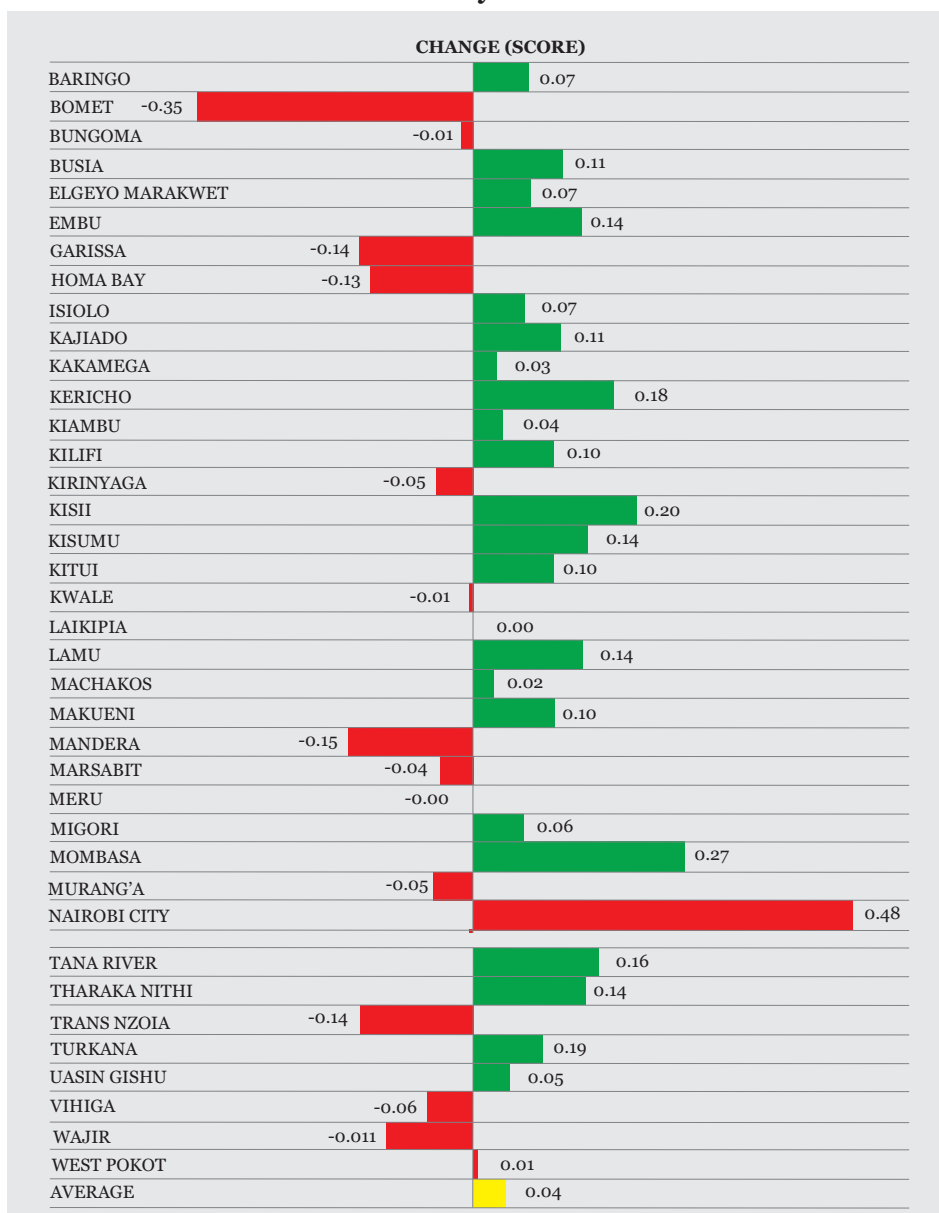
### **Comparing the performance of the first and second county governments**

Figure 13 presents changes in the score for promoting social and economic development and the provision of proximate, easily accessible services throughout Kenya (second government score – first government score). Counties with the same regimes between the first and second county governments had an average change of 0.05. They demonstrated varying performance in the objective of promoting social and economic development and the provision of proximate, easily accessible services. For example, Mombasa's score increased from 0.58 to 0.85, Elgeyo Marakwet's from 0.38 to 0.45, and Kericho's from 0.42 to 0.60 while Murang'a's score decreased from 0.60 to 0.55, Trans Nzoia's from 0.59 to 0.44 and Homa Bay's from 0.38 to 0.25 in the performance of this objective (Appendix 7).

Counties with different regimes between the first and second county governments had an average change of 0.04. They also exhibited diverse performance outcomes in the objective of promoting social and economic development and the provision of proximate, easily accessible services. For instance, Isiolo's score increased from 0.43 to 0.49, Tharaka Nithi's from 0.41 to 0.55, Lamu's from 0.42 to 0.56 and Nairobi City's from 0.47 to 0.94. Conversely, Wajir's score decreased from 0.28 to 0.17, Kirinyaga's from 0.61 to 0.56 and Bomet's from 0.59 to 0.25 in promoting social and economic development and the provision of proximate, easily accessible services throughout Kenya. (Appendix 7).

Overall, the data suggests that, on average, the performance of counties in the objective of promoting social and economic development and the provision of proximate, easily accessible services is not necessarily determined by whether there was a change in regime between the first and second county governments.

**Figure 13: Change in the social and economic development score from First Government to Second county Government**



Data Source: Authors' computations using DAI datasets

*Key – A negative value implies that the score for the index in the second government is lower than in the first government. A positive value implies that the score for the index in the second government is higher than in the first government.*

*Counties that changed regime in the second county government were Tana River, Lamu, Taita Taveta, Garissa, Isiolo, Nairobi City, Marsabit, Wajir, Meru, Tharaka Nithi, Kitui, Nyandarua, Nyeri, Kirinyaga, Kiambu, West Pokot, Nandi, Baringo, Laikipia, Nakuru, Kajiado, Bomet, Vihiga, Bungoma, Kisumu, Nyamira (CoG).*

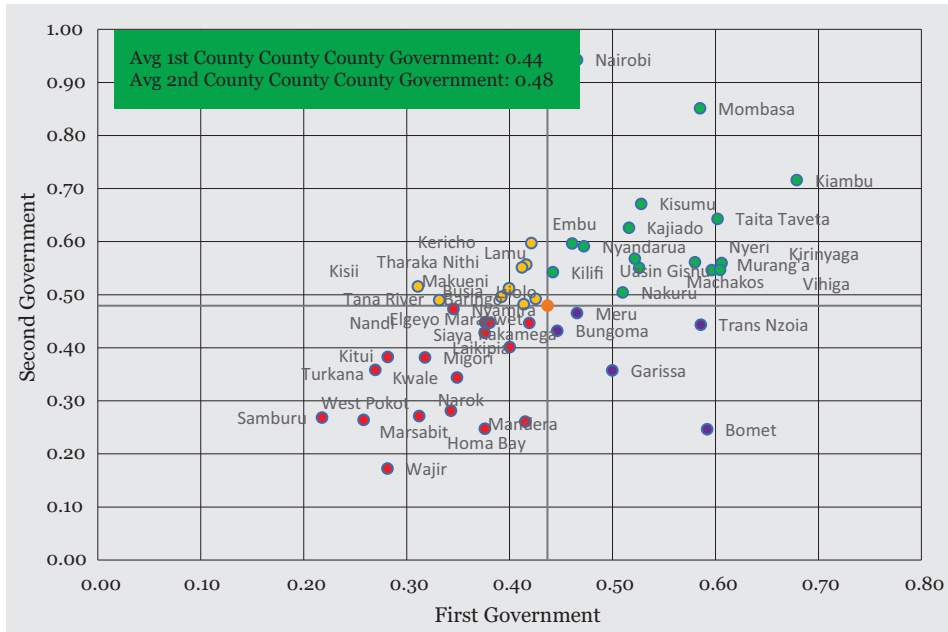
Murang'a, Kisumu, Uasin Gishu, Machakos and Nakuru consistently exhibited high scores above the average (first county government: 0.44, second county government: 0.48) in both the first and second county governments (Figure 14). Murang'a, Kisumu, Uasin Gishu, Machakos and Nakuru scored 0.60, 0.53, 0.52, 0.53 and 0.51 in the first county government and 0.55, 0.67, 0.57, 0.55 and 0.50 in the second government, respectively, in promoting social and economic development and the provision of proximate, easily accessible services (Appendix 7). These counties performed higher in access to improved water and sanitation (Table 14). However, they did not perform well in the share of paved roads.

Kericho, Makueni, Tana River, Isiolo and Kisii showed significant improvement in their scores from the first to the second government (Figure 14). The scores in the first county government were below the average score of 0.44 while the scores in the second county government were above the average score of 0.48. Kericho, Makueni, Tana River, Isiolo and Kisii demonstrated an improvement in average scores from the first government (0.42, 0.39, 0.33, 0.43 and 0.31) to the second county government (0.60, 0.50, 0.49, 0.49 and 0.52), respectively, in promoting social and economic development and the provision of proximate, easily accessible services (Appendix 7). These counties performed higher in access to improved water and sanitation. However, they did not perform well in the share of paved roads (Table 14). In addition to these counties scoring above average in the second government, the scores for promoting social and economic development and the provision of proximate, easily accessible services improved from the first to the second county government (Table 15).

Garissa, Bungoma, Bomet, and Trans Nzoia had scores above the average of 0.44 in the first government but experienced a decline in the second county government, scoring below the average of 0.48 (Figure 14). These counties showed declines of 0.14, 0.02, 0.34 and 0.15, respectively, (Table 15) from the first government scores of 0.50, 0.45, 0.59 and 0.59 to the second government scores of 0.36, 0.43, 0.25 and 0.44, respectively (Appendix 7). However, they performed higher in access to improved water (Table 15). The counties experienced a significant decline in the share of paved roads in the second county government. In addition, the scores for promoting social and economic development and the provision of proximate, easily accessible services declined from the first to the second county government (Table 15).

Mandera, Wajir, Samburu and Turkana had scores consistently below the average in both regimes (Figure 14). These counties scored 0.42, 0.28, 0.22 and 0.27, respectively, in the first county government and 0.26, 0.17, 0.27 and 0.36, respectively, in the second county government in promoting social and economic development and the provision of proximate, easily accessible services (Appendix 7). They did not perform well in any of the areas, including access to improved water, sanitation and share of paved roads (Table 14).

**Figure 14: First Government and Second county Governments scores for the social and economic development**



Data Source: Authors' computations using DAI datasets

Key: Top Right Quadrant – Consistent high performance; Top left quadrant – Improved above the average; Bottom right quadrant – Reduced performance below average; Bottom left quadrant – Persistently below average.

**Table 15: Summary for counties in various quadrants showing change between first and second county governments - promote social and economic development and the provision of proximate, easily accessible services**

Quadrant	County	Access to improved water	Access to improved sanitation	Share of paved roads	(f) Index
<b>Consistent high performance</b>	Kisumu	0.08	0.32	0.02	0.14
	Machakos	0.00	0.05	0.02	0.02
	Murang'a	-0.13	-0.17	0.15	-0.05
	Nakuru	-0.01	-0.05	0.04	-0.01
	Uasin Gishu	-0.10	0.18	0.06	0.05
<b>Improved above average</b>	Isiolo	0.03	0.16	0.02	0.06
	Kericho	0.03	0.37	0.12	0.18
	Kisii	0.45	0.00	0.16	0.21
	Makueni	0.07	0.21	0.03	0.11
	Tana River	0.18	0.28	0.01	0.16
<b>Reduced to below average</b>	Bomet	-0.46	-0.64	0.06	-0.34
	Bungoma	0.06	-0.15	0.05	-0.02
	Garissa	-0.11	-0.13	-0.19	-0.14
	Trans Nzoia	0.08	-0.53	0.02	-0.15
<b>Persistently below average</b>	Mandera	-0.21	-0.30	0.05	-0.16
	Samburu	0.13	-0.04	0.07	0.05
	Turkana	0.21	0.08	-0.03	0.09
	Wajir	-0.08	-0.25	0.01	-0.11
	<b>Average (47 counties)</b>	<b>0.03</b>	<b>0.02</b>	<b>0.07</b>	<b>0.04</b>

*Data Source: Authors' computations using DAI datasets*

*Key: (f) to promote social and economic development and the provision of proximate, easily accessible services throughout Kenya*

## 11. ENSURE EQUITABLE SHARING OF NATIONAL AND LOCAL RESOURCES THROUGHOUT KENYA

This section assesses the need to ensure equitable sharing of national and local resources throughout Kenya. It outlines the key indicators that were analyzed, including the percentage of exchequer issues to the budget, the percentage of births attended by skilled health personnel, and primary net enrollment ratios. These indicators are essential for assessing the fairness and effectiveness of resource allocation and utilization across different counties, promoting balanced development and reducing disparities.

**Table 16: Overall index on ensuring equitable sharing of national and local resources**

County/ Indicator	Percentage of Exchequer Issues to budget	Percentage of births attended by skilled health personnel	Primary net enrolment ratio	(g) Index at 10 years
Baringo	0.74	0.83	0.83	0.80
Bomet	0.86	0.88	0.90	0.88
Bungoma	0.78	0.87	0.82	0.82
Busia	0.78	0.88	0.80	0.82
Elgeyo Marakwet	0.79	0.98	0.88	0.88
Embu	0.83	0.96	0.94	0.91
Garissa	0.83	0.68	0.38	0.63
Homa Bay	0.84	0.91	0.80	0.85
Isiolo	0.87	0.85	0.72	0.81
Kajiado	0.74	0.85	0.91	0.83
Kakamega	0.85	0.96	0.87	0.89
Kericho	0.82	0.92	0.92	0.89
Kiambu	0.87	0.98	0.91	0.92
Kilifi	0.78	0.85	0.73	0.79
Kirinyaga	0.81	0.97	0.95	0.91
Kisii	0.77	0.94	0.88	0.86
Kisumu	0.79	0.98	0.88	0.88
Kitui	0.84	0.86	0.66	0.79
Kwale	0.71	0.89	0.67	0.76
Laikipia	0.77	0.93	0.76	0.82
Lamu	0.73	0.93	0.75	0.80
Machakos	0.81	0.95	0.95	0.90

County/ Indicator	Percentage of Exchequer Issues to budget	Percentage of births attended by skilled health personnel	Primary net enrolment ratio	(g) Index at 10 years
<b>Makueni</b>	0.80	0.92	0.95	0.89
<b>Mandera</b>	0.84	0.55	0.58	0.66
<b>Marsabit</b>	0.87	0.69	0.53	0.70
<b>Meru</b>	0.81	0.91	0.67	0.80
<b>Migori</b>	0.85	0.93	0.77	0.85
<b>Mombasa</b>	0.89	0.96	0.86	0.90
<b>Murang'a</b>	0.81	0.96	0.93	0.90
<b>Nairobi</b>	0.62	0.99	0.82	0.81
<b>Nakuru</b>	0.68	0.93	0.91	0.84
<b>Nandi</b>	0.77	0.87	0.85	0.83
<b>Narok</b>	0.86	0.70	0.76	0.77
<b>Nyamira</b>	0.80	0.93	0.87	0.87
<b>Nyandarua</b>	0.78	0.98	0.90	0.89
<b>Nyeri</b>	0.82	0.99	0.96	0.92
<b>Samburu</b>	0.79	0.57	0.57	0.64
<b>Siaya</b>	0.79	0.95	0.82	0.85
<b>Taita Taveta</b>	0.79	0.96	0.87	0.87
<b>Tana River</b>	0.81	0.59	0.69	0.70
<b>Tharaka Nithi</b>	0.80	0.95	0.90	0.88
<b>Trans Nzoia</b>	0.83	0.93	0.85	0.87
<b>Turkana</b>	0.77	0.53	0.48	0.59
<b>Uasin Gishu</b>	0.75	0.95	0.86	0.85
<b>Vihiga</b>	0.79	0.97	0.90	0.89
<b>Wajir</b>	0.81	0.57	0.53	0.64
<b>West Pokot</b>	0.91	0.65	0.68	0.75
<b>Average</b>	<b>0.80</b>	<b>0.87</b>	<b>0.80</b>	<b>0.82</b>

Data Source: Authors' computations using data from various sources

Key: (g) to ensure equitable sharing of national and local resources throughout Kenya

Out of the 47 counties, 30 had scores for ensuring equitable sharing of national and local resources index above the average level of 0.82, while 17 counties exhibited scores below this average (Table 16). The top 10 performing counties included Nyeri (0.92), Kiambu (0.92), Embu (0.91), Kirinyaga (0.91), Mombasa (0.90), Machakos (0.90), Murang'a (0.90), Kakamega (0.89), Makueni (0.89) and Kericho (0.89). These counties demonstrated higher scores across all the indicators, including the percentage of exchequer issues to budget, the percentage of births attended by skilled health personnel, and the primary net enrolment ratio.

Conversely, the lowest 10 performing counties included Turkana (0.59), Garissa (0.63), Wajir (0.64), Samburu (0.64), Mandera (0.66), Marsabit (0.70), Tana River (0.70), West Pokot (0.75), Kwale (0.76) and Narok (0.77). These counties presented lower scores in primary net enrolment ratio. However, they had higher scores in percentage of exchequer issues to budget.

### **Arid, semi-arid and non-ASAL counties**

The data indicates a difference in ensuring the equitable sharing of national and local resources index across arid (0.67), semi-arid (0.86), and non-ASAL (0.86) counties. Among the indicators comprising the index, arid counties had the highest average scores in the percentage of exchequer issues to budget (0.82) and the percentage of births attended by skilled health personnel (0.63), while the lowest average score was in the primary net enrolment ratio (0.56). Semi-arid counties demonstrated their highest average scores in the percentage of births attended by skilled health personnel (0.92), followed by the primary net enrolment ratio (0.84), with the lowest average score in the percentage of exchequer issues to budget (0.80). Non-ASAL counties followed a similar pattern, with the highest average scores in the percentage of births attended by skilled health personnel (0.95), followed by the primary net enrolment ratio (0.86), and the lowest average score in the percentage of exchequer issues to budget (0.77).

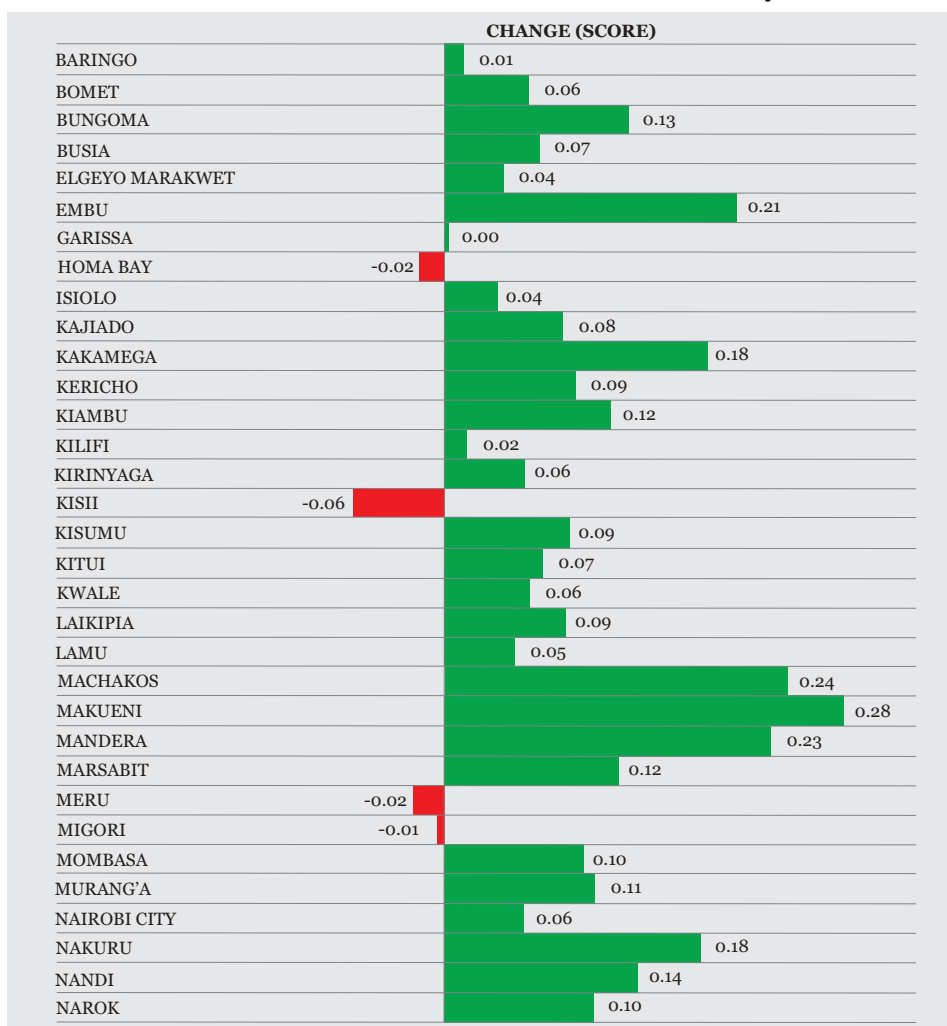
### **Comparing the performance of the first and second county governments**

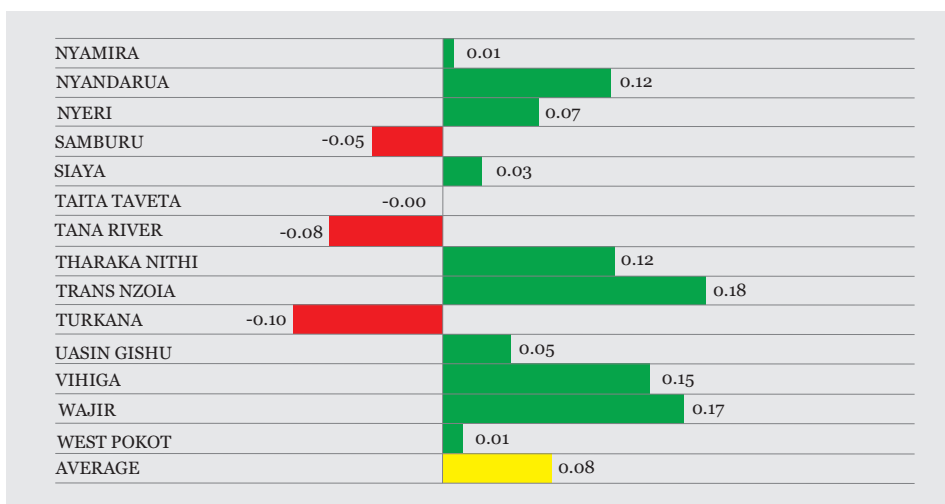
Figure 15 presents changes in the scores for the index on ensuring equitable sharing of national and local resources (second government score – first government score). Counties with the same regimes between the first and the second county governments had an average change of 0.08. They exhibited varying performance in the objective of ensuring equitable sharing of national and local resources. For example, Mandera's score increased from 0.43 to 0.66, Murang'as from 0.79 to 0.90, Elgeyo Marakwet's from 0.84 to 0.88, Mombasa's from (0.81 to 0.90) and Kericho's from 0.80 to 0.89. However, Turkana's score decreased from 0.70 to 0.59, Samburu's from 0.69 to 0.64 and Kisii's from 0.93 to 0.86 in ensuring equitable sharing of national and local resources (Appendix 8).

Counties with different regimes between the first and the second county governments had an average change of 0.07. They also exhibited diverse performance outcomes in the objective of ensuring equitable sharing of national and local resources. For instance, Wajir’s score increased from 0.47 to 0.64, Nairobi City’s from 0.75 to 0.81, Isiolo’s from 0.78 to 0.81, Laikipia’s from 0.73 to 0.82 and Lamu’s from 0.75 to 0.80. In contrast, Tana River’s score decreased from 0.78 to 0.70 and Meru’s from 0.82 to 0.80 in ensuring equitable sharing of national and local resources (Appendix 8).

Overall, the data suggests that, on average, the performance of counties in the objective of ensuring equitable sharing of national and local resources is not necessarily determined by whether there was a change in regime between the first and second county governments.

**Figure 15: Change in the equitable sharing of national and local resources score from First Government to Second county Government**





*Data Source: Authors' computations using DAI datasets*

*Key – A negative value implies that the score for the index in the second government is lower than in the first government. A positive value implies that the score for the index in the second government is higher than in the first government.*

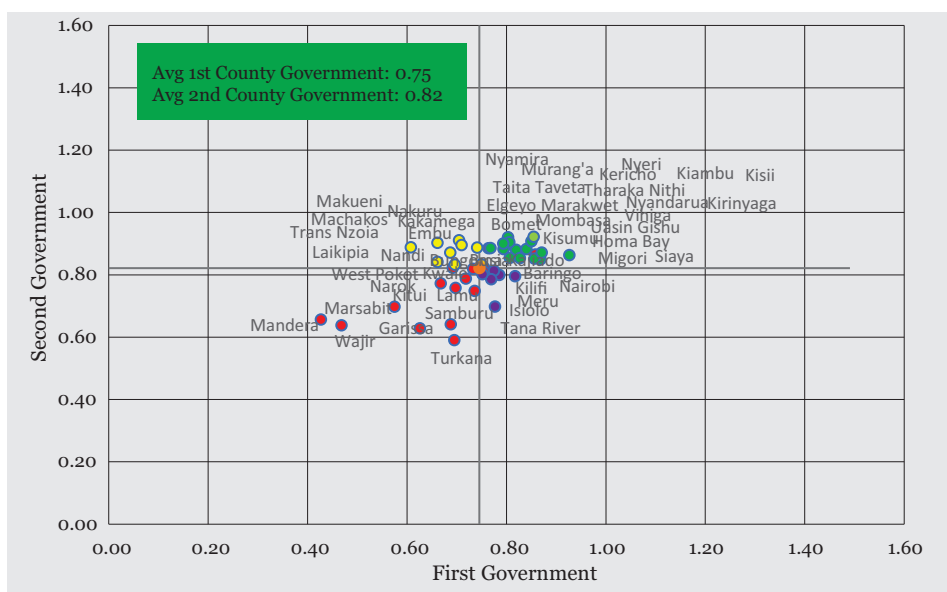
Uasin Gishu, Nyandarua, Mombasa, and Kiambu consistently exhibited high scores above the average (first county government: 0.75, second county government: 0.82) in both the first and second county governments (Figure 16). These counties scored 0.81, 0.77, 0.81 and 0.80 in the first government and 0.85, 0.89, 0.90 and 0.92 in the second county government, respectively, in ensuring equitable sharing of national and local resources (Appendix 8). They performed higher in all indicators, including the percentage of births attended by skilled health personnel, the primary net enrolment ratio, and the percentage of exchequer issues to budget (Table 16). In addition to scoring above average in both regimes, their scores in ensuring equitable sharing of national and local resources improved from the first to the second county government (Table 17).

Nakuru, Makueni, and Kakamega showed significant improvement in their scores from the first to the second county government (Figure 16). The scores in the first county government were below the average score of 0.75, while the scores in the second county government were above the average score of 0.82. Nakuru, Makueni, and Kakamega demonstrated an improvement in average scores from the first county government (0.66, 0.61 and 0.71) to the second government (0.84, 0.89 and 0.89), respectively, in ensuring equitable sharing of national and local resources (Appendix 8). Similarly, these counties performed higher in all indicators, including the percentage of births attended by skilled health personnel, the primary net enrolment ratio and the percentage of exchequer issues to budget (Table 16).

Nairobi City, Meru, Isiolo, and Tana River achieved scores above the average of 0.75 in the first county government but experienced a decline in the second county government, scoring below the average of 0.82 (Figure 16). Specifically, Nairobi, Meru, Isiolo, and Tana River scored 0.75, 0.82, 0.78 and 0.78, respectively, in the first county government and 0.81, 0.80, 0.81 and 0.70, respectively, in the second county government (Appendix 8).

Marsabit, Wajir, Mandera, Samburu and Garissa consistently scored below the average in both periods (Figure 16). These counties scored 0.57, 0.47, 0.43, 0.69 and 0.63, respectively, in the first county government and 0.70, 0.64, 0.66, 0.64 and 0.63, respectively, in the second county government in ensuring equitable sharing of national and local resources (Appendix 8). While these counties did not perform well in the percentage of births attended by skilled health personnel and the primary net enrolment ratio, they performed well in the percentage of exchequer issues to budget.

**Figure 16: First and second county government scores for the equitable sharing of national and local resources**



Data Source: Authors' computations using DAI datasets

Key: Top Right Quadrant – Consistent high performance;

Top left quadrant – Improved above the average;

Bottom right quadrant – Reduced performance below average;

Bottom left quadrant – Persistently below average.

**Table 17: Summary for counties in various quadrants showing change between first and second county governments - ensuring equitable sharing of national and local resources**

Quadrant	County / Indicator	Percentage of Exchequer Issues to budget	Percentage of births attended by skilled health personnel	Primary net enrolment ratio	(g) Index
<b>Consistent high performance</b>	Kiambu	-0.02	0.12	0.25	0.12
	Mombasa	0.11	0.08	0.10	0.09
	Nyandarua	-0.14	0.11	0.38	0.12
	Uasin Gishu	-0.13	0.19	0.08	0.04
<b>Improved above average</b>	Kakamega	-0.01	0.34	0.22	0.18
	Makueni	0.15	0.28	0.41	0.28
	Nakuru	-0.07	0.27	0.33	0.18
<b>Reduced to below average</b>	Isiolo	-0.03	0.41	-0.27	0.03
	Meru	-0.04	0.04	-0.06	-0.02
	Nairobi City	0.09	0.08	-0.01	0.06
	Tana River	-0.15	0.14	-0.23	-0.08
<b>Persistently below average</b>	Garissa	-0.03	0.25	-0.20	0.00
	Mandera	0.02	0.27	0.40	0.23
	Marsabit	-0.03	0.40	0.00	0.13
	Samburu	-0.10	0.30	-0.34	-0.05
	Wajir	-0.13	0.37	0.26	0.17
	<b>Average (47 counties)</b>	<b>-0.03</b>	<b>0.22</b>	<b>0.04</b>	<b>0.07</b>

Data Source: Authors' computations using DAI datasets

Key: (g) to ensure equitable sharing of national and local resources throughout Kenya

## 12. FACILITATE THE DECENTRALIZATION OF STATE ORGANS, THEIR FUNCTIONS AND SERVICES FROM THE CAPITAL OF KENYA

This section explores the facilitation of the decentralization of state organs, their functions, and services from the capital of Kenya. It outlines the key indicators that were analyzed, including the establishment of Huduma centres, health budget execution, and agriculture budget execution. These indicators are vital for evaluating the effectiveness of decentralization efforts, ensuring that government services are accessible to all communities, and enhancing local governance and service delivery.

**Table 18: Overall index on facilitating the decentralization of State organs, their functions and services, from the capital of Kenya**

County/ Indicator	Huduma centres established	Attainment of Abuja declaration on health budget allocation	Attainment of Maputo Protocol on agriculture budget allocation	(h) Index at 10 years
Baringo	0.17	1.00	0.98	0.72
Bomet	0.20	1.00	0.79	0.66
Bungoma	0.11	1.00	1.00	0.76
Busia	0.14	1.00	0.99	0.71
Elgeyo Marakwet	0.25	1.00	1.00	0.75
Embu	0.25	1.00	0.90	0.72
Garissa	0.20	1.00	0.59	0.60
Homa Bay	0.20	1.00	0.60	0.60
Isiolo	0.50	1.00	0.99	0.83
Kajiado	0.20	1.00	0.67	0.62
Kakamega	0.08	1.00	0.92	0.67
Kericho	0.17	1.00	0.69	0.62
Kiambu	0.08	1.00	0.66	0.58
Kilifi	0.14	1.00	0.95	0.70
Kirinyaga	0.25	1.00	0.74	0.66
Kisii	0.11	1.00	0.85	0.65
Kisumu	0.14	1.00	0.54	0.56
Kitui	0.14	1.00	1.00	0.71
Kwale	0.25	1.00	0.92	0.72
Laikipia	0.33	0.81	0.38	0.51

County/ Indicator	Huduma centres established	Attainment of Abuja declaration on health budget allocation	Attainment of Maputo Protocol on agriculture budget allocation	(h) Index at 10 years
Lamu	0.50	1.00	0.90	0.80
Machakos	0.13	0.94	0.45	0.50
Makueni	0.17	1.00	1.00	0.72
Mandera	0.17	1.00	1.00	0.72
Marsabit	0.25	1.00	0.85	0.70
Meru	0.11	1.00	0.81	0.64
Migori	0.13	1.00	0.74	0.62
Mombasa	0.17	1.00	0.26	0.47
Murang'a	0.14	1.00	1.00	0.71
Nairobi City	0.26	1.00	0.13	0.46
Nakuru	0.09	1.00	0.78	0.62
Nandi	0.17	1.00	0.97	0.71
Narok	0.17	1.00	0.65	0.61
Nyamira	0.25	1.00	0.81	0.69
Nyandarua	0.20	0.85	0.81	0.62
Nyeri	0.17	1.00	0.83	0.67
Samburu	0.33	1.00	0.99	0.78
Siaya	0.17	1.00	0.82	0.66
Taita Taveta	0.25	0.74	0.51	0.50
Tana River	0.33	1.00	0.84	0.73
Tharaka Nithi	0.33	1.00	1.00	0.78
Trans Nzoia	0.20	1.00	1.00	0.73
Turkana	0.17	0.89	0.83	0.63
Uasin Gishu	0.17	1.00	1.00	0.72
Vihiga	0.20	1.00	0.73	0.64
Wajir	0.17	1.00	0.96	0.71
West Pokot	0.25	1.00	1.00	0.75
<b>Average</b>	<b>0.20</b>	<b>0.98</b>	<b>0.80</b>	<b>0.66</b>

Data Source: Authors' computations using data from various sources

Key: (h) to facilitate the decentralization of State organs, their functions and services from the capital of Kenya

Out of the 47 counties, 25 had scores on the index for facilitating the decentralization of State organs that were above the average level of 0.67, while 22 counties exhibited scores below this average (Table 18). The top 10 performing counties included Isiolo (0.83), Lamu (0.80), Tharaka Nithi (0.78), Samburu (0.78), Bungoma (0.76), West Pokot (0.75), Elgeyo Marakwet (0.75), Trans Nzoia (0.73), Tana River (0.73) and Kwale (0.72). These counties demonstrated higher scores in health and agriculture budget execution. However, they exhibited lower scores in Huduma centres established.

Conversely, the lowest 10 performing counties included Nairobi City (0.46), Mombasa (0.47), Taita Taveta (0.50), Machakos (0.50), Laikipia (0.51), Kisumu (0.56), Kiambu (0.58), Garissa (0.60), Homa Bay (0.60) and Narok (0.61). These counties presented lower scores in Huduma centres established and in agriculture budget execution. However, they exhibited higher scores in health budget execution.

### **Arid, semi-arid and non-ASAL counties**

The data indicates a difference in the facilitation of the decentralization of State organs index across arid (0.71), semi-arid (0.66), and non-ASAL (0.66) counties. Among the indicators comprising the index, arid counties had the highest average scores in health budget execution (0.99) and agriculture budget execution (0.88), while the lowest average score was in Huduma centres established (0.26). Similarly, semi-arid counties showed their highest average scores in health budget execution (1.00) and agriculture budget execution (0.77), while the lowest average score was in Huduma centres established (0.20). Non-ASAL counties followed a similar pattern, with the highest average scores in health budget execution (0.98) and agriculture budget execution (0.78), while the lowest average score was in Huduma centres established (0.20).

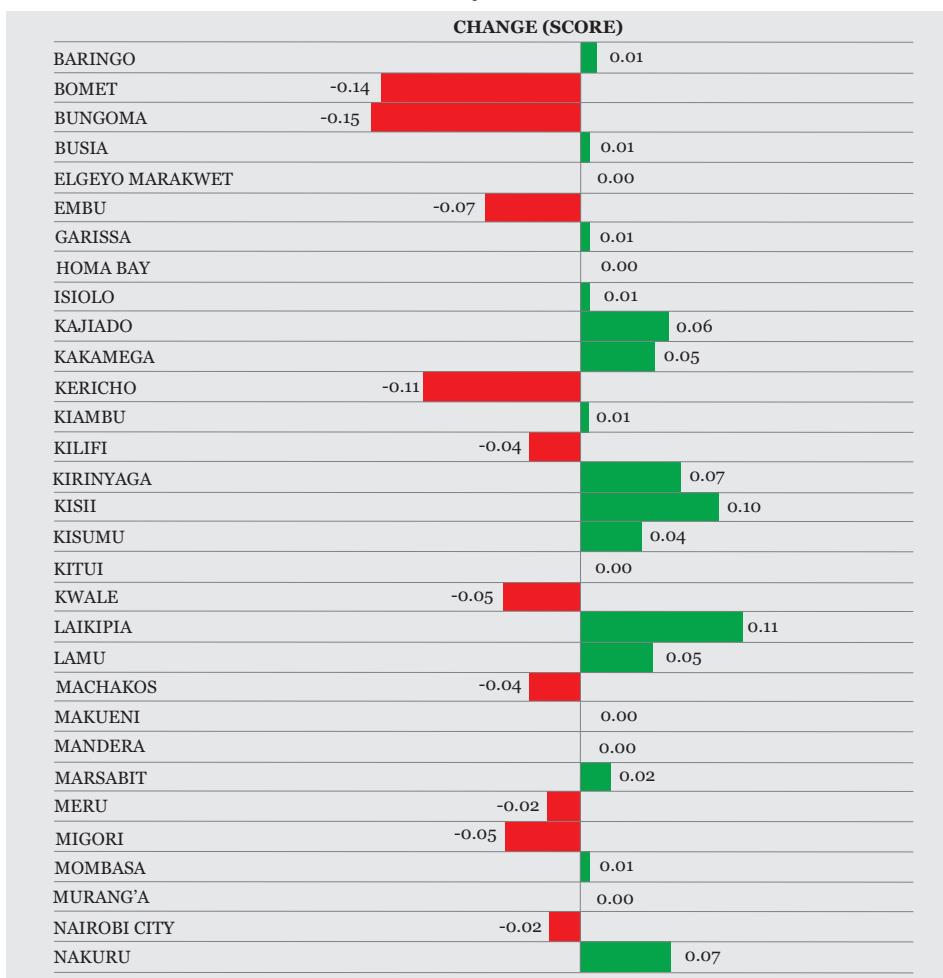
### **Comparing the performance of the first and second county governments**

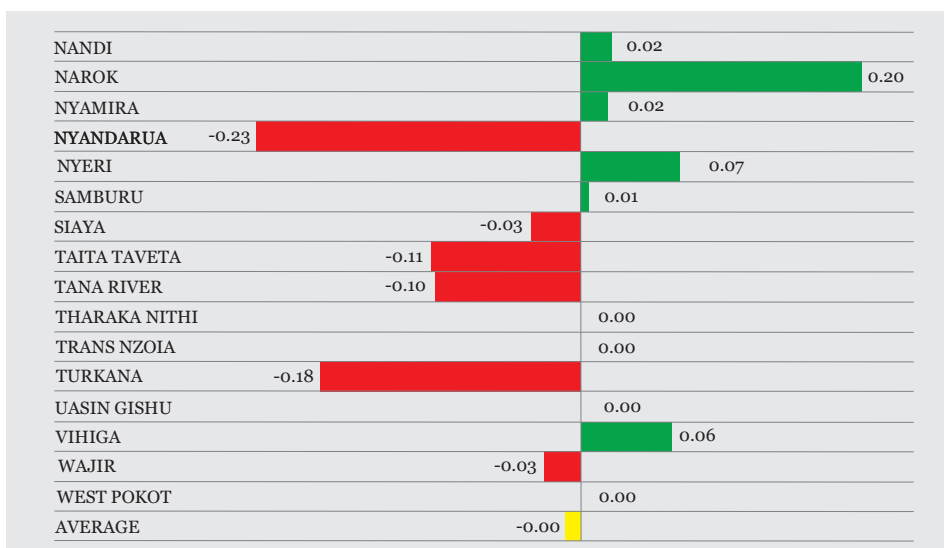
Figure 17 presents changes in the score for the index for facilitating the decentralization of State organs, their functions and services from the capital of Kenya (second government score – first government score). Counties with the same regimes between the first and second county governments had an average change of -0.01. They exhibited varying performance in the objective of facilitating the decentralization of State organs. For example, Mombasa's score increased from 0.47 to 0.48, Narok's from 0.51 to 0.70 and Kakamega's from 0.64 to 0.69. In contrast, Kericho's score decreased from 0.67 to 0.56, Turkana's from 0.72 to 0.54 and Migori's from 0.65 to 0.59 in this objective. In addition, Murang'a's score remained the same at 0.71, as did Uasin Gishu's (0.72) and Elgeyo Marakwet's (0.75) in facilitating the decentralization of State organs in both regimes (Appendix 9).

Counties with different regimes between the first and second county governments had an average change of -0.01. They exhibited diverse performance outcomes in the objective of facilitating the decentralization of State organs. For example, Lamu’s score increased from 0.77 to 0.83, Isiolo’s from 0.82 to 0.83 and Laikipia’s from 0.45 to 0.57. Conversely, Bungoma’s score decreased from 0.84 to 0.69, Taita Taveta’s from 0.55 to 0.45, Nyandarua’s from 0.73 to 0.50 and Nairobi City’s from 0.48 to 0.45 in this objective. Furthermore, Tharaka Nithi’s score remained the same at 0.78, as did Kitui’s (0.71) and West Pokot’s (0.75) in facilitating the decentralization of State organs in both regimes (Appendix 9).

Overall, the data suggests that, on average, the performance of counties in the objective of facilitating the decentralization of State organs is not necessarily determined by whether there was a change in regime between the first and second county governments.

**Figure 17: Change in the decentralization of State organs score from First Government to Second county Government**





*Data Source: Authors' computations using DAI datasets*

*Key – A negative value implies that the score for the index in the second government is lower than in the first government. A positive value implies that the score for the index in the second government is higher than in the first government.*

Murang'a, Uasin Gishu, Embu and Tharaka Nithi consistently exhibited high scores above the average (first county government: 0.67, second county government: 0.66) in both the first and second county governments (Figure 18). Murang'a, Uasin Gishu, Embu and Tharaka Nithi scored 0.71, 0.72, 0.75 and 0.78 in the first government and 0.71, 0.72, 0.68 and 0.78 in the second county government, respectively, in facilitating the decentralization of State organs (Appendix 9). These counties performed better in health and agriculture budget execution (Table 18). However, they did not perform well in the establishment of Huduma centres.

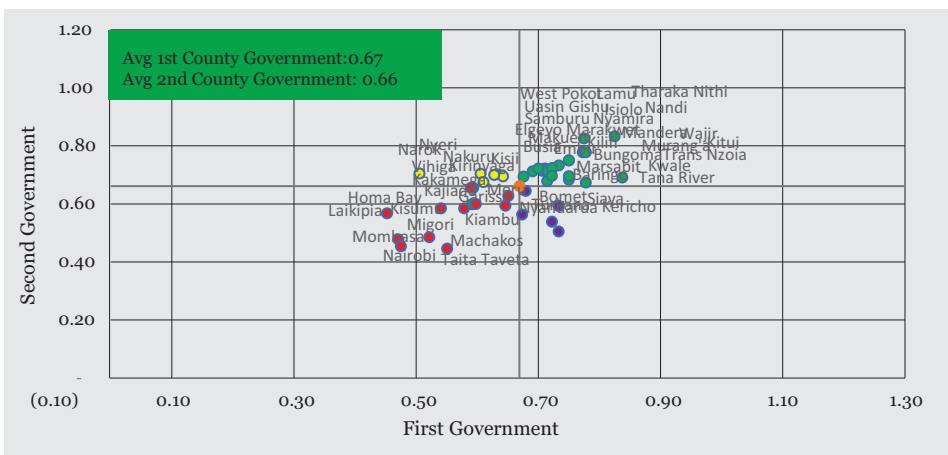
Nyeri, Nakuru, Kakamega and Narok (Figure 18), had scores in the first county government that were below the average score of 0.67, while their scores in second county government were above the average score of 0.66. Nyeri, Nakuru, Kakamega and Narok demonstrated an improvement in average scores from the first government (0.63, 0.59, 0.64 and 0.51) to the second county government (0.70, 0.66, 0.69 and 0.70), respectively, in facilitating the decentralization of State organs (Appendix 9). These counties performed higher in health and agriculture budget execution (Table 18). However, they did not perform well in the establishment of Huduma centres. In addition to these counties scoring above average in the second government, the scores for facilitating the decentralization of State organs improved from the first to the second county government (Table 19).

Nyandarua, Bomet, Siaya and Kericho had scores above the average of 0.67

in the first county government but experienced a decline in the second county government, scoring below the average of 0.66 (Figure 18). Nyandarua, Bomet, Siaya and Kericho showed a decline of (0.23, 0.14, 0.04 and 0.11) (Figure 6) from the first county government (0.73, 0.73, 0.68 and 0.67) to the second county government (0.50, 0.59, 0.64 and 0.56), respectively (Appendix 9). These counties experienced a significant decline in agriculture budget execution in the second government. Additionally, the scores for facilitating the decentralization of State organs declined from the first to the second government (Table 19).

Garissa, Machakos, Meru and Laikipia had scores that remained persistently below average in both regimes (Figure 18). In the first government, the scores were 0.59, 0.52, 0.65 and 0.45, while in the second county government, they scored 0.60, 0.49, 0.63 and 0.57, respectively, in facilitating the decentralization of State organs (Appendix 9). These counties did not perform well in the establishment of Huduma centres and agriculture budget execution. Furthermore, scores in facilitating the decentralization of State organs declined from the first to the second county government (Table 19).

**Figure 18: First and second county governments scores for the decentralization of State organs**



Data Source: Authors' computations using DAI datasets

- Key: Top Right Quadrant – Consistent high performance;
- Top left quadrant – Improved above the average;
- Bottom right quadrant – Reduced performance below average;
- Bottom left quadrant – Persistently below average.

**Table 19: Summary for counties in various quadrants showing change between first and second county governments – facilitating the decentralization of State organs, their functions and services from the capital of Kenya**

Quadrant	County/ Indicator	Huduma centres establi- shed	Attainment of Abuja declaration on health budget allocation	Attainment of Maputo Protocol on agriculture budget allocation	(h) Index
<b>Consistent high performance</b>	Embu	0.00	0.00	-0.20	-0.07
	Murang'a	0.00	0.00	0.00	0.00
	Tharaka Nithi	0.00	0.00	0.00	0.00
	Uasin Gishu	0.00	0.00	0.00	0.00
<b>Improved above average</b>	Kakamega	0.00	0.00	0.16	0.05
	Nakuru	0.00	0.00	0.20	0.07
	Narok	0.00	0.00	0.60	0.19
	Nyeri	0.00	0.00	0.21	0.07
<b>Reduced to below average</b>	Kericho	0.00	0.00	-0.33	-0.11
	Bomet	0.00	0.00	-0.42	-0.14
	Nyandarua	0.00	-0.30	-0.38	-0.23
	Siaya	0.00	0.00	-0.10	-0.04
<b>Persistently below average</b>	Garissa	0.00	0.00	0.03	0.01
	Laikipia	0.00	0.16	0.19	0.12
	Machakos	0.00	-0.13	0.02	-0.03
	Meru	0.00	0.00	-0.07	-0.02
	<b>Average (47 counties)</b>	<b>0.00</b>	<b>-0.02</b>	<b>0.00</b>	<b>-0.01</b>

*Data Source: Authors' computations using DAI datasets*

*(h) to facilitate the decentralization of State organs, their functions and services from the capital of Kenya*

### 13. ENHANCE CHECKS AND BALANCES AND THE SEPARATION OF POWERS

This section focuses on enhancing checks and balances and the separation of powers. It outlines the key indicators that were analyzed, including the number of Bills and Acts passed by county assemblies that effectively establish checks and balances, and the number of Acts passed.

**Table 20: Overall index on enhancing checks and balances and the separation of powers**

County/ Indicator	Number of Bills Passed by the County Assembly that effectively establish checks and balances	Number of Acts Passed by the County Assembly that effectively establish checks and balances	(I) Index at 10 years
Baringo	0.15	0.09	0.12
Bomet	0.22	0.40	0.31
Bungoma	0.20	0.30	0.25
Busia	0.51	0.41	0.46
Elgeyo Marakwet	0.46	0.30	0.38
Embu	0.24	0.40	0.32
Garissa	0.19	0.28	0.23
Homa Bay	0.09	0.11	0.10
Isiolo	0.20	0.18	0.19
Kajiado	0.25	0.20	0.22
Kakamega	0.45	0.18	0.31
Kericho	0.23	0.62	0.42
Kiambu	0.19	0.38	0.28
Kilifi	0.09	0.53	0.31
Kirinyaga	0.34	0.09	0.21
Kisii	0.32	0.72	0.52
Kisumu	0.30	0.17	0.23
Kitui	0.03	0.24	0.14
Kwale	0.22	0.49	0.36
Laikipia	0.44	0.36	0.40
Lamu	0.23	0.52	0.38
Machakos	0.19	0.50	0.35
Makueni	0.24	0.23	0.24

<b>County/ Indicator</b>	<b>Number of Bills Passed by the County Assembly that effectively establish checks and balances</b>	<b>Number of Acts Passed by the County Assembly that effectively establish checks and balances</b>	<b>(I) Index at 10 years</b>
<b>Mandera</b>	0.15	0.26	0.21
<b>Marsabit</b>	0.51	0.30	0.41
<b>Meru</b>	0.29	0.43	0.36
<b>Migori</b>	0.30	0.22	0.26
<b>Mombasa</b>	0.17	0.58	0.38
<b>Murang'a</b>	0.28	0.28	0.28
<b>Nairobi City</b>	0.35	0.39	0.37
<b>Nakuru</b>	0.32	0.49	0.40
<b>Nandi</b>	0.13	0.17	0.15
<b>Narok</b>	0.36	0.41	0.39
<b>Nyamira</b>	0.23	0.13	0.18
<b>Nyandarua</b>	0.74	0.21	0.47
<b>Nyeri</b>	0.43	0.25	0.34
<b>Samburu</b>	0.36	0.16	0.26
<b>Siaya</b>	0.57	0.21	0.39
<b>Taita Taveta</b>	0.19	0.21	0.20
<b>Tana River</b>	0.30	0.40	0.35
<b>Tharaka Nithi</b>	0.20	0.71	0.45
<b>Trans Nzoia</b>	0.55	0.19	0.37
<b>Turkana</b>	0.00	0.30	0.15
<b>Uasin Gishu</b>	0.11	0.48	0.29
<b>Vihiga</b>	0.45	0.20	0.33
<b>Wajir</b>	0.06	0.13	0.09
<b>West Pokot</b>	0.29	0.25	0.27
<b>Average</b>	<b>0.28</b>	<b>0.32</b>	<b>0.30</b>

*Data Source: Authors' computations using data from various sources*

*Key: (i) to enhance checks and balances and the separation of powers*

Out of the 47 counties, 25 had scores on the enhancing checks and balances index above the average level of 0.30, while 22 counties exhibited scores below this average (Table 20). The top 10 performing counties included Kisii (0.52), Nyandarua (0.47), Busia (0.46), Tharaka Nithi (0.45), Kericho (0.42), Marsabit (0.41), Nakuru (0.40), Laikipia (0.40), Siaya (0.39) and Narok (0.39). These counties exhibited lower scores in all indicators, including the number of Bills and

Acts passed by the county assembly that effectively establish checks and balances.

Similarly, the lowest 10 performing counties included Wajir (0.09), Homa Bay (0.10), Baringo (0.12), Kitui (0.14), Nandi (0.15), Turkana (0.15), Nyamira (0.18), Isiolo (0.19), Taita Taveta (0.20) and Mandera (0.21). These counties also presented lower scores in all the indicators, including the number of Bills and Acts passed by the county assembly that effectively establish checks and balances.

### **Arid, semi-arid and non-ASAL counties**

The data indicates a difference in the enhancing checks and balances index across arid (0.24), semi-arid (0.32) and non-ASAL (0.32) counties. Among the indicators comprising the index, arid counties had the lowest average scores in all the indicators, including the number of Acts passed by the county assembly that effectively establish checks and balances (0.25) and the number of Bills passed by the county assembly that effectively establish checks and balances (0.22). Similarly, semi-arid counties showed their lowest average scores in all the indicators, including the number of Acts (0.33) and Bills (0.30) passed by the county assembly that effectively establish checks and balances. Non-ASAL counties also had the lowest average scores in all the indicators, including number of Bills (0.39) and Acts (0.25) passed by the county assembly that effectively establish checks and balances.

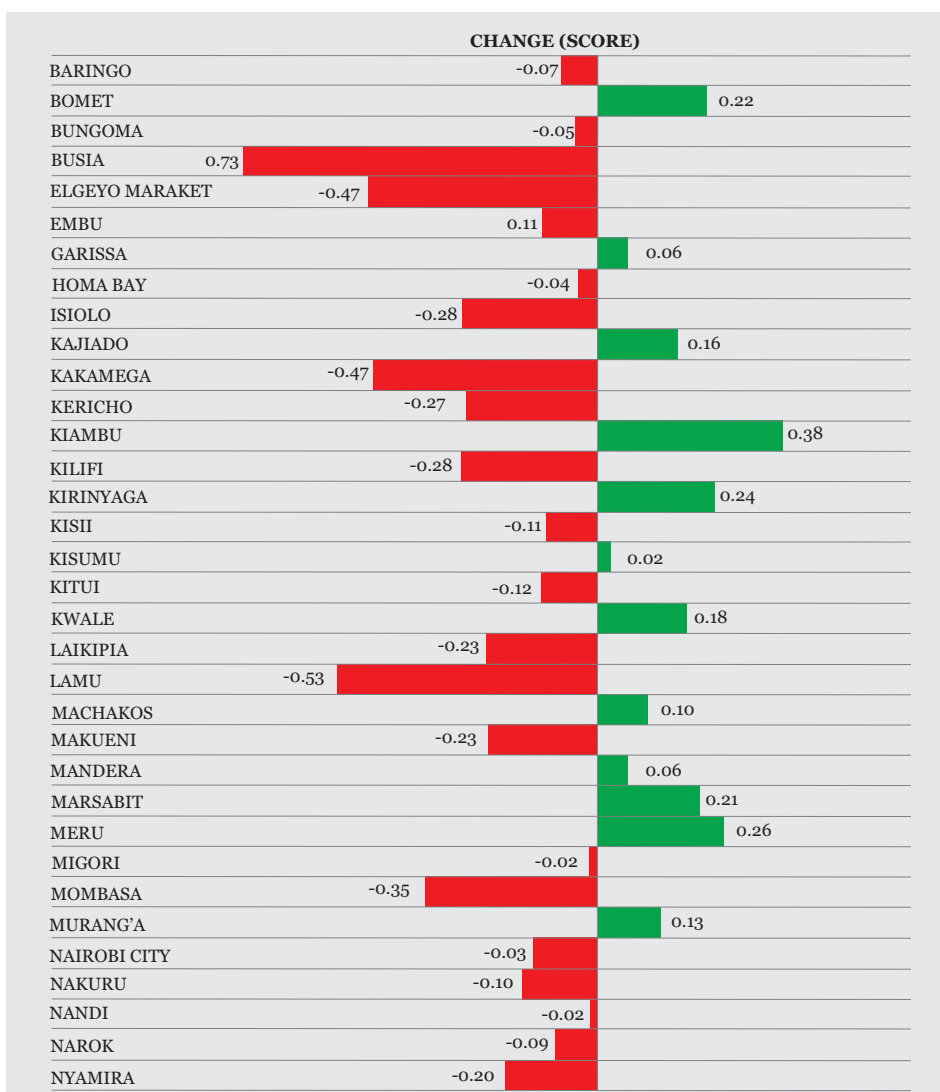
### **Comparing the performance of the first and second county governments**

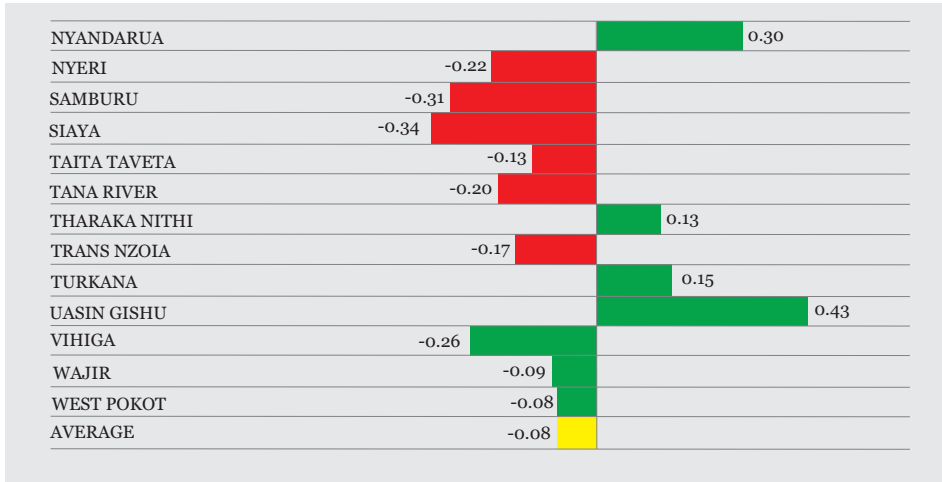
Figure 19 presents changes in the score for the index on enhancing checks and balances and the separation of powers (second government score – first government score). Counties with the same regimes between the first and second county governments had an average change of -0.14. They showed varying performance in the objective of enhancing checks and balances. For example, Kwale's score increased from 0.27 to 0.45, Turkana's from 0.07 to 0.23 and Murang'a's from 0.22 to 0.34. In contrast, Mombasa's score decreased from 0.55 to 0.20, Siaya's from 0.56 to 0.22, Embu's from 0.38 to 0.27, Elgeyo Marakwet's from 0.62 to 0.15 and Kericho's from 0.56 to 0.29 in the performance of this objective (Appendix 10).

Counties with different regimes between the first and second county governments had an average change of -0.03. They also exhibited diverse performance outcomes in the objective of enhancing checks and balances. For instance, Marsabit's score increased from 0.30 to 0.51, Kiambu's from 0.09 to 0.47, Kajiado's from 0.14 to 0.30 and Kirinyaga's from 0.09 to 0.33. Meanwhile, Nairobi City's score decreased from 0.44 to 0.30, Nyeri's from 0.45 to 0.23, Isiolo's from 0.33 to 0.05, Laikipia's from 0.52 to 0.28 and Lamu's from 0.64 to 0.11 in enhancing checks and balances from the first to the second government (Appendix 10).

Overall, the data suggests that, on average, the performance of counties in the objective of enhancing checks and balances declined for both government regimes. However, there was a more significant decline where there was no change in regime between the first and second county governments.

**Figure 19: Change in the checks and balances and the separation of powers score from the first county government to the second county government**





Data Source: Authors' computations using DAI datasets

*Key – A negative value implies that the score for the index in the second government is lower than in the first government. A positive score implies that the score for the index in the second government is higher than in the first government.*

*Counties that changed regime in the second county government were Tana River, Lamu, Taita Taveta, Garissa, Isiolo, Nairobi City, Marsabit, Wajir, Meru, Tharaka Nithi, Kitui, Nyandarua, Nyeri, Kirinyaga, Kiambu, West Pokot, Nandi, Baringo, Laikipia, Nakuru, Kajiado, Bomet, Vihiga, Bungoma, Kisumu, Nyamira (CoG).*

Nairobi City, Nakuru, Embu, Kericho, and Trans Nzoia consistently exhibited high scores above the average (first county government: 0.34, second county government: 0.26) in both the first and second county governments (Figure 19). These counties scored 0.44, 0.48, 0.38, 0.56 and 0.45, respectively, in the first government and 0.30, 0.33, 0.27, 0.29 and 0.28, respectively, in the second county government in enhancing checks and balances (Appendix 10). They did not perform well in both the number of Bills and Acts passed by the county assembly that effectively establish checks and balances (Table 20). In addition, although these counties scored above average in both regimes, their scores in enhancing checks and balances declined from the first to the second county government (Table 20).

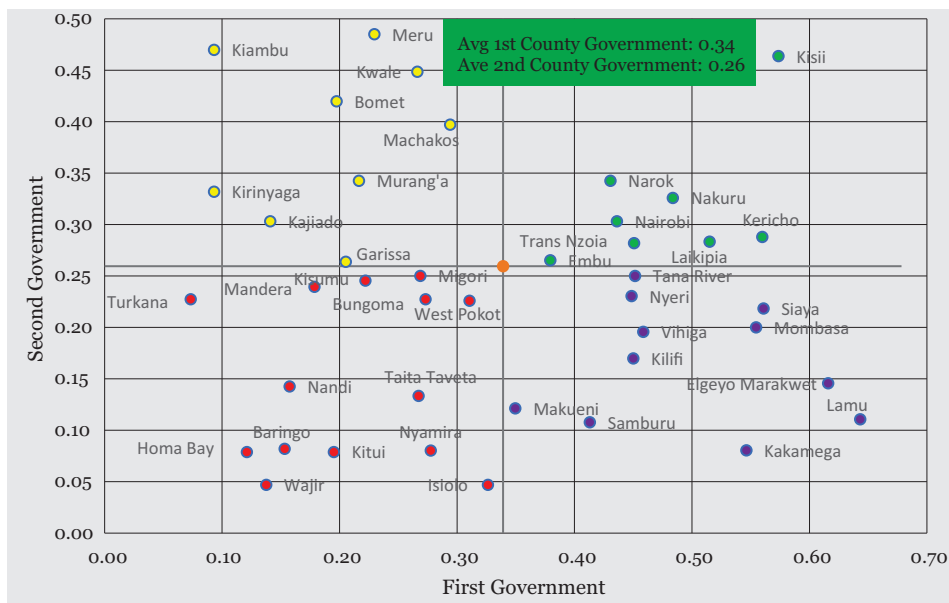
Kirinyaga, Kiambu, Machakos, and Meru (Figure 20), had scores in the first government that were below the average score of 0.34, while their scores in the second county government were above the average score of 0.26. Nairobi, Kirinyaga, Kiambu, Machakos, and Meru demonstrated an improvement in average scores from the first county government (0.09, 0.09, 0.29 and 0.23) to the second county government (0.33, 0.47, 0.40 and 0.48), respectively, in enhancing balances and checks (Appendix 10). However, these counties did not perform well in the number of Bills and Acts passed by the county assembly that effectively

establish checks and balances (Table 20). Furthermore, while these counties scored above average in the second county government, their scores in enhancing balances and checks improved from the first to the second county government (Table 21).

Tana River, Kakamega, Mombasa, and Siaya had scores above the average of 0.34 in the first county government but experienced a decline in the second county government, scoring below the average of 0.26 (Figure 20). Tana River, Kakamega, Mombasa, and Siaya showed a decline of 0.20, 0.47, 0.35 and 0.34 (Table 21) from the first government (0.45, 0.55, 0.55 and 0.56) to the second government (0.25, 0.08, 0.20 and 0.22), respectively (Appendix 10). In the second government, these counties experienced a significant decline in both the number of Bills and Acts passed by the county assembly that effectively establish checks and balances. In addition, scores on enhancing balances and checks declined from the first to the second county government (Appendix 10).

Isiolo, Wajir, Kitui, Baringo, and Nyamira consistently scored below the average in both regimes (Figure 20), with scores of 0.33, 0.14, 0.20, 0.15 and 0.28 in the first county government and 0.05, 0.05, 0.08, 0.08 and 0.08 in the second county government, respectively, in enhancing checks and balances (Appendix 10). These counties did not perform well in terms of the number of Bills and Acts passed by the county assembly that effectively establish checks and balances. Additionally, scores on enhancing checks and balances declined from the first to the second county government (Table 21).

**Figure 20: First and second county government scores for the checks and balances and the separation of powers**



Data Source: Authors' computations using DAI datasets

*Key: Top right quadrant – Consistent high performance;  
 Top left quadrant – Improved above the average;  
 Bottom right quadrant – Reduced performance below average;  
 Bottom left quadrant – Persistently below average.*

**Table 21: Summary for counties in various quadrants showing change between first and second county government - enhancing checks and balances and the separation of powers**

Quadrant	County/ Indicator	Number of Bills Passed by County Assembly that effectively establish checks and balances	Number of Acts Passed by County Assembly that effectively establish checks and balances	(i) Index
<b>Consistent high performance</b>	Embu	-0.15	-0.08	-0.11
	Kericho	0.21	-0.76	-0.27
	Nairobi City	-0.03	-0.24	-0.14
	Nakuru	-0.31	-0.01	-0.15
	Trans Nzoia	-0.03	-0.31	-0.17
<b>Improved above average</b>	Kiambu	0.29	0.46	0.38
	Kirinyaga	0.59	-0.12	0.24
	Machakos	-0.25	0.46	0.11
	Meru	0.09	0.42	0.25
<b>Reduced to below average</b>	Kakamega	-0.70	-0.23	-0.47
	Mombasa	-0.21	-0.50	-0.35
	Siaya	-0.87	0.18	-0.34
	Tana River	-0.27	-0.13	-0.20
<b>Persistently below average</b>	Kitui	0.07	-0.30	-0.12
	Baringo	-0.03	-0.12	-0.07
	Isiolo	-0.33	-0.23	-0.28
	Nyamira	-0.26	-0.14	-0.20
	Wajir	-0.05	-0.14	-0.09
	<b>Average (47 counties)</b>	<b>-0.13</b>	<b>-0.03</b>	<b>-0.08</b>

*Data Source: Authors' computations using DAI datasets*

*Key: (i) to enhance checks and balances and the separation of powers*

## 14. CONCLUSION AND RECOMMENDATIONS

Out of the 47 counties, 23 achieved above-average scores, indicating relatively strong performance in devolution-related areas. Eighteen scored below the average of 0.54, while six counties had score similar to the national average, highlighting areas that need improvement. The top-performing counties, including Mombasa, Trans Nzoia, Nairobi City, Nyeri, Uasin Gishu and Nakuru, excelled in recognizing community rights and ensuring equitable resource distribution. However, they faced challenges in enhancing public participation, self-governance, and the separation of powers. On the other hand, the lowest-performing counties, including Wajir, Turkana, Garissa, and Kitui, struggled significantly with empowering self-governance, public participation, and protecting minority rights. Nevertheless, these counties demonstrated some strengths in resource sharing.

Overall, while some counties have made notable progress in certain aspects of devolution, significant challenges remain in areas critical to the full realization of devolution's goals. The study suggests a need for policy recommendations to address these challenges, especially in the lowest-performing counties, to ensure a more balanced and effective devolution across the country.

**Table 22: Key areas of concern and policy recommendations**

Objective	Area of concern	Policy recommendation
(a) to promote democratic and accountable exercise of power	<ul style="list-style-type: none"> <li>• The average score was 0.64.</li> <li>• 23 counties scored below the average</li> <li>• Average score declined from the first to the second county governments (0.68 to 0.59).</li> <li>• Low compliance with public procurement regulations among County executives- Many counties, especially those with lower scores, exhibited poor compliance with public procurement regulations among county executives, impacting overall accountability.</li> <li>• Decline in performance from first to second county governments- Several counties, including Mombasa, Murang'a, and Isiolo, showed a decline in promoting democratic and accountable exercise of power from the first to the second county government.</li> </ul>	<p><b>Strengthening Public Procurement Frameworks</b></p> <ul style="list-style-type: none"> <li>o Review and strengthen the public procurement legal and regulatory frameworks to enhance compliance, particularly among county executives.</li> <li>o Implement regular audits and assessments of procurement processes in county governments.</li> <li>o Provide targeted training for county executives on public procurement regulations and the consequences of non-compliance.</li> </ul> <p><b>Ensuring Continuity in Governance Practices</b></p> <ul style="list-style-type: none"> <li>o Implement mechanisms to ensure continuity in governance practices across different county government regimes.</li> </ul>

Objective	Area of concern	Policy recommendation
	<ul style="list-style-type: none"> <li>• Persistent low performance in certain counties in both regimes.</li> <li>• Inadequate performance in voter turnout despite compliance in other areas – Some counties, despite better compliance in procurement, exhibited poor voter turnout, indicating a gap in civic engagement and participation in democratic processes.</li> </ul>	<p><b>Enhancing Civic Participation</b></p> <ul style="list-style-type: none"> <li>o Implement voter education programmes to increase awareness and participation in elections, especially in counties with low voter turnout.</li> <li>o Strengthen community outreach initiatives to engage citizens in the democratic process and ensure their voices are heard in county governance.</li> <li>o Encourage county governments to collaborate with civil society organizations to promote voter turnout and democratic participation.</li> </ul>
(b) to foster national unity by recognizing diversity;	<ul style="list-style-type: none"> <li>• The average score was 0.84.</li> <li>• 24 counties scored below the average.</li> <li>• Average score declined from the first to the second county governments (0.87 to 0.82).</li> <li>• Underrepresentation of women in county assemblies and executives – Lower scores across counties, particularly in arid and semi-arid regions.</li> <li>• Inconsistent performance between the first and second county governments – Decline in performance in some counties despite regime stability or change.</li> <li>• Low representation of minority ethnic group in Public Service - Significant decline in counties like Machakos, Kericho, and Garissa.</li> </ul>	<p><b>Promote Inclusive Representation in Governance</b></p> <ul style="list-style-type: none"> <li>o Implement affirmative action to increase representation of minority ethnic groups and women in county assemblies and executives.</li> <li>o Establish oversight committees to monitor diversity and inclusion efforts within counties.</li> </ul> <p><b>Strengthen Governance Continuity and Accountability</b></p> <ul style="list-style-type: none"> <li>o Introduce continuity programmes that focus on governance and unity across political transitions.</li> </ul>
(c) to give powers of self-governance to the people and enhance the participation of the people in the exercise of the powers of the State and in making decisions affecting them;	<ul style="list-style-type: none"> <li>• The average score was 0.09.</li> <li>• 40 counties scored below the average, with many scoring zero.</li> <li>• Inconsistent performance between the first and second county governments – Mixed results with some counties improving and others declining.</li> </ul>	<p><b>Enhance Public Participation Frameworks</b></p> <ul style="list-style-type: none"> <li>o Develop a robust legal framework mandating public participation in decision-making processes.</li> <li>o Strengthen the capacity of county governments to engage effectively with citizens.</li> <li>o Encourage the use of digital platforms for public participation notices and reports.</li> </ul>

Objective	Area of concern	Policy recommendation
		<p><b>Improve Digital Accessibility and Transparency</b></p> <ul style="list-style-type: none"> <li>o Mandate the regular publication of public participation notices and reports online.</li> <li>o Provide training and resources to county governments to improve their digital infrastructure and ensure that all notices and reports are easily accessible to the public.</li> </ul> <p><b>Promote Consistency in Governance Practices</b></p> <ul style="list-style-type: none"> <li>o Introduce policies to ensure continuity in public participation efforts across political transitions.</li> </ul> <p><b>Tailor Participation Strategies to Local Contexts</b></p> <ul style="list-style-type: none"> <li>o Encourage inter-county collaboration and sharing of successful public participation strategies.</li> <li>o Engage local communities in the development and implementation of participation strategies that reflect their specific needs and contexts.</li> </ul>
<p>(d) to recognize the right of communities to manage their own affairs and to further their development;</p>	<ul style="list-style-type: none"> <li>• The average score was 0.77.</li> <li>• Arid counties exhibited low scores in poverty incidence and literacy rates.</li> <li>• Decline in the percentage of OSR against targeted revenues in several counties.</li> </ul>	<p><b>Improve Poverty Alleviation Strategies</b></p> <ul style="list-style-type: none"> <li>o Strengthen social safety nets and economic empowerment programmes in counties with high poverty incidence.</li> <li>o Enhance access to microcredit, vocational training, and entrepreneurship opportunities to lift people out of poverty.</li> <li>o Prioritize infrastructure development, especially in arid and semi-arid regions, to support economic activities and improve living standards. Enhance resource allocation to these regions to bridge the development gap.</li> </ul>

Objective	Area of concern	Policy recommendation
		<p><b>Improve Revenue Collection and Financial Management</b></p> <ul style="list-style-type: none"> <li>o County government to consider enhancing technology to monitor revenue collections as well as use incentives such as recognition and rewards to reduce complacency in revenue collection among staff.</li> </ul>
<p>(e) to protect and promote the interests and rights of minorities and marginalized communities;</p>	<ul style="list-style-type: none"> <li>• The average score was 0.27.</li> <li>• 26 counties scored below the average level.</li> <li>• Low representation of Persons with Disabilities (PWDs) –Top performing counties like Nairobi City, Kisumu, and Mombasa had low PWDs representation.</li> <li>• Significant differences in performance between arid, semi-arid, and non-ASAL counties.</li> <li>• Inconsistent performance across county governments – Variability in performance with some counties improving while others declined or remained stagnant between the first and second governments.</li> <li>• Several counties, especially those in arid regions, had low scores in household electricity and internet connectivity.</li> </ul>	<p><b>Enhance PWDs Inclusion in Public Service</b></p> <ul style="list-style-type: none"> <li>o Implement affirmative action policies to increase the representation of PWDs in public service.</li> <li>o Ensure accessibility in public facilities and workplaces to encourage more PWDs to participate in public service.</li> </ul> <p><b>Institutionalize Best Practices Across Regimes</b></p> <ul style="list-style-type: none"> <li>o Implement training programmes for incoming county administrations to ensure continuity of successful initiatives.</li> <li>o Conduct regular evaluations to ensure that performance does not decline with changes in government.</li> </ul> <p><b>Improving Internet and Electricity Connectivity</b></p> <ul style="list-style-type: none"> <li>o Invest in digital infrastructure to improve internet connectivity, especially in underperforming counties.</li> <li>o Invest in digital infrastructure to improve internet connectivity.</li> <li>o Fast-track the implementation of county connectivity Project Phase III to enhance ICT infrastructure coverage, fast-track rural electrification programmes to improve electricity access.</li> </ul>

Objective	Area of concern	Policy recommendation
<p>(f) to promote social and economic development and the provision of proximate, easily accessible services throughout Kenya;</p>	<ul style="list-style-type: none"> <li>• The average score was 0.46.</li> <li>• 24 counties scored below the average level.</li> <li>• Arid counties had low scores in the share of paved roads, access to improved water and sanitation.</li> <li>• Performance varied significantly between the first and second county governments, with some counties improving and others declining.</li> </ul>	<p><b>Improve Access to Water and Sanitation</b></p> <ul style="list-style-type: none"> <li>o The county is required to support County Water and Sewerage Service Companies to implement pro-poor tariffs to increase access to water and sanitation services.</li> <li>o Increased investments in water harvesting and digging wells.</li> <li>o Create awareness on home water-treatment to increase access to improved water.</li> </ul> <p><b>Increase Share of Paved Roads</b></p> <ul style="list-style-type: none"> <li>o Increase funding for road networks.</li> </ul>
<p>(g) to ensure equitable sharing of national and local resources throughout Kenya;</p>	<ul style="list-style-type: none"> <li>• The average score was 0.82.</li> <li>• 17 counties scored below the average.</li> <li>• Significant disparities in access to skilled health personnel and education –Counties like Turkana, Garissa, Wajir, and Samburu scored low in the percentage of births attended by skilled health personnel and primary net enrolment ratio.</li> <li>• Inconsistent performance between the first and second county governments.</li> </ul>	<p><b>Enhanced Resource Allocation Mechanisms</b></p> <ul style="list-style-type: none"> <li>o Implement a more equitable resource allocation formula that prioritizes underperforming counties.</li> <li>o Strengthen capacity-building initiatives to ensure effective utilization of allocated resources in counties with low performance.</li> <li>o Establish a monitoring and evaluation framework to track the impact of resource distribution on development outcomes.</li> </ul> <p><b>Targeted Health and Education Programmes</b></p> <ul style="list-style-type: none"> <li>o Increase investment in healthcare infrastructure and training programmes in counties with low access to skilled health personnel.</li> <li>o Expand outreach and awareness programmes to improve the uptake of maternal and child health services.</li> <li>o Implement education initiatives focused on improving primary net enrolment ratios, particularly in arid and semi-arid regions.</li> </ul>

Objective	Area of concern	Policy recommendation
		<p><b>Sustained performance in Different Regimes</b></p> <ul style="list-style-type: none"> <li>o Strengthen collaboration between national and county governments to ensure consistent policy implementation across regimes.</li> </ul> <p><b>Accountability and Efficiency in Resource Utilization</b></p> <ul style="list-style-type: none"> <li>o Increase oversight and accountability measures to ensure that budget allocations lead to tangible improvements in service delivery.</li> <li>o Implement performance-based budgeting where resource allocation is tied to specific development outcomes.</li> <li>o Strengthen community participation in budget planning and execution to ensure that resources address local needs effectively.</li> </ul>
(h) to facilitate the decentralization of State organs, their functions and services from the capital of Kenya;	<ul style="list-style-type: none"> <li>• The average score was 0.67.</li> <li>• 22 counties scored below the average.</li> <li>• Average score declined from the first to the second county governments, (0.67 to 0.66).</li> <li>• Counties exhibited low scores in the establishment of Huduma centres.</li> </ul>	<p><b>Expanding Huduma Centre Infrastructure</b></p> <ul style="list-style-type: none"> <li>o County government to closely work with the Ministry of Public Service Performance and Delivery Management to allocate additional resources to set up new Huduma centres and upgrade existing ones, especially in areas outside county headquarters.</li> <li>o Monitor and evaluate the effectiveness of Huduma centres in improving access to government services, adjusting strategies as needed.</li> </ul>
(i) to enhance checks and balances and the separation of powers	<ul style="list-style-type: none"> <li>• The average score was 0.30.</li> <li>• 22 counties scored below the average level.</li> <li>• Average score declined from the first to the second county governments, (0.34 to 0.26).</li> <li>• Counties exhibited low scores in the number of Bills and Acts passed.</li> </ul>	<p><b>Standardizing Legislative Processes</b></p> <ul style="list-style-type: none"> <li>o Develop standardized guidelines for the passage of Bills and Acts that help to establish checks and balances in county governments.</li> </ul>

Objective	Area of concern	Policy recommendation
		<ul style="list-style-type: none"> <li>o Provide capacity-building programmes for county assemblies, focusing on the legislative process and the importance of checks and balances.</li> </ul> <p><b>Ensuring Continuity in Legislative Efforts</b></p> <ul style="list-style-type: none"> <li>o Establish an institutional memory framework to maintain effective legislative practices despite changes in county leadership.</li> <li>o Strengthen oversight mechanisms to monitor and address declines in the legislative output, especially in counties that showed a drop in scores.</li> </ul>

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# APPENDIX

## Appendix 1: Scores for the Nine Objects of devolution across the Counties

Indicator County	a) promote democratic and accountable exercise of power		b) to foster national unity by recognizing diversity		c) to give powers of self-governance to the people and enhance the participation of the people in the exercise of the powers of the State and in making decisions affecting them		d) to recognize the right of communities to manage their own affairs and to further their development		e) to protect and promote the interests and rights of minorities and marginalized communities		f) to promote social and economic development and the provision of proximate, easily accessible services throughout Kenya		g) to ensure equitable sharing of national and local resources throughout Kenya		h) to facilitate the decentralization of State organs, their functions and services, from the capital of Kenya		i) to enhance checks and balances and the separation of powers		Overall DAI Score	
	1st Government	2nd Government	1st Government	2nd Government	1st Government	2nd Government	1st Government	2nd Government	1st Government	2nd Government	1st Government	2nd Government	1st Government	2nd Government	1st Government	2nd Government	1st Government	2nd Government	1st Government	2nd Government
Baringo	0.72	0.60	0.84	0.76	0.00	0.17	0.73	0.76	0.31	0.33	0.41	0.48	0.79	0.80	0.71	0.72	0.15	0.08	0.52	0.52
Bomet	0.67	0.65	0.67	0.67	0.00	0.00	0.69	0.78	0.06	0.12	0.59	0.25	0.82	0.88	0.73	0.59	0.20	0.42	0.49	0.48
Bungoma	0.75	0.63	0.91	0.79	0.00	0.00	0.74	0.81	0.18	0.25	0.45	0.43	0.69	0.82	0.84	0.69	0.27	0.23	0.54	0.52
Busia	0.64	0.6	0.95	0.99	0.00	0.00	0.56	0.68	0.07	0.14	0.40	0.5	0.76	0.82	0.71	0.71	0.83	0.10	0.55	0.50
Elgeyo Marakwet	0.73	0.70	0.71	0.71	0.00	0.17	0.66	0.82	0.23	0.25	0.38	0.45	0.84	0.88	0.75	0.75	0.62	0.15	0.55	0.54
Embu	0.68	0.55	0.97	0.94	0.00	0.17	0.72	0.76	0.14	0.24	0.46	0.60	0.70	0.91	0.75	0.68	0.38	0.27	0.53	0.57
Garissa	0.66	0.60	0.97	0.66	0.00	0.00	0.50	0.69	0.15	0.12	0.50	0.36	0.63	0.63	0.59	0.60	0.21	0.26	0.47	0.44
Homa Bay	0.58	0.61	0.77	0.81	0.00	0.33	0.73	0.84	0.11	0.16	0.38	0.25	0.87	0.85	0.60	0.60	0.12	0.08	0.46	0.50
Isiolo	0.56	0.46	1.00	0.95	0.00	0.00	0.66	0.71	0.26	0.27	0.43	0.49	0.78	0.81	0.82	0.83	0.33	0.05	0.54	0.51
Kajiado	0.71	0.58	1.00	0.96	0.00	0.00	0.71	0.74	0.47	0.48	0.52	0.63	0.75	0.83	0.59	0.66	0.14	0.3	0.54	0.58
Kakamega	0.68	0.63	0.67	0.77	0.00	0.67	0.64	0.78	0.18	0.24	0.42	0.45	0.71	0.89	0.64	0.69	0.55	0.08	0.50	0.58
Kericho	0.70	0.77	0.80	0.66	0.00	0.00	0.74	0.79	0.26	0.34	0.42	0.60	0.80	0.89	0.67	0.56	0.56	0.29	0.55	0.54
Kiambu	0.66	0.54	0.80	0.80	0.00	0.00	0.80	0.88	0.61	0.68	0.68	0.72	0.80	0.92	0.58	0.58	0.09	0.47	0.56	0.62
Kilifi	0.64	0.62	1.00	0.88	0.00	0.00	0.57	0.68	0.33	0.35	0.44	0.54	0.77	0.79	0.71	0.68	0.45	0.17	0.55	0.52
Kirinyaga	0.77	0.56	0.73	0.74	0.00	0.17	0.77	0.89	0.34	0.45	0.61	0.56	0.85	0.91	0.63	0.70	0.09	0.33	0.53	0.59
Kisii	0.71	0.62	0.75	0.62	0.00	0.17	0.64	0.74	0.25	0.30	0.31	0.52	0.93	0.86	0.61	0.70	0.57	0.46	0.53	0.55

Indicator County	a) promote democratic and accountable exercise of power		b) to foster national unity by recognizing diversity		c) to give powers of self-governance to the people and enhance the participation of the people in the exercise of the powers of the State and in making decisions affecting them		d) to recognize the right of communities to manage their own affairs and to further their development		e) to protect and promote the interests and rights of minorities and marginalized communities		f) to promote social and economic development and the provision of proximate, easily accessible services throughout Kenya		g) to ensure equitable sharing of national and local resources throughout Kenya		h) to facilitate the decentralization of State organs, their functions and services, from the capital of Kenya		i) to enhance checks and balances and the separation of powers		Overall DAI Score	
	1st Government	2nd Government	1st Government	2nd Government	1st Government	2nd Government	1st Government	2nd Government	1st Government	2nd Government	1st Government	2nd Government	1st Government	2nd Government	1st Government	2nd Government	1st Government	2nd Government	1st Government	2nd Government
Kisumu	0.75	0.58	0.77	0.88	0.00	0.17	0.72	0.78	0.55	0.61	0.53	0.67	0.79	0.88	0.54	0.58	0.22	0.25	0.55	0.59
Kitui	0.56	0.56	0.66	0.82	0.00	0.00	0.57	0.69	0.14	0.13	0.28	0.38	0.72	0.79	0.71	0.71	0.20	0.08	0.43	0.46
Kwale	0.61	0.59	0.95	0.85	0.00	0.00	0.68	0.73	0.23	0.28	0.35	0.34	0.70	0.76	0.75	0.70	0.27	0.45	0.50	0.52
Laikipia	0.66	0.40	0.92	0.93	0.00	0.17	0.75	0.82	0.36	0.36	0.40	0.40	0.73	0.82	0.45	0.57	0.52	0.28	0.53	0.53
Lamu	0.58	0.49	1.00	1.00	0.00	0.00	0.68	0.89	0.20	0.29	0.42	0.56	0.75	0.80	0.77	0.83	0.64	0.11	0.56	0.55
Machakos	0.62	0.63	0.90	0.78	0.00	0.00	0.70	0.89	0.33	0.37	0.53	0.55	0.66	0.90	0.52	0.49	0.29	0.40	0.51	0.56
Makueni	0.70	0.63	0.84	0.75	0.00	0.17	0.67	0.75	0.16	0.17	0.39	0.50	0.61	0.89	0.72	0.72	0.35	0.12	0.49	0.52
Mandera	0.73	0.64	0.74	0.71	0.00	0.17	0.50	0.58	0.10	0.12	0.42	0.26	0.43	0.66	0.72	0.72	0.18	0.24	0.42	0.45
Marsabit	0.78	0.67	0.97	0.97	0.00	0.17	0.71	0.61	0.09	0.11	0.31	0.27	0.57	0.70	0.69	0.71	0.30	0.51	0.49	0.52
Meru	0.64	0.56	0.84	0.79	0.50	0.17	0.76	0.74	0.30	0.34	0.47	0.47	0.82	0.80	0.65	0.63	0.23	0.48	0.58	0.55
Migori	0.74	0.63	1.00	0.98	0.00	0.17	0.70	0.76	0.16	0.22	0.32	0.38	0.86	0.85	0.65	0.59	0.27	0.25	0.52	0.54
Mombasa	0.54	0.41	0.97	1.00	0.00	1.00	0.82	0.82	0.55	0.59	0.58	0.85	0.81	0.90	0.47	0.48	0.55	0.20	0.59	0.69
Murang'a	0.78	0.65	0.68	0.75	0.00	0.00	0.75	0.82	0.35	0.46	0.60	0.55	0.79	0.90	0.71	0.71	0.22	0.34	0.54	0.58
Nairobi City	0.63	0.45	0.67	1.00	0.00	0.17	0.84	0.83	0.78	0.82	0.47	0.94	0.75	0.81	0.48	0.45	0.44	0.30	0.56	0.64
Nakuru	0.70	0.69	0.97	0.97	0.00	0.00	0.78	0.84	0.48	0.51	0.51	0.50	0.66	0.84	0.59	0.66	0.48	0.33	0.58	0.59
Nandi	0.65	0.59	0.84	0.59	0.00	0.00	0.67	0.77	0.19	0.25	0.38	0.45	0.70	0.83	0.70	0.72	0.16	0.14	0.48	0.48
Narok	0.73	0.46	0.97	0.97	0.00	0.00	0.67	0.81	0.14	0.12	0.34	0.28	0.67	0.77	0.51	0.70	0.43	0.34	0.50	0.50
Nyamira	0.60	0.59	0.74	0.61	0.00	0.00	0.67	0.79	0.22	0.31	0.35	0.47	0.86	0.87	0.68	0.69	0.28	0.08	0.49	0.49
Nyandarua	0.79	0.61	0.70	0.71	0.00	0.00	0.77	0.81	0.28	0.35	0.47	0.59	0.77	0.89	0.73	0.50	0.33	0.62	0.54	0.57

Indicator County	a) promote democratic and accountable exercise of power		b) to foster national unity by recognizing diversity		c) to give powers of self-governance to the people and enhance the participation of the people in the exercise of the powers of the State and in making decisions affecting them		d) to recognize the right of communities to manage their own affairs and to further their development		e) to protect and promote the interests and rights of minorities and marginalized communities		f) to promote social and economic development and the provision of proximate, easily accessible services throughout Kenya		g) to ensure equitable sharing of national and local resources throughout Kenya		h) to facilitate the decentralization of State organs, their functions and services, from the capital of Kenya		i) to enhance checks and balances and the separation of powers		Overall DAI Score	
	1st Government	2nd Government	1st Government	2nd Government	1st Government	2nd Government	1st Government	2nd Government	1st Government	2nd Government	1st Government	2nd Government	1st Government	2nd Government	1st Government	2nd Government	1st Government	2nd Government	1st Government	2nd Government
Nyeri	0.75	0.55	0.72	0.75	0.00	0.17	0.77	0.85	0.42	0.50	0.58	0.56	0.86	0.92	0.63	0.70	0.45	0.23	0.58	0.58
Samburu	0.69	0.56	0.93	0.82	0.00	0.17	0.62	0.66	0.15	0.13	0.22	0.27	0.69	0.64	0.77	0.78	0.41	0.11	0.50	0.46
Siaya	0.71	0.71	0.87	0.67	0.00	0.17	0.64	0.74	0.16	0.20	0.38	0.43	0.83	0.85	0.68	0.64	0.56	0.22	0.54	0.51
Taita Taveta	0.66	0.52	0.98	0.97	0.00	0.17	0.70	0.89	0.19	0.25	0.60	0.64	0.87	0.87	0.55	0.45	0.27	0.13	0.54	0.54
Tana River	0.64	0.66	0.97	0.90	0.00	0.00	0.65	0.75	0.18	0.22	0.33	0.49	0.78	0.70	0.78	0.67	0.45	0.25	0.53	0.52
Tharaka Nithi	0.74	0.60	0.84	0.95	0.00	0.00	0.69	0.81	0.16	0.25	0.41	0.55	0.76	0.88	0.78	0.78	0.39	0.52	0.53	0.59
Trans Nzoia	0.70	0.54	1.00	1.00	0.00	0.67	0.68	0.80	0.36	0.40	0.59	0.44	0.69	0.87	0.73	0.73	0.45	0.28	0.58	0.64
Turkana	0.65	0.54	0.97	0.84	0.00	0.00	0.59	0.62	0.04	0.05	0.27	0.36	0.70	0.59	0.72	0.54	0.07	0.23	0.45	0.42
Uasin Gishu	0.70	0.62	1.00	0.88	0.00	0.00	0.72	0.82	0.40	0.45	0.52	0.57	0.81	0.85	0.72	0.72	0.08	0.51	0.55	0.60
Vihiga	0.64	0.63	0.80	0.68	0.00	0.50	0.61	0.83	0.24	0.32	0.60	0.55	0.74	0.89	0.61	0.68	0.46	0.20	0.52	0.58
Wajir	0.69	0.64	0.87	0.71	0.00	0.00	0.57	0.52	0.04	0.07	0.28	0.17	0.47	0.64	0.72	0.70	0.14	0.05	0.42	0.39
West Pokot	0.76	0.73	0.97	0.73	1.00	0.67	0.59	0.70	0.06	0.09	0.26	0.26	0.74	0.75	0.75	0.75	0.31	0.23	0.60	0.55
<b>Average</b>	<b>0.68</b>	<b>0.59</b>	<b>0.87</b>	<b>0.82</b>	<b>0.03</b>	<b>0.14</b>	<b>0.68</b>	<b>0.77</b>	<b>0.25</b>	<b>0.30</b>	<b>0.44</b>	<b>0.48</b>	<b>0.75</b>	<b>0.82</b>	<b>0.67</b>	<b>0.66</b>	<b>0.34</b>	<b>0.26</b>	<b>0.52</b>	<b>0.54</b>

**Appendix 2: Scores for the indicators on promoting democratic and accountable exercise of power**

County / Indicator	Compliance with the public procurement legal and regulatory framework for County Executives		Compliance with the public procurement legal and regulatory framework for County Assemblies (CAs)		Voter turnout		Promote democratic and accountable exercise of power index	
	Ist Government	2nd Government	Ist Government	2nd Government	Ist Government	2nd Government	Ist Government	2nd Government
<b>Baringo</b>	0.53	0.42	0.82	0.59	0.82	0.78	0.72	0.60
<b>Bomet</b>	0.35	0.58	0.82	0.58	0.82	0.80	0.67	0.65
<b>Bungoma</b>	0.74	0.57	0.75	0.69	0.75	0.64	0.75	0.63
<b>Busia</b>	0.33	0.50	0.79	0.54	0.79	0.67	0.64	0.57
<b>Elgeyo Marakwet</b>	0.55	0.66	0.81	0.67	0.81	0.78	0.73	0.70
<b>Embu</b>	0.40	0.44	0.82	0.55	0.82	0.67	0.68	0.55
<b>Garissa</b>	0.59	0.61	0.70	0.63	0.70	0.55	0.66	0.60
<b>Homa Bay</b>	0.03	0.61	0.85	0.50	0.85	0.74	0.58	0.61
<b>Isiolo</b>	0.24	0.29	0.72	0.42	0.72	0.66	0.56	0.46
<b>Kajiado</b>	0.52	0.48	0.80	0.60	0.80	0.67	0.71	0.58
<b>Kakamega</b>	0.53	0.64	0.75	0.64	0.75	0.60	0.68	0.63
<b>Kericho</b>	0.53	0.82	0.79	0.71	0.79	0.79	0.70	0.77
<b>Kiambu</b>	0.30	0.44	0.84	0.53	0.84	0.65	0.66	0.54
<b>Kilifi</b>	0.62	0.70	0.65	0.66	0.65	0.49	0.64	0.62
<b>Kirinyaga</b>	0.58	0.37	0.87	0.61	0.87	0.70	0.77	0.56
<b>Kisii</b>	0.64	0.56	0.74	0.65	0.74	0.64	0.71	0.62
<b>Kisumu</b>	0.61	0.41	0.82	0.61	0.82	0.71	0.75	0.58
<b>Kitui</b>	0.14	0.56	0.76	0.49	0.76	0.62	0.56	0.56

County / Indicator	Compliance with the public procurement legal and regulatory framework for County Executives		Compliance with the public procurement legal and regulatory framework for County Assemblies (CAs)		Voter turnout		Promote democratic and accountable exercise of power index	
	Ist Government	2nd Government	Ist Government	2nd Government	Ist Government	2nd Government	Ist Government	2nd Government
<b>Kwale</b>	0.50	0.63	0.66	0.60	0.66	0.55	0.61	0.59
<b>Laikipia</b>	0.37	0.11	0.81	0.43	0.81	0.65	0.66	0.40
<b>Lamu</b>	0.30	0.38	0.72	0.46	0.72	0.63	0.58	0.49
<b>Machakos</b>	0.35	0.69	0.76	0.60	0.76	0.60	0.62	0.63
<b>Makueni</b>	0.52	0.63	0.79	0.64	0.79	0.61	0.70	0.63
<b>Mandera</b>	0.65	0.60	0.77	0.68	0.77	0.63	0.73	0.64
<b>Marsabit</b>	0.77	0.60	0.78	0.72	0.78	0.69	0.78	0.67
<b>Meru</b>	0.37	0.47	0.78	0.54	0.78	0.66	0.64	0.56
<b>Migori</b>	0.57	0.50	0.83	0.63	0.83	0.74	0.74	0.63
<b>Mombasa</b>	0.42	0.33	0.59	0.45	0.59	0.44	0.54	0.41
<b>Murang'a</b>	0.59	0.59	0.87	0.68	0.87	0.68	0.78	0.65
<b>Nairobi City</b>	0.44	0.31	0.73	0.49	0.73	0.56	0.63	0.45
<b>Nakuru</b>	0.52	0.73	0.80	0.68	0.80	0.66	0.70	0.69
<b>Nandi</b>	0.37	0.47	0.79	0.54	0.79	0.76	0.65	0.59
<b>Narok</b>	0.55	0.11	0.83	0.50	0.83	0.78	0.73	0.46
<b>Nyamira</b>	0.32	0.57	0.74	0.54	0.74	0.65	0.60	0.59
<b>Nyandarua</b>	0.64	0.49	0.87	0.67	0.87	0.67	0.79	0.61
<b>Nyeri</b>	0.53	0.37	0.87	0.59	0.87	0.68	0.75	0.55
<b>Samburu</b>	0.54	0.41	0.77	0.57	0.77	0.71	0.69	0.56
<b>Siaya</b>	0.47	0.73	0.83	0.68	0.83	0.71	0.71	0.71

County / Indicator	Compliance with the public procurement legal and regulatory framework for County Executives		Compliance with the public procurement legal and regulatory framework for County Assemblies (CAs)		Voter turnout		Promote democratic and accountable exercise of power index	
	Ist Government	2nd Government	Ist Government	2nd Government	Ist Government	2nd Government	Ist Government	2nd Government
Taita Taveta	0.53	0.40	0.73	0.55	0.73	0.62	0.66	0.52
Tana River	0.44	0.69	0.74	0.62	0.74	0.67	0.64	0.66
Tharaka Nithi	0.56	0.48	0.82	0.62	0.82	0.70	0.74	0.60
Trans Nzoia	0.62	0.39	0.74	0.58	0.74	0.63	0.70	0.54
Turkana	0.58	0.45	0.69	0.57	0.69	0.61	0.65	0.54
Uasin Gishu	0.58	0.54	0.76	0.63	0.76	0.70	0.70	0.62
Vihiga	0.44	0.66	0.74	0.61	0.74	0.60	0.64	0.63
Wajir	0.59	0.63	0.73	0.65	0.73	0.65	0.69	0.64
West Pokot	0.61	0.69	0.84	0.71	0.84	0.80	0.76	0.73
<b>Average</b>	<b>0.49</b>	<b>0.52</b>	<b>0.78</b>	<b>0.59</b>	<b>0.78</b>	<b>0.66</b>	<b>0.68</b>	<b>0.59</b>

Appendix 3: Scores for the indicators on fostering national unity by recognizing diversity

Indicator County	Percentage of Not Dominant Ethnic Group		Female Members of County Assembly (Elected and nominated)		Female Members of County Executive		Fostering national unity by recognizing diversity index	
	Ist Government	2nd Government	Ist Government	2nd Government	Ist Government	2nd Government	Ist Government	2nd Government
Baringo	0.62	0.39	1.00	1.00	0.90	0.90	0.84	0.76
Bomet	0.11	0.09	1.00	0.92	0.90	1.00	0.67	0.67
Bungoma	0.83	0.54	1.00	1.00	0.90	0.82	0.91	0.79
Busia	1.00	1.00	0.96	0.96	0.90	1.00	0.95	0.99
Elgeyo-Marakwet	0.23	0.12	1.00	1.00	0.90	1.00	0.71	0.71
Embu	1.00	1.00	1.00	1.00	0.90	0.82	0.97	0.94
Garissa	1.00	0.27	1.00	0.80	0.90	0.90	0.97	0.66
Homa Bay	0.42	0.76	1.00	1.00	0.90	0.67	0.77	0.81
Isiolo	1.00	1.00	1.00	1.00	1.00	0.86	1.00	0.95
Kajiado	1.00	0.98	1.10	1.00	0.90	0.90	1.00	0.96
Kakamega	0.11	0.31	1.00	1.00	0.90	1.00	0.67	0.77
Kericho	0.39	0.22	1.00	1.00	1.00	0.75	0.80	0.66
Kiambu	0.49	0.39	1.00	1.00	0.90	1.00	0.80	0.80
Kilifi	1.00	0.63	1.00	1.00	1.00	1.00	1.00	0.88
Kirinyaga	0.20	0.26	1.00	0.97	1.00	1.00	0.73	0.74
Kisii	0.34	0.19	1.00	1.00	0.90	0.67	0.75	0.62
Kisumu	0.73	0.45	1.00	1.00	0.90	0.86	0.88	0.77
Kitui	0.65	0.45	0.95	1.00	0.38	1.00	0.66	0.82

Indicator County	Percentage of Not Dominant Ethnic Group		Female Members of County Assembly (Elected and nominated)		Female Members of County Executive		Fostering national unity by recognizing diversity index	
	Ist Government	2nd Government	Ist Government	2nd Government	Ist Government	2nd Government	Ist Government	2nd Government
<b>Kwale</b>	1.00	0.64	1.00	1.00	0.86	0.90	0.95	0.85
<b>Laikipia</b>	0.76	0.94	1.00	1.00	1.00	0.86	0.92	0.93
<b>Lamu</b>	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00
<b>Machakos</b>	0.70	0.43	1.00	1.00	1.00	0.90	0.90	0.78
<b>Makueni</b>	0.63	0.25	1.00	1.00	0.90	1.00	0.84	0.75
<b>Mandera</b>	0.57	0.22	1.00	1.00	0.67	0.90	0.74	0.71
<b>Marsabit</b>	1.00	1.00	1.00	1.00	0.90	0.90	0.97	0.97
<b>Meru</b>	0.51	0.36	1.00	1.00	1.00	1.00	0.84	0.79
<b>Migori</b>	1.00	0.94	1.00	1.00	1.00	1.00	1.00	0.98
<b>Mombasa</b>	1.00	1.00	1.00	1.00	0.90	1.00	0.97	1.00
<b>Murang'a</b>	0.22	0.26	0.92	1.00	0.90	1.00	0.68	0.75
<b>Nairobi City</b>	1.00	1.00	1.00	0.99	0.00	1.00	0.67	1.00
<b>Nakuru</b>	1.00	1.00	1.00	1.00	0.90	0.90	0.97	0.97
<b>Nandi</b>	0.63	0.14	1.00	0.95	0.90	0.67	0.84	0.59
<b>Narok</b>	1.00	1.00	1.00	1.00	0.90	0.90	0.97	0.97
<b>Nyamira</b>	0.32	0.18	1.00	1.00	0.90	0.67	0.74	0.61
<b>Nyandarua</b>	0.21	0.15	1.00	1.00	0.90	1.00	0.70	0.71
<b>Nyeri</b>	0.16	0.25	1.00	1.00	1.00	1.00	0.72	0.75
<b>Samburu</b>	0.88	0.49	1.00	0.96	0.90	1.00	0.93	0.82
<b>Siaya</b>	0.70	0.32	1.00	0.78	0.90	0.90	0.87	0.67

Indicator County	Percentage of Not Dominant Ethnic Group		Female Members of County Assembly (Elected and nominated)		Female Members of County Executive		Fostering national unity by recognizing diversity index	
	Ist Government	2nd Government	Ist Government	2nd Government	Ist Government	2nd Government	Ist Government	2nd Government
Taita Taveta	1.00	1.00	0.94	1.00	1.00	0.90	0.98	0.97
Tana River	1.00	1.00	1.00	0.96	0.90	0.75	0.97	0.90
Tharaka Nithi	0.84	1.00	1.00	1.00	0.67	0.86	0.84	0.95
Trans Nzoia	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00
Turkana	1.00	0.61	1.00	1.00	0.90	0.90	0.97	0.84
Uasin Gishu	1.00	0.64	1.00	1.00	1.00	1.00	1.00	0.88
Vihiga	0.50	0.13	1.00	1.00	0.90	0.90	0.80	0.68
Wajir	0.71	0.23	1.00	1.00	0.90	0.90	0.87	0.71
West Pokot	1.00	0.29	1.00	0.91	0.90	1.00	0.97	0.73
<b>Average</b>	<b>0.71</b>	<b>0.56</b>	<b>1.00</b>	<b>0.98</b>	<b>0.89</b>	<b>0.91</b>	<b>0.87</b>	<b>0.82</b>

**Appendix 4: Scores for the indicators on giving powers of self-governance to the people and enhance the participation of the people in the exercise of the powers of the State and in making decisions affecting them**

County/ Indicator	Public participation notice published on county website		Public participation report published on county website		To give powers of self-governance to the people and enhance the participation of the people Index	
	Ist Government	2nd Government	Ist Government	2nd Government	Ist Government	2nd Government
<b>Baringo</b>	0.00	0.33	0.00	0.00	0.00	0.17
<b>Bomet</b>	0.00	0.00	0.00	0.00	0.00	0.00
Bungoma	0.00	0.00	0.00	0.00	0.00	0.00
<b>Busia</b>	0.00	0.00	0.00	0.00	0.00	0.00
<b>Elgeyo Marakwet</b>	0.00	0.33	0.00	0.00	0.00	0.17
<b>Embu</b>	0.00	0.33	0.00	0.00	0.00	0.17
<b>Garissa</b>	0.00	0.00	0.00	0.00	0.00	0.00
<b>Homa Bay</b>	0.00	0.67	0.00	0.00	0.00	0.33
<b>Isiolo</b>	0.00	0.00	0.00	0.00	0.00	0.00
<b>Kajiado</b>	0.00	0.00	0.00	0.00	0.00	0.00
<b>Kakamega</b>	0.00	0.67	0.00	0.67	0.00	0.67
<b>Kericho</b>	0.00	0.00	0.00	0.00	0.00	0.00
<b>Kiambu</b>	0.00	0.00	0.00	0.00	0.00	0.00
<b>Kilifi</b>	0.00	0.00	0.00	0.00	0.00	0.00
<b>Kirinyaga</b>	0.00	0.33	0.00	0.00	0.00	0.17
<b>Kisii</b>	0.00	0.33	0.00	0.00	0.00	0.17
<b>Kisumu</b>	0.00	0.33	0.00	0.00	0.00	0.17
<b>Kitui</b>	0.00	0.00	0.00	0.00	0.00	0.00
<b>Kwale</b>	0.00	0.00	0.00	0.00	0.00	0.00

County/ Indicator	Public participation notice published on county website		Public participation report published on county website		To give powers of self-governance to the people and enhance the participation of the people Index	
	Ist Government	2nd Government	Ist Government	2nd Government	Ist Government	2nd Government
Laikipia	0.00	0.33	0.00	0.00	0.00	0.17
Lamu	0.00	0.00	0.00	0.00	0.00	0.00
Machakos	0.00	0.00	0.00	0.00	0.00	0.00
Makueni	0.00	0.33	0.00	0.00	0.00	0.17
Mandera	0.00	0.33	0.00	0.00	0.00	0.17
Marsabit	0.00	0.33	0.00	0.00	0.00	0.17
Meru	0.50	0.33	0.50	0.00	0.50	0.17
Migori	0.00	0.33	0.00	0.00	0.00	0.17
Mombasa	0.00	1.00	0.00	1.00	0.00	1.00
Murang'a	0.00	0.00	0.00	0.00	0.00	0.00
Nairobi	0.00	0.33	0.00	0.00	0.00	0.17
Nakuru	0.00	0.00	0.00	0.00	0.00	0.00
Nandi	0.00	0.00	0.00	0.00	0.00	0.00
Narok	0.00	0.00	0.00	0.00	0.00	0.00
Nyamira	0.00	0.00	0.00	0.00	0.00	0.00
Nyandarua	0.00	0.00	0.00	0.00	0.00	0.00
Nyeri	0.00	0.33	0.00	0.00	0.00	0.17
Samburu	0.00	0.33	0.00	0.00	0.00	0.17
Siaya	0.00	0.33	0.00	0.00	0.00	0.17
Taita Taveta	0.00	0.33	0.00	0.00	0.00	0.17
Tana River	0.00	0.00	0.00	0.00	0.00	0.00

County/ Indicator	Public participation notice published on county website		Public participation report published on county website		To give powers of self-governance to the people and enhance the participation of the people Index	
	Ist Government	2nd Government	Ist Government	2nd Government	Ist Government	2nd Government
Tharaka Nithi	0.00	0.00	0.00	0.00	0.00	0.00
Trans Nzoia	0.00	0.67	0.00	0.67	0.00	0.67
Turkana	0.00	0.00	0.00	0.00	0.00	0.00
Uasin Gishu	0.00	0.00	0.00	0.00	0.00	0.00
Vihiga	0.00	0.33	0.00	0.67	0.00	0.50
Wajir	0.00	0.00	0.00	0.00	0.00	0.00
West Pokot	1.00	0.67	1.00	0.67	1.00	0.67
<b>Average</b>	<b>0.03</b>	<b>0.20</b>	<b>0.03</b>	<b>0.08</b>	<b>0.03</b>	<b>0.14</b>

**Appendix 5: Scores for the indicators on recognizing the right of communities to manage their own affairs and to further their development**

County / Indicator	Adult literacy rates		Non-poverty incidence		Percentage of non-stunted children		Percentage of OSR against targeted revenues		Recognize the right of communities to manage their own affairs and to further their development Index	
	Ist Government	2nd Government	Ist Government	2nd Government	Ist Government	2nd Government	Ist Government	2nd Government	1st Government	2nd Government
<b>Baringo</b>	0.61	0.84	0.60	0.53	0.82	0.92	<b>0.89</b>	0.78	0.73	0.76
<b>Bomet</b>	0.60	0.79	0.51	0.55	0.75	0.91	0.88	0.89	0.69	0.78
<b>Bungoma</b>	0.60	0.88	0.64	0.56	0.88	0.95	0.82	0.85	0.74	0.81
<b>Busia</b>	0.54	0.83	0.31	0.42	0.91	0.99	0.49	0.46	0.56	0.68
<b>Elgeyo Marakwet</b>	0.70	0.85	0.57	0.53	0.82	0.91	0.57	1.00	0.66	0.82
<b>Embu</b>	0.70	0.86	0.72	0.71	0.86	0.94	0.59	0.54	0.72	0.76
<b>Garissa</b>	0.42	0.82	0.35	0.32	0.99	1.00	0.26	0.62	0.50	0.69
<b>Homa Bay</b>	0.45	0.86	0.67	0.73	0.95	1.00	0.85	0.77	0.73	0.84
<b>Isiolo</b>	0.78	0.60	0.48	0.46	0.95	1.00	0.44	0.76	0.66	0.71
<b>Kajiado</b>	0.73	0.83	0.59	0.61	0.96	1.00	0.54	0.53	0.71	0.74
<b>Kakamega</b>	0.56	0.81	0.64	0.60	0.84	1.00	0.52	0.70	0.64	0.78
<b>Kericho</b>	0.59	0.86	0.70	0.60	0.83	0.94	0.85	0.75	0.74	0.79
<b>Kiambu</b>	0.79	0.94	0.77	0.80	0.99	0.99	0.64	0.78	0.80	0.88
<b>Kilifi</b>	0.61	0.80	0.53	0.51	0.71	0.74	0.44	0.67	0.57	0.68
<b>Kirinyaga</b>	0.70	0.89	0.80	0.81	0.97	1.00	0.60	0.88	0.77	0.89
<b>Kisii</b>	0.74	0.91	0.58	0.63	0.87	0.98	0.36	0.45	0.64	0.74

County / Indicator	Adult literacy rates		Non-poverty incidence		Percentage of non-stunted children		Percentage of OSR against targeted revenues		Recognize the right of communities to manage their own affairs and to further their development Index	
	Ist Government	2nd Government	Ist Government	2nd Government	Ist Government	2nd Government	Ist Government	2nd Government	1st Government	2nd Government
<b>Kisumu</b>	0.62	0.94	0.66	0.64	0.96	1.00	0.64	0.56	0.72	0.78
<b>Kitui</b>	0.55	0.83	0.53	0.45	0.63	0.88	0.58	0.59	0.57	0.69
<b>Kwale</b>	0.50	0.68	0.53	0.50	0.82	0.90	0.89	0.84	0.68	0.73
<b>Laikipia</b>	0.80	0.78	0.54	0.65	0.85	1.00	0.82	0.86	0.75	0.82
<b>Lamu</b>	0.53	0.82	0.72	0.65	0.83	0.98	0.64	1.00	0.68	0.86
<b>Machakos</b>	0.66	0.92	0.77	0.64	0.86	0.98	0.53	1.00	0.70	0.89
<b>Makueni</b>	0.59	0.82	0.65	0.60	0.88	0.94	0.57	0.62	0.67	0.75
<b>Mandera</b>	0.71	0.47	0.22	0.28	0.75	0.93	0.31	0.64	0.50	0.58
<b>Marsabit</b>	0.77	0.38	0.36	0.34	0.86	0.95	0.86	0.79	0.71	0.61
<b>Meru</b>	0.64	0.78	0.81	0.74	0.87	0.87	0.72	0.57	0.76	0.74
<b>Migori</b>	0.48	0.88	0.59	0.52	0.86	1.00	0.88	0.65	0.70	0.76
<b>Mombasa</b>	0.88	0.95	0.73	0.68	0.92	1.00	0.73	0.66	0.82	0.82
<b>Murang'a</b>	0.74	0.87	0.75	0.73	0.94	1.00	0.59	0.67	0.75	0.82
<b>Nairobi</b>	0.91	0.88	0.83	0.84	0.97	1.00	0.64	0.59	0.84	0.83
<b>Nakuru</b>	0.74	0.92	0.71	0.61	0.85	0.95	0.83	0.87	0.78	0.84
<b>Nandi</b>	0.59	0.92	0.64	0.64	0.82	0.99	0.62	0.52	0.67	0.77
<b>Narok</b>	0.42	0.69	0.77	0.78	0.78	0.92	0.72	0.84	0.67	0.81
<b>Nyamira</b>	0.71	0.85	0.67	0.65	0.87	0.96	0.43	0.68	0.67	0.79
<b>Nyandarua</b>	0.77	0.91	0.65	0.68	0.87	1.00	0.78	0.67	0.77	0.81

County / Indicator	Adult literacy rates		Non-poverty incidence		Percentage of non-stunted children		Percentage of OSR against targeted revenues		Recognize the right of communities to manage their own affairs and to further their development Index	
	Ist Government	2nd Government	Ist Government	2nd Government	Ist Government	2nd Government	Ist Government	2nd Government	1st Government	2nd Government
Nyeri	0.79	0.93	0.81	0.74	0.83	0.96	0.67	0.79	0.77	0.85
Samburu	0.62	0.40	0.24	0.34	0.99	1.00	0.62	0.88	0.62	0.66
Siaya	0.56	0.89	0.66	0.66	0.82	0.80	0.51	0.60	0.64	0.74
Taita Taveta	0.76	0.89	0.68	0.66	0.88	0.95	0.49	1.00	0.70	0.87
Tana River	0.46	0.69	0.38	0.32	0.89	0.95	0.86	1.00	0.65	0.74
Tharaka Nithi	0.62	0.81	0.76	0.72	0.84	0.95	0.55	0.77	0.69	0.81
Trans Nzoia	0.63	0.91	0.66	0.64	0.78	0.93	0.66	0.71	0.68	0.80
Turkana	0.50	0.40	0.21	0.22	0.83	0.92	0.81	0.96	0.59	0.62
Uasin Gishu	0.68	0.85	0.59	0.60	0.89	0.90	0.74	0.92	0.72	0.82
Vihiga	0.58	0.89	0.57	0.51	0.80	1.00	0.49	0.90	0.61	0.83
Wajir	0.58	0.36	0.37	0.34	0.89	0.98	0.44	0.40	0.57	0.52
West Pokot	0.41	0.62	0.43	0.39	0.86	1.00	0.68	0.79	0.59	0.70
<b>Average</b>	<b>0.64</b>	<b>0.79</b>	<b>0.59</b>	<b>0.58</b>	<b>0.86</b>	<b>0.95</b>	<b>0.64</b>	<b>0.74</b>	<b>0.68</b>	<b>0.77</b>

**Appendix 6: Scores for the indicators on protecting and promoting the interests and rights of minorities and marginalized communities**

County/ Indicators	PWDs Representation in public service	Percentage of households with internet connection		Percentage of households with electricity connectivity		Protect and promote the interests and rights of minorities and marginalized communities Index	
		Ist Govern- ment	2nd Govern- ment	Ist Government	2nd Govern- ment	Ist Govern- ment	2nd Govern- ment
<b>Baringo</b>	0.20	0.36	0.38	0.26	0.28	0.31	0.33
<b>Bomet</b>	0.14	0.03	0.02	0.09	0.22	0.06	0.12
Bungoma	0.20	0.26	0.28	0.11	0.22	0.18	0.25
<b>Busia</b>	0.24	0.03	0.03	0.11	0.26	0.07	0.14
<b>Elgeyo Marakwet</b>	0.18	0.25	0.26	0.21	0.24	0.23	0.25
<b>Embu</b>	0.18	0.01	0.01	0.27	0.47	0.14	0.24
<b>Garissa</b>	0.00	0.01	0.01	0.29	0.24	0.15	0.12
<b>Homa Bay</b>	0.20	0.13	0.14	0.10	0.18	0.11	0.16
<b>Isiolo</b>	0.42	0.14	0.13	0.38	0.41	0.26	0.27
<b>Kajiado</b>	0.10	0.27	0.29	0.68	0.67	0.47	0.48
<b>Kakamega</b>	0.16	0.21	0.22	0.15	0.25	0.18	0.24
<b>Kericho</b>	0.20	0.23	0.23	0.28	0.45	0.26	0.34
<b>Kiambu</b>	0.14	0.42	0.43	0.80	0.92	0.61	0.68
<b>Kilifi</b>	0.16	0.32	0.32	0.35	0.39	0.33	0.35
<b>Kirinyaga</b>	0.26	0.24	0.25	0.44	0.65	0.34	0.45
<b>Kisii</b>	0.26	0.20	0.21	0.30	0.39	0.25	0.30
<b>Kisumu</b>	0.28	0.68	0.70	0.42	0.53	0.55	0.61

County/ Indicators	PWDs Representation in public service		Percentage of households with internet connection		Percentage of households with electricity connectivity		Protect and promote the interests and rights of minorities and marginalized communities Index	
	2nd Govern- ment	Ist Govern- ment	2nd Govern- ment	Ist Govern- ment	2nd Govern- ment	Ist Govern- ment	2nd Govern- ment	Ist Govern- ment
<b>Kitui</b>	0.14	0.10	0.09	0.18	0.17	0.14	0.13	0.13
<b>Kwale</b>	0.08	0.25	0.25	0.20	0.32	0.23	0.28	0.28
<b>Laikipia</b>	0.26	0.32	0.29	0.40	0.42	0.36	0.36	0.36
<b>Lamu</b>	0.04	0.15	0.15	0.25	0.43	0.20	0.29	0.29
<b>Machakos</b>	0.42	0.24	0.26	0.42	0.48	0.33	0.37	0.37
<b>Makueni</b>	0.38	0.14	0.14	0.17	0.20	0.16	0.17	0.17
<b>Mandera</b>	0.26	0.07	0.08	0.13	0.16	0.10	0.12	0.12
<b>Marsabit</b>	0.38	0.00	0.00	0.18	0.21	0.09	0.11	0.11
<b>Meru</b>	0.20	0.29	0.28	0.32	0.40	0.30	0.34	0.34
<b>Migori</b>	0.28	0.21	0.21	0.10	0.23	0.16	0.22	0.22
<b>Mombasa</b>	0.16	0.31	0.32	0.78	0.86	0.55	0.59	0.59
<b>Murang'a</b>	0.20	0.29	0.31	0.41	0.61	0.35	0.46	0.46
<b>Nairobi City</b>	0.24	0.66	0.67	0.91	0.97	0.78	0.82	0.82
<b>Nakuru</b>	0.26	0.42	0.39	0.55	0.64	0.48	0.51	0.51
<b>Nandi</b>	0.22	0.19	0.18	0.18	0.31	0.19	0.25	0.25
<b>Narok</b>	0.18	0.07	0.05	0.22	0.20	0.14	0.12	0.12
<b>Nyamira</b>	0.20	0.18	0.20	0.26	0.43	0.22	0.31	0.31
<b>Nyandarua</b>	0.14	0.29	0.30	0.27	0.41	0.28	0.35	0.35
<b>Nyeri</b>	0.26	0.27	0.27	0.57	0.72	0.42	0.50	0.50
<b>Samburu</b>	0.26	0.12	0.11	0.18	0.15	0.15	0.13	0.13

County/ Indicators	PWDs Representation in public service		Percentage of households with internet connection		Percentage of households with electricity connectivity		Protect and promote the interests and rights of minorities and marginalized communities Index	
	2nd Govern- ment	1st Govern- ment	2nd Govern- ment	1st Govern- ment	2nd Govern- ment	1st Govern- ment	2nd Govern- ment	
Siaya	0.02	0.22	0.20	0.10	0.20	0.16	0.20	
Taita Taveta	0.10	0.02	0.02	0.36	0.48	0.19	0.25	
Tana River	0.16	0.18	0.18	0.17	0.26	0.18	0.22	
Tharaka Nithi	0.18	0.15	0.16	0.17	0.35	0.16	0.25	
Trans Nzoia	0.24	0.41	0.41	0.31	0.38	0.36	0.40	
Turkana	0.48	0.02	0.02	0.07	0.09	0.04	0.05	
Uasin Gishu	0.54	0.30	0.27	0.50	0.64	0.40	0.45	
Vihiga	0.16	0.23	0.25	0.25	0.38	0.24	0.32	
Wajir	0.46	0.00	0.00	0.09	0.14	0.04	0.07	
West Pokot	0.14	0.05	0.07	0.07	0.12	0.06	0.09	
<b>Average</b>	<b>0.22</b>	<b>0.21</b>	<b>0.21</b>	<b>0.30</b>	<b>0.39</b>	<b>0.25</b>	<b>0.30</b>	

**Appendix 7: Scores for the indicators on promoting social and economic development and the provision of proximate, easily accessible services throughout Kenya**

County/ Indicators	Access to improved water		Access to improved sanitation		Share of paved roads		Promote social and economic development and the provision of proximate, easily accessible services throughout Kenya Index	
	Ist Government	2nd Government	Ist Government	2nd Government	Ist Government	2nd Government	Ist Government	2nd Government
<b>Baringo</b>	0.39	0.48	0.60	0.71	0.25	0.25	0.41	0.48
<b>Bomet</b>	0.74	0.28	0.95	0.31	0.09	0.15	0.59	0.25
Bungoma	0.70	0.76	0.54	0.39	0.10	0.15	0.45	0.43
<b>Busia</b>	0.57	0.75	0.55	0.62	0.08	0.17	0.40	0.51
<b>Elgeyo Marakwet</b>	0.64	0.44	0.40	0.73	0.09	0.17	0.38	0.45
<b>Embu</b>	0.73	0.66	0.58	0.98	0.07	0.15	0.46	0.60
<b>Garissa</b>	0.71	0.60	0.58	0.45	0.21	0.02	0.50	0.36
<b>Homa Bay</b>	0.57	0.34	0.48	0.25	0.08	0.15	0.38	0.25
<b>Isiolo</b>	0.72	0.75	0.55	0.71	0.00	0.02	0.43	0.49
<b>Kajiado</b>	0.74	0.87	0.71	0.84	0.09	0.16	0.52	0.63
<b>Kakamega</b>	0.74	0.90	0.44	0.32	0.08	0.12	0.42	0.45
<b>Kericho</b>	0.63	0.66	0.42	0.79	0.22	0.34	0.42	0.60
<b>Kiambu</b>	0.94	0.93	0.84	0.90	0.25	0.31	0.68	0.72
<b>Kilifi</b>	0.66	0.78	0.55	0.70	0.12	0.14	0.44	0.54
<b>Kirinyaga</b>	0.76	0.64	0.95	0.87	0.10	0.17	0.61	0.56
<b>Kisii</b>	0.44	0.89	0.41	0.41	0.08	0.24	0.31	0.52

County/ Indicators	Access to improved water		Access to improved sanitation		Share of paved roads		Promote social and economic development and the provision of proximate, easily accessible services throughout Kenya Index	
	Ist Government	2nd Government	Ist Government	2nd Government	Ist Government	2nd Government	Ist Government	2nd Government
<b>Kisumu</b>	0.72	0.80	0.64	0.96	0.23	0.25	0.53	0.67
<b>Kitui</b>	0.21	0.53	0.60	0.57	0.04	0.05	0.28	0.38
<b>Kwale</b>	0.47	0.61	0.49	0.34	0.09	0.09	0.35	0.34
<b>Laikipia</b>	0.70	0.64	0.40	0.42	0.10	0.14	0.40	0.40
<b>Lamu</b>	0.66	0.75	0.57	0.70	0.02	0.22	0.42	0.56
<b>Machakos</b>	0.68	0.68	0.79	0.84	0.11	0.13	0.53	0.55
<b>Makueni</b>	0.46	0.53	0.67	0.88	0.05	0.08	0.39	0.50
<b>Mandera</b>	0.54	0.33	0.71	0.41	0.00	0.05	0.42	0.26
<b>Marsabit</b>	0.41	0.43	0.53	0.26	0.00	0.12	0.31	0.27
<b>Meru</b>	0.74	0.70	0.57	0.49	0.09	0.21	0.47	0.47
<b>Migori</b>	0.53	0.61	0.35	0.38	0.07	0.16	0.32	0.38
<b>Mombasa</b>	0.52	0.83	0.78	0.86	0.45	0.86	0.58	0.85
<b>Murang'a</b>	0.81	0.68	0.83	0.66	0.15	0.30	0.60	0.55
<b>Nairobi City</b>	0.99	0.97	0.29	0.92	0.12	0.94	0.47	0.94
<b>Nakuru</b>	0.73	0.72	0.67	0.62	0.13	0.17	0.51	0.50
<b>Nandi</b>	0.46	0.45	0.56	0.71	0.13	0.18	0.38	0.45
<b>Narok</b>	0.48	0.35	0.48	0.42	0.07	0.08	0.34	0.28
<b>Nyamira</b>	0.56	0.84	0.37	0.40	0.11	0.18	0.35	0.47
<b>Nyandarua</b>	0.90	0.82	0.46	0.82	0.06	0.14	0.47	0.59

County/ Indicators	Access to improved water		Access to improved sanitation		Share of paved roads		Promote social and economic development and the provision of proximate, easily accessible services throughout Kenya Index	
	Ist Government	2nd Government	Ist Government	2nd Government	Ist Government	2nd Government	Ist Government	2nd Government
Nyeri	0.91	0.83	0.69	0.55	0.14	0.30	0.58	0.56
Samburu	0.29	0.42	0.36	0.32	0.00	0.07	0.22	0.27
Siaya	0.49	0.57	0.54	0.44	0.10	0.28	0.38	0.43
Taita Taveta	0.68	0.80	0.77	0.99	0.35	0.14	0.60	0.64
Tana River	0.49	0.67	0.33	0.61	0.18	0.19	0.33	0.49
Tharaka Nithi	0.61	0.59	0.63	0.96	0.00	0.10	0.41	0.55
Trans Nzoia	0.72	0.80	0.89	0.36	0.15	0.17	0.59	0.44
Turkana	0.42	0.63	0.24	0.32	0.15	0.12	0.27	0.36
Uasin Gishu	0.79	0.69	0.65	0.83	0.12	0.18	0.52	0.57
Vihiga	0.75	0.88	0.80	0.43	0.26	0.32	0.60	0.55
Wajir	0.53	0.45	0.31	0.06	0.00	0.01	0.28	0.17
West Pokot	0.38	0.37	0.28	0.27	0.11	0.15	0.26	0.26
<b>Average</b>	<b>0.62</b>	<b>0.65</b>	<b>0.57</b>	<b>0.59</b>	<b>0.12</b>	<b>0.19</b>	<b>0.44</b>	<b>0.48</b>

**Appendix 8: Scores for the indicators on ensuring equitable sharing of national and local resources throughout Kenya**

County / Indicator	Percentage of Exchequer Issues to budget		Percentage of births attended by skilled health personnel		Primary net enrolment ratio		Ensure equitable sharing of national and local resources throughout Kenya Index	
	Ist Government	2nd Government	Ist Government	2nd Government	Ist Government	2nd Government	Ist Government	2nd Government
<b>Baringo</b>	0.85	0.74	0.59	0.83	0.92	0.83	0.79	0.80
<b>Bomet</b>	0.99	0.86	0.65	0.88	0.82	0.90	0.82	0.88
<b>Bungoma</b>	0.77	0.78	0.47	0.87	0.84	0.82	0.69	0.82
<b>Busia</b>	0.85	0.78	0.59	0.88	0.82	0.80	0.76	0.82
<b>Elgeyo Marakwet</b>	0.89	0.79	0.70	0.98	0.94	0.88	0.84	0.88
<b>Embu</b>	0.75	0.83	0.78	0.96	0.59	0.94	0.70	0.91
<b>Garissa</b>	0.86	0.83	0.43	0.68	0.58	0.38	0.63	0.63
<b>Homa Bay</b>	0.95	0.84	0.67	0.91	0.99	0.80	0.87	0.85
<b>Isiolo</b>	0.90	0.87	0.44	0.85	0.99	0.72	0.78	0.81
<b>Kajiado</b>	0.83	0.74	0.76	0.85	0.67	0.91	0.75	0.83
<b>Kakamega</b>	0.86	0.85	0.62	0.96	0.65	0.87	0.71	0.89
<b>Kericho</b>	0.91	0.82	0.66	0.92	0.82	0.92	0.80	0.89
<b>Kiambu</b>	0.89	0.87	0.86	0.98	0.66	0.91	0.80	0.92
<b>Kilifi</b>	0.79	0.78	0.58	0.85	0.94	0.73	0.77	0.79
<b>Kirinyaga</b>	0.85	0.81	0.95	0.97	0.75	0.95	0.85	0.91
<b>Kisii</b>	0.87	0.77	0.93	0.94	0.98	0.88	0.93	0.86

County / Indicator	Percentage of Exchequer Issues to budget		Percentage of births attended by skilled health personnel		Primary net enrolment ratio		Ensure equitable sharing of national and local resources throughout Kenya Index	
	Ist Government	2nd Government	Ist Government	2nd Government	Ist Government	2nd Government	Ist Government	2nd Government
Kisumu	0.80	0.79	0.88	0.98	0.71	0.88	0.79	0.88
Kitui	0.77	0.84	0.62	0.86	0.77	0.66	0.72	0.79
Kwale	0.41	0.71	0.70	0.89	0.98	0.67	0.70	0.76
Laikipia	0.81	0.77	0.59	0.93	0.80	0.76	0.73	0.82
Lamu	0.78	0.73	0.55	0.93	0.93	0.75	0.75	0.80
Machakos	0.73	0.81	0.75	0.95	0.50	0.95	0.66	0.90
Makueni	0.65	0.80	0.64	0.92	0.54	0.95	0.61	0.89
Mandera	0.82	0.84	0.28	0.55	0.18	0.58	0.43	0.66
Marsabit	0.90	0.87	0.29	0.69	0.53	0.53	0.57	0.70
Meru	0.85	0.81	0.87	0.91	0.73	0.67	0.82	0.80
Migori	0.91	0.85	0.76	0.93	0.90	0.77	0.86	0.85
Mombasa	0.78	0.89	0.88	0.96	0.76	0.86	0.81	0.90
Murang'a	0.89	0.81	0.91	0.96	0.58	0.93	0.79	0.90
Nairobi City	0.53	0.62	0.91	0.99	0.83	0.82	0.75	0.81
Nakuru	0.75	0.68	0.66	0.93	0.58	0.91	0.66	0.84
Nandi	0.52	0.77	0.60	0.87	0.97	0.85	0.70	0.83
Narok	0.83	0.86	0.38	0.70	0.79	0.76	0.67	0.77
Nyamira	0.80	0.80	0.83	0.93	0.94	0.87	0.86	0.87
Nyandarua	0.92	0.78	0.87	0.98	0.52	0.90	0.77	0.89
Nyeri	0.91	0.82	0.93	0.99	0.73	0.96	0.86	0.92

County / Indicator	Percentage of Exchequer Issues to budget		Percentage of births attended by skilled health personnel		Primary net enrolment ratio		Ensure equitable sharing of national and local resources throughout Kenya Index	
	Ist Government	2nd Government	Ist Government	2nd Government	Ist Government	2nd Government	Ist Government	2nd Government
Samburu	0.89	0.79	0.27	0.57	0.91	0.57	0.69	0.64
Siaya	0.80	0.79	0.84	0.95	0.85	0.82	0.83	0.85
Taita Taveta	0.85	0.79	0.79	0.96	0.97	0.87	0.87	0.87
Tana River	0.96	0.81	0.45	0.59	0.92	0.69	0.78	0.70
Tharaka Nithi	0.82	0.80	0.74	0.95	0.73	0.90	0.76	0.88
Trans Nzoia	0.93	0.83	0.48	0.93	0.65	0.85	0.69	0.87
Turkana	0.83	0.77	0.31	0.53	0.94	0.48	0.70	0.59
Uasin Gishu	0.88	0.75	0.76	0.95	0.78	0.86	0.81	0.85
Vihiga	0.87	0.79	0.73	0.97	0.63	0.90	0.74	0.89
Wajir	0.94	0.81	0.20	0.57	0.27	0.53	0.47	0.64
West Pokot	0.96	0.91	0.31	0.65	0.94	0.68	0.74	0.75
<b>Average</b>	<b>0.83</b>	<b>0.80</b>	<b>0.65</b>	<b>0.87</b>	<b>0.76</b>	<b>0.80</b>	<b>0.75</b>	<b>0.82</b>

**Appendix 9: Scores for the indicators on facilitating the decentralization of State organs, their functions and services, from the capital of Kenya**

County / Indicator	Huduma centres established		Attainment of Abuja declaration on health budget allocation		Attainment of Maputo Protocol on agriculture budget allocation		Facilitate the decentralization of State organs, their functions and services, from the capital of Kenya Index	
	Ist Government	2nd Government	Ist Government	2nd Government	Ist Government	2nd Government	Ist Government	2nd Government
<b>Baringo</b>	0.17	0.17	1.00	1.00	0.97	1.00	0.71	0.72
<b>Bomet</b>	0.20	0.20	1.00	1.00	1.00	0.58	0.73	0.59
Bungoma	0.11	0.11	1.00	1.00	1.40	0.96	0.84	0.69
<b>Busia</b>	0.14	0.14	1.00	1.00	0.98	1.00	0.71	0.71
<b>Elgeyo Marakwet</b>	0.25	0.25	1.00	1.00	1.00	1.00	0.75	0.75
<b>Embu</b>	0.25	0.25	1.00	1.00	1.00	0.80	0.75	0.68
<b>Garissa</b>	0.20	0.20	1.00	1.00	0.57	0.60	0.59	0.60
<b>Homa Bay</b>	0.20	0.20	1.00	1.00	0.59	0.60	0.60	0.60
<b>Isiolo</b>	0.50	0.50	1.00	1.00	0.97	1.00	0.82	0.83
<b>Kajiado</b>	0.20	0.20	1.00	1.00	0.58	0.77	0.59	0.66
<b>Kakamega</b>	0.08	0.08	1.00	1.00	0.84	1.00	0.64	0.69
<b>Kericho</b>	0.17	0.17	1.00	1.00	0.85	0.52	0.67	0.56
<b>Kiambu</b>	0.08	0.08	1.00	1.00	0.65	0.67	0.58	0.58
<b>Kilifi</b>	0.14	0.14	1.00	1.00	1.00	0.89	0.71	0.68
<b>Kirinyaga</b>	0.25	0.25	1.00	1.00	0.63	0.85	0.63	0.70

County / Indicator	Huduma centres established		Attainment of Abuja declaration on health budget allocation		Attainment of Maputo Protocol on agriculture budget allocation		Facilitate the decentralization of State organs, their functions and services, from the capital of Kenya Index	
	Ist Government	2nd Government	Ist Government	2nd Government	Ist Government	2nd Government	Ist Government	2nd Government
<b>Kisii</b>	0.11	0.11	1.00	1.00	0.71	1.00	0.61	0.70
<b>Kisumu</b>	0.14	0.14	1.00	1.00	0.48	0.61	0.54	0.58
<b>Kitui</b>	0.14	0.14	1.00	1.00	1.00	1.00	0.71	0.71
<b>Kwale</b>	0.25	0.25	1.00	1.00	1.00	0.84	0.75	0.70
<b>Laikipia</b>	0.33	0.33	0.73	0.89	0.29	0.48	0.45	0.57
<b>Lamu</b>	0.50	0.50	1.00	1.00	0.82	0.98	0.77	0.83
<b>Machakos</b>	0.13	0.13	1.00	0.87	0.44	0.46	0.52	0.49
<b>Makueni</b>	0.17	0.17	1.00	1.00	1.00	1.00	0.72	0.72
<b>Mandera</b>	0.17	0.17	1.00	1.00	1.00	1.00	0.72	0.72
<b>Marsabit</b>	0.25	0.25	1.00	1.00	0.82	0.89	0.69	0.71
<b>Meru</b>	0.11	0.11	1.00	1.00	0.84	0.77	0.65	0.63
<b>Migori</b>	0.13	0.13	1.00	1.00	0.81	0.66	0.65	0.59
<b>Mombasa</b>	0.17	0.17	1.00	1.00	0.25	0.27	0.47	0.48
<b>Murang'a</b>	0.14	0.14	1.00	1.00	1.00	1.00	0.71	0.71
<b>Nairobi City</b>	0.26	0.26	1.00	1.00	0.16	0.10	0.48	0.45
<b>Nakuru</b>	0.09	0.09	1.00	1.00	0.68	0.88	0.59	0.66
<b>Nandi</b>	0.17	0.17	1.00	1.00	0.93	1.00	0.70	0.72
<b>Narok</b>	0.17	0.17	1.00	1.00	0.35	0.95	0.51	0.70
<b>Nyamira</b>	0.25	0.25	1.00	1.00	0.78	0.83	0.68	0.69

County / Indicator	Huduma centres established		Attainment of Abuja declaration on health budget allocation		Attainment of Maputo Protocol on agriculture budget allocation		Facilitate the decentralization of State organs, their functions and services, from the capital of Kenya Index	
	Ist Government	2nd Government	Ist Government	2nd Government	Ist Government	2nd Government	Ist Government	2nd Government
Nyandarua	0.20	0.20	1.00	0.70	1.00	0.62	0.73	0.50
Nyeri	0.17	0.17	1.00	1.00	0.73	0.94	0.63	0.70
Samburu	0.33	0.33	1.00	1.00	0.98	1.00	0.77	0.78
Siaya	0.17	0.17	1.00	1.00	0.87	0.77	0.68	0.64
Taita Taveta	0.25	0.25	1.00	0.48	0.40	0.61	0.55	0.45
Tana River	0.33	0.33	1.00	1.00	1.00	0.69	0.78	0.67
Tharaka Nithi	0.33	0.33	1.00	1.00	1.00	1.00	0.78	0.78
Trans Nzoia	0.20	0.20	1.00	1.00	1.00	1.00	0.73	0.73
Turkana	0.17	0.17	1.00	0.78	1.00	0.67	0.72	0.54
Uasin Gishu	0.17	0.17	1.00	1.00	1.00	1.00	0.72	0.72
Vihiga	0.20	0.20	1.00	1.00	0.63	0.83	0.61	0.68
Wajir	0.17	0.17	1.00	1.00	1.00	0.92	0.72	0.70
West Pokot	0.25	0.25	1.00	1.00	1.00	1.00	0.75	0.75
<b>Average</b>	<b>0.20</b>	<b>0.20</b>	<b>0.99</b>	<b>0.97</b>	<b>0.81</b>	<b>0.81</b>	<b>0.67</b>	<b>0.66</b>

**Appendix 10: Scores for the indicators on enhancing checks and balances and the separation of powers**

Indicator	County	Number of Bills Passed by County Assembly that effectively establish checks and balances		Number of Acts Passed by County Assembly that effectively establish checks and balances		Enhancing checks and balances and the separation of powers Index	
		Ist Government	2nd Government	Ist Government	2nd Government	Ist Government	2nd Government
		Baringo	0.16	0.13	0.15	0.03	0.15
Bomet	0.20	0.23	0.20	0.61	0.20	0.42	
Bungoma	0.40	0.00	0.15	0.45	0.27	0.23	
Busia	0.92	0.10	0.73	0.09	0.83	0.10	
Elgeyo Marakwet	0.72	0.20	0.51	0.09	0.62	0.15	
Embu	0.32	0.17	0.44	0.36	0.38	0.27	
Garissa	0.24	0.13	0.17	0.39	0.21	0.26	
Homa Bay	0.12	0.07	0.12	0.09	0.12	0.08	
Isiolo	0.36	0.03	0.29	0.06	0.33	0.05	
Kajiado	0.16	0.33	0.12	0.27	0.14	0.30	
Kakamega	0.80	0.10	0.29	0.06	0.55	0.08	
Kericho	0.12	0.33	1.00	0.24	0.56	0.29	
Kiambu	0.04	0.33	0.15	0.61	0.09	0.47	
Kilifi	0.12	0.07	0.78	0.27	0.45	0.17	
Kirinyaga	0.04	0.63	0.15	0.03	0.09	0.33	
Kisii	0.44	0.20	0.71	0.73	0.57	0.46	
Kisumu	0.20	0.40	0.24	0.09	0.22	0.25	
Kitui	0.00	0.07	0.39	0.09	0.20	0.08	
Kwale	0.24	0.20	0.29	0.70	0.27	0.45	

Indicator County	Number of Bills Passed by County Assembly that effectively establish checks and balances		Number of Acts Passed by County Assembly that effectively establish checks and balances		Enhancing checks and balances and the separation of powers Index	
	Ist Government	2nd Government	Ist Government	2nd Government	Ist Government	2nd Government
Laikipia	0.64	0.23	0.39	0.33	0.52	0.28
Lamu	0.36	0.10	0.93	0.12	0.64	0.11
Machakos	0.32	0.07	0.27	0.73	0.29	0.40
Makueni	0.48	0.00	0.22	0.24	0.35	0.12
Mandera	0.04	0.27	0.32	0.21	0.18	0.24
Marsabit	0.12	0.90	0.49	0.12	0.30	0.51
Meru	0.24	0.33	0.22	0.64	0.23	0.48
Migori	0.44	0.17	0.10	0.33	0.27	0.25
Mombasa	0.28	0.07	0.83	0.33	0.55	0.20
Murang'a	0.36	0.20	0.07	0.48	0.22	0.34
Nairobi City	0.36	0.33	0.51	0.27	0.44	0.30
Nakuru	0.48	0.17	0.49	0.48	0.48	0.33
Nandi	0.12	0.13	0.20	0.15	0.16	0.14
Narok	0.52	0.20	0.34	0.48	0.43	0.34
Nyamira	0.36	0.10	0.20	0.06	0.28	0.08
Nyandarua	0.48	1.00	0.17	0.24	0.33	0.62
Nyeri	0.80	0.07	0.10	0.39	0.45	0.23
Samburu	0.68	0.03	0.15	0.18	0.41	0.11
Siaya	1.00	0.13	0.12	0.30	0.56	0.22
Taita Taveta	0.12	0.27	0.41	0.00	0.27	0.13

Indicator	County	Number of Bills Passed by County Assembly that effectively establish checks and balances		Number of Acts Passed by County Assembly that effectively establish checks and balances		Enhancing checks and balances and the separation of powers Index	
		Ist Government	2nd Government	Ist Government	2nd Government	Ist Government	2nd Government
	Tana River	0.44	0.17	0.46	0.33	0.45	0.25
	Tharaka Nithi	0.36	0.03	0.41	1.00	0.39	0.52
	Trans Nzoia	0.56	0.53	0.34	0.03	0.45	0.28
	Turkana	0.00	0.00	0.15	0.45	0.07	0.23
	Uasin Gishu	0.08	0.13	0.07	0.88	0.08	0.51
	Vihiga	0.60	0.30	0.32	0.09	0.46	0.20
	Wajir	0.08	0.03	0.20	0.06	0.14	0.05
	West Pokot	0.28	0.30	0.34	0.15	0.31	0.23
	<b>Average</b>	<b>0.34</b>	<b>0.21</b>	<b>0.33</b>	<b>0.30</b>	<b>0.34</b>	<b>0.26</b>

Kenya Institute for Public Policy Research and Analysis  
Bishops Garden Towers, Bishops Road  
P.O. Box 56445-00200, Nairobi, Kenya  
Tel: +254 20 4936000; +254 20 2719933/4  
Fax: +254 20 2719951  
Email: [admin@kippra.or.ke](mailto:admin@kippra.or.ke)  
Website: <http://www.kippra.org>

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