

## Children, Youth and Women Sensitive Planning and Budgeting in Kenya: Turkana County Brief, 2014/15-2017/18



County Government of Turkana

### KEY HIGHLIGHTS OF THE BRIEF

This brief provides an analysis on how the County Government of **Turkana** plans and budgets for the needs of children, youth and women. The analysis focused on social sector budgets and actual expenditures for the period 2014/15-2017/18. The brief specifically focuses on health, education, social and child protection services, nutrition, water and sanitation. The analysis was based on budget data and information collected through interviews with relevant county stakeholders. The key highlights from the analysis are summarized below:

- a). **An estimated 55 per cent of the Gross County Product (GCP)<sup>1</sup> of Turkana, which is ranked 31<sup>st</sup> (2.4% contribution to GDP) in contribution to GDP among the 47 counties, comes from agriculture.** However, agricultural productivity is vulnerable to weather shocks resulting in unpredictable economic growth trends. Moving forward, the county should put in place measures to mitigate weather shocks, while at the same time promoting manufacturing through agro-processing, and enhancing access to agriculture markets, including through collaboration with private sector.
- b). **The county's own source revenue decreased from Ksh 365 million in 2015/16 to Ksh 246 million.** As a share of total revenue, own source revenue fluctuated between a maximum of 1.6 per cent in 2016/17 and a minimum of 1.2 per cent in 2015/16. Overall, total county revenue increased from Ksh 4.1 billion in 2014/15 to Ksh 5.6 billion in 2017/18, mainly because of equitable share transfers. To improve the share of its own source revenue, the county should strengthen measures for tax collection and management.
- c). **The budget for the health sector fluctuated between Ksh 2.1 billion in 2014/15 and Ksh 1.4 billion in 2015/16 and 2017/18, although maternal and child health outcomes generally improved during the period.** This notwithstanding, under 5 mortality and maternal mortality stood at 121 per 1,000 live births and 1,594 per 100,000 live births, respectively, and DPT/Hep+HiB3 dropout rates stood at 9.3 per cent. To reverse this latter trend, the county should prioritize investments in immunization with a bias for DPT/Hep+HiB3 vaccination. In addition, there is need for the county to channel funds towards improving quality of maternal and child health to reduce incidences of under 5 and maternal mortality.
- d). **The budget for Early Childhood Development Education (ECDE) has increased from Ksh 1.5 billion to Ksh 2 billion before decreasing to Ksh 0.9 billion.** Gross ECDE enrolment rate decreased from 97.6 per cent in 2014 to 81.4 per cent in 2018 while net enrolment rate (NER) decreased from 81.5 per cent to 45.4 per cent during the same period. Looking forward, the challenge for the county is to ensure equitable distribution and effective utilization of available resources to mitigate access gaps.
- e). **The budget for water and sanitation increased from Ksh 1.58 billion in 2014/15 to Ksh 1.86 billion in 2016/17 before declining to Ksh 0.70 billion in 2017/18.** Access to improved water and sanitation remained constant at 63 per cent and 32 per cent, respectively. There is need for the county to put in place initiatives to reduce non-revenue water to minimize losses and hence channel funds towards improvement of water supply. This would in turn reduce the time women and girls spend on fetching water and allow them to instead focus on other socio-economic activities.
- f). **The county had not been financing child protection, youth and women prior to 2017/18 when it allocated Ksh 0.224 billion.** The increase in child neglect and abandonment cases implies that the government needs to increase

allocation and predictability of funding to the sector with an aim to expand services that reach out to vulnerable girls as a protective measure against early/unplanned pregnancies, and early and forced marriages.

- g). The county spending on nutrition (direct nutrition interventions) in nominal terms fluctuated between a maximum of Ksh 1.326 billion in 2016/17 and a minimum of Ksh 422 billion in 2017/18.** The county should enhance predictability of budgeting for direct nutrition interventions, across several sectors such agriculture, education and health and ensure that they contain visible budget lines. Moreover, nutrition should be well articulated in the County Integrated Development Plans.
- h). The budget execution rate for the social sector budgets was low during the period. For instance, budget execution rates for child protection, youth and women was 36 per cent in 2017/18.** The low budget execution rate was partly because approved budgets were not released in time by the National Treasury. Procurement and cash flow planning by the county was also weak. To improve budget utilization rates, there is need for the National Treasury to adhere to disbursement schedules by releasing resources on time. On its part, the county should strengthen procurement systems and improve cash flow forecasting.
- i). Due to limited disaggregation of data in expenditure reports, it was not possible to establish how much of the county government budget was spent on crucial social services such as child protection, youth development, disability and gender mainstreaming.** By having standalone budget lines on the above, the county is better placed to effectively deliver the above-mentioned services, especially to women and girls. On child protection, for example, the county recorded an increase in the number of reported cases of child neglect and abandonment from 2 in 2014 to 1,056 cases in 2018, yet there is no specific budget line for this. The same also applies to gender-based violence, which has increased in recent years.

## 1. COUNTY OVERVIEW

**Turkana occupies a land area of approximately 77,000 km<sup>2</sup> and is divided into 7 sub-counties and 30 wards.** The county's population is 926,976, representing 1.95 per cent of the national population. The county's population is constituted of 478,087 males, 448,868 females, and 20 intersex persons.

**In 2015/16, the overall poverty rate of the county was 79 per cent, with 52.7 per cent living in extreme poverty, which is high above the overall national rates of 36.1 and 8.6 per cent, respectively.** Among children, more than one in two were affected by monetary poverty or lack of financial means.<sup>2</sup> For youth and women, 71.4 per cent and 79.7 per cent are affected by monetary poverty, respectively. Additionally, 86.7 per cent of children were living in multidimensional poverty; that is, they were deprived in multiple dimensions including nutrition, health care, education, housing and

**Table 1: Turkana county administrative, poverty and demographic profile**

| Administrative Profile  |          |                   |         |                 |         | Latest Available |  |
|-------------------------|----------|-------------------|---------|-----------------|---------|------------------|--|
| Area (km <sup>2</sup> ) |          |                   |         |                 |         | 77,000           |  |
| Number of sub-counties  |          |                   |         |                 |         | 7                |  |
| Number of wards         |          |                   |         |                 |         | 30               |  |
| Overall poverty (%)     |          |                   |         |                 |         | 79               |  |
| Extreme poverty (%)     |          |                   |         |                 |         | 52.7             |  |
| Population (2019)       |          |                   |         |                 |         | 926,976          |  |
| Group                   | Children | National Children | Youths  | National Youths | Wo/men  | National Wo/men  |  |
| Monetary Poor           |          |                   |         |                 |         |                  |  |
| Male (%)                | 83.2     | 42.1              | 65.4    | 29.1            | 72.3    | 30.5             |  |
| Female (%)              | 82.3     | 41.0              | 77.2    | 28.8            | 79.7    | 34.1             |  |
| Total (%)               | 82.7     | 41.6              | 71.4    | 28.9            | 77.8    | 32.4             |  |
| Population              | 527,847  | 20,742,290        | 318,457 | 13,443,268      | 162,720 | 7,847,350        |  |
| Multidimensionally Poor |          |                   |         |                 |         |                  |  |
| Male (%)                | 84.3     | 49.3              | 70.7    | 44.7            | 82.2    | 51.0             |  |
| Female (%)              | 89.1     | 47.1              | 85.8    | 49.4            | 95.7    | 60.8             |  |
| Total (%)               | 86.7     | 48.2              | 78.5    | 47.1            | 90.6    | 56.1             |  |
| Population              | 527,847  | 20,742,290        | 318,457 | 13,443,268      | 162,720 | 7,847,350        |  |

Source: Kenya National Bureau of Statistics (2018)

sanitation.<sup>3</sup> The proportion of youth and women in multidimensional poverty were 78.5 and 95.7 per cent, respectively. The overall high rates of poverty, especially among younger populations, means that planning and budgeting processes should better consider human capital sectors so that the county can maximize the productive and innovative potential of its future workforce and initiate a fast and sustainable growth trajectory (Table 1).

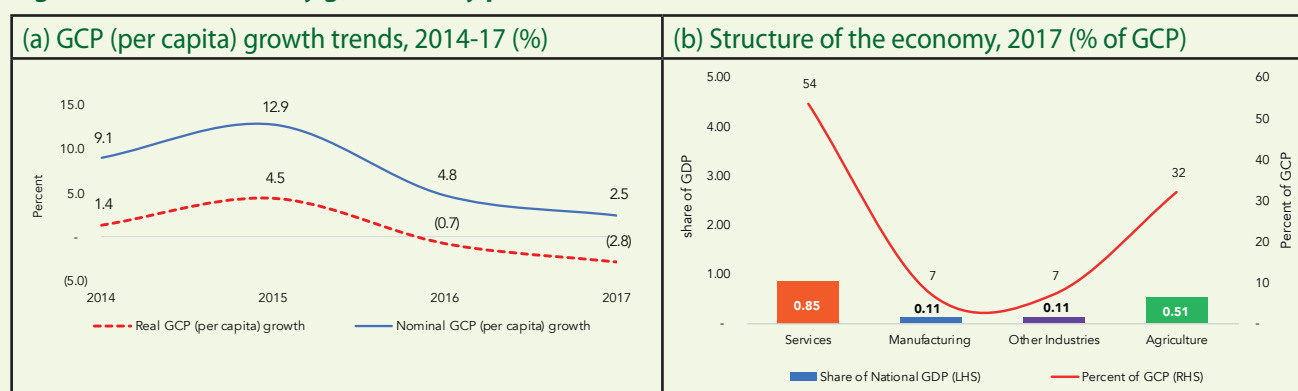
## 2. STATE OF COUNTY ECONOMY

### 2.1 Gross County Product Growth

**Turkana county accounted for 1.1 per cent of the national GDP in 2017.** In real per capita terms, the GCP per capita growth rate increased from 1.4 per cent in 2014 to 4.5 per cent in 2015 before contracting in both 2016 and 2017 by 0.7 per cent and 2.8 per cent, respectively, (Figure 1a). The most recent downturn was largely due to the prolonged drought across the county.

**The economy remains heavily reliant on agriculture which accounts for 55 per cent and 0.6 per cent of national GDP.** The service sector contributes 38 per cent to GCP while manufacturing and other industries- including mining and electricity supply-sector contribute 0.1 per cent and 9 per cent to GCP, respectively (Figure 1b). This trend calls for diversification to manufacturing and other industries which are particularly important for job creation. To increase agricultural productivity and the participation of women and youth within the sector, the county should put in place mechanisms to reduce the cost of farming, enhance the marketing of agricultural produce and promote agricultural value chains. This can be done through developing infrastructure and enhancing farmers' capacities in modern agricultural methods. Extension services, agribusiness and research needs to be promoted. The county should also seek to attract more investments in manufacturing and services for a balanced economy. This can be done through collaboration with different sub-sectors, especially the private sector.

**Figure 1: Turkana County gross county product and economic structure, 2014-17**



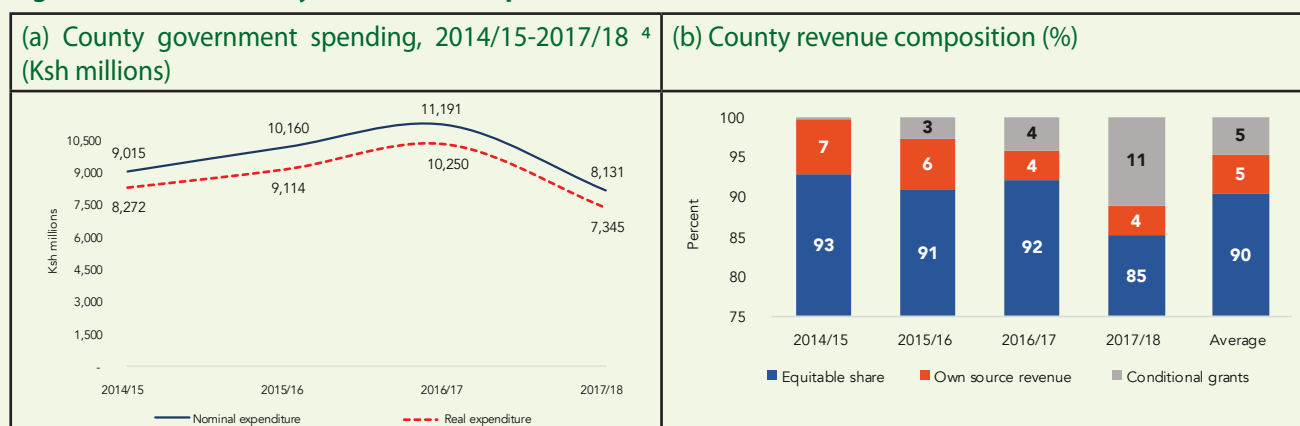
Source: KNBS (2019) Statistics

### 2.2 Overall Budget Performance

**The county government annual spending grew from Ksh 9.015 billion to Ksh 11.191 billion between 2014/15 and 2016/17, before a moderate cut in 2017/18 (Figure 2a).** The effect of inflation accounts for, on average, Ksh 719 million in loss of purchasing power during the period. This spending is heavily dependent on equitable share transfers, which increased from Ksh 4.1 billion to Ksh 5.6 billion in 2014/15, and accounted for 96.4 per cent of revenue during the period. In nominal terms, own source revenue decreased from Ksh 365 million in 2015/16 to Ksh 246 million. The contribution of own source revenue decreased from 1.4 per cent in 2014/15 to 1.2 per cent in 2015/16 before increasing 1.6 per cent in 2016/17 then decreasing to 1.3 per cent in 2017/18. Conditional grants increased from 0.3 per cent to 4.7 per cent at the end of the period. There is need for enhanced fiscal efforts to accelerate revenue mobilization from both local revenue and conditional grants.

**The development share of the actual spending decreased from 64 per cent in 2014/15 to 24 per cent in 2017/18.** The recurrent expenditure, constituted of personnel emoluments and operation and maintenance, increased from 35 per cent in 2014/15 to 76 per cent in 2017/18. Wages alone accounted for between 15 per cent in 2014/15 and 46 per cent in 2017/18 (Figure 3a). The county therefore complied with the Public Finance Management (PFM) Act 2012 provision that ceils development spending at a minimum of 30 per cent of total budget was observed only in 2014/15. The county also

**Figure 2: Turkana county revenue and expenditure trends, 2014/15-2017/18**

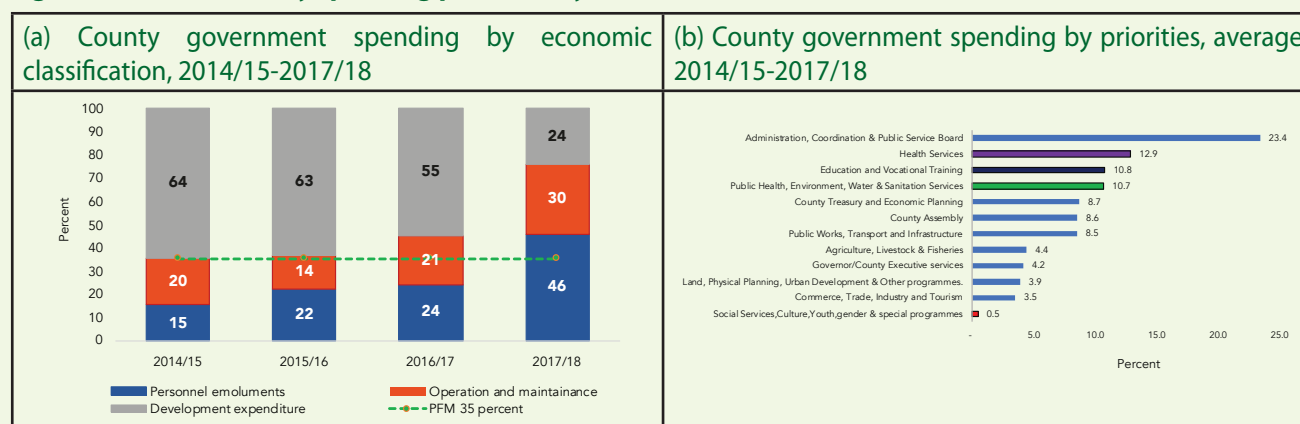


Source: Office of the Controller of Budget (Various) reports, 2014-2018

complied with Regulations 2015, which requires that not more than 35 per cent of the county's total revenue should go to payment of wages and salaries.

The county spent about 39.3 per cent of total expenditure during the period under review on Health, Education, Agriculture, Nutrition, Social Protection, Youth, Gender, Water and Sanitation. These sectors are regarded as being more sensitive to the needs of children, youth and women. The effect of this expenditure on the various programmes and activities vary across sectors.

**Figure 3: Turkana county spending priorities by economic and administrative classification, 2014-18**



Source: Office of the Controller of Budget (Various) reports, 2014-2018

### 3. ANALYSIS OF SOCIAL SECTOR SPENDING

#### 3.1 Health

##### 3.1.1 County priorities

During the period under review, the county outlined key priorities that targeted children, youth, and women. For children, the county targeted increasing the immunization coverage for children under 1 and reducing malnutrition coverage for children under 5. The county also sought to scale up the percentage of skilled birth deliveries through trainings, equipping existing blood banks and equipping operating theatres. In addition, it targeted increasing the number of facilities that offer basic obstetric emergency and neonatal care and comprehensive obstetric. Further, the county intended to put in place initiatives to reduce the burden of violence and injuries. Other sector priorities included: elimination of communicable diseases; halting and reversing the burden of non-communicable conditions that was rising; minimizing the exposure of health risk factors and provision of health services; improving the quality of health services in existing facilities, and improving the human resource base.

Maternal mortality in the county stood at 1,594 per 100,000 live births in 2016, which was above the national average. The number of women who had access to skilled birth attendant during delivery increased from 38.4 per cent in 2014 to 65.1 per cent in 2018. This can be attributed to the introduction of free maternity services nationwide. The proportion of pregnant women who attended at least one ante-natal clinic (ANC) visit during pregnancy increased from

**Table 2: Turkana county selected health sector performance indicators**

| Selected Health Indicators   | 2014   |          | 2015   |          | 2016    |          | 2017   |          | 2018   |          |
|--|--------|----------|--------|----------|---------|----------|--------|----------|--------|----------|
|  | County | National | County | National | County  | National | County | National | County | National |
| U5MR (death per 1,000 live births) 2016 Estimate   | -      | -        | -      | -        | 121.0   | 79.0     | -      | -        | -      | -        |
| MMR (death per 100,000 live births) 2016 Estimate  | -      | -        | -      | -        | 1,594.0 | 495.0    | -      | -        | -      | -        |
| Skilled birth attendant coverage (%) (source: DHIS2)   | 38.4   | 53.5     | 25.2   | 56.9     | 42.3    | 59.3     | 47.1   | 53.0     | 65.1   | 64.9     |
| Proportion of pregnant women who attended at least one ANC visit during pregnancy (%) (Source: DHIS2)  | 122.6  | 76.4     | 58.4   | 75.4     | 94.4    | 76.9     | 133.8  | 73.7     | 131.8  | 81.9     |
| Proportion of pregnant women who attended at least four ANC visit during pregnancy (%) (Source: DHIS2) | 32.1   | 35.9     | 23.1   | 39.7     | 32.5    | 39.8     | 38.9   | 32.6     | 66.3   | 48.7     |
| Proportion of children under one year who are fully immunized (%) (Source: DHIS2)                      | 75.0   | 70.2     | 45.1   | 75.7     | 74.7    | 72.4     | 88.8   | 65.9     | 85.2   | 77.0     |
| DPT/Hep+HiB3 dropout rate (%) (Source: DHIS2)  | 19.6   | 6.8      | 20.0   | 7.2      | 13.9    | 6.6      | 15.2   | 10.1     | 9.3    | 4.0      |
| Still Birth Rate (Source : DHIS2)  | 21.0   | 29.3     | 19.6   | 22.6     | 23.1    | 21.5     | 18.8   | 22.6     | 19.8   | 20.4     |

Source: Ministry of Health (2018), Demographic Health Information System (DHIS)

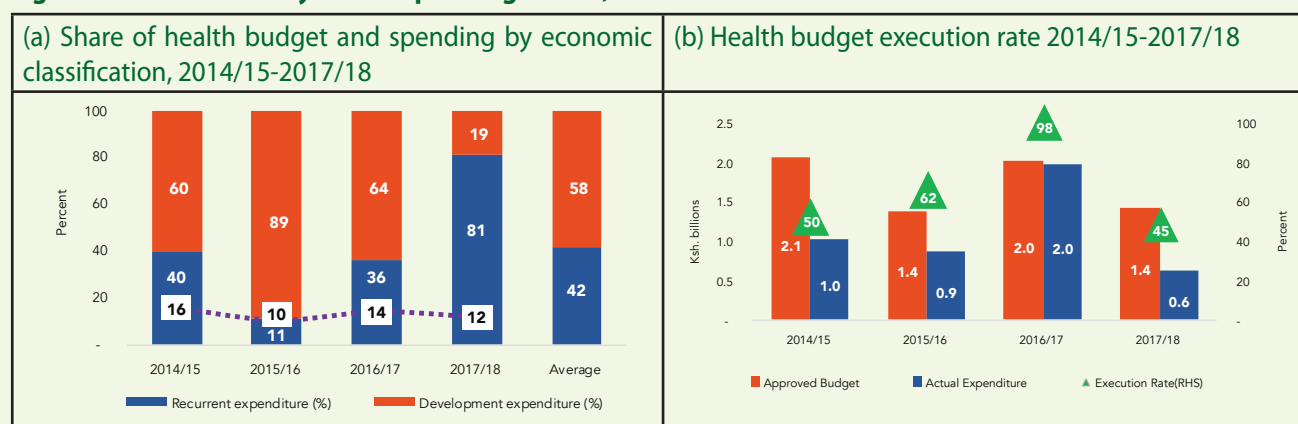
122.6 per cent in 2014 to 131.8 per cent in 2018 while those that attended at least four increased from 32.1 per cent to 66.3 per cent. Increased access to skilled delivery can explain the decrease in still births during the period from 21 per cent to 19.8 per cent.

**For children, under 5 mortality stood at 121 per 1000 live births in 2016.** The proportion of children under one year who are fully immunized increased from 75 per cent in 2014 to 85.2 per cent in 2018. DPT/Hep +HiB3 dropout rates decreased from 19.6 per cent in 2014 to 9.3 per cent in 2018.

### 3.1.2 Health Budget and Expenditure

**The share of health budget in the total county budget allocation decreased from 16 per cent in 2014/15 to 10 per cent in 2015/16 before increasing to 14 per cent in 2016/17 then dropping to 12 per cent in 2017/18.** In nominal terms, the approved budget allocation fluctuated between a maximum of Ksh 2.1 billion in 2014/15 and a minimum of Ksh 1.4 billion in 2015/16 and 2017/18. Health actual spending during the period totalled Ksh 6.9 billion and comprised of 42 per cent recurrent and 58 per cent development expenditure (Figure 4a). The absorption rate increased from 50 per cent in 2014/15 to 98 per cent in 2016/17 before declining to 45 per cent in 2017/18. This is attributed to failure by the exchequer to release the full amount approved in the health budget.

**Figure 4: Turkana county health spending trends, 2014-18**



Source: Office of the Controller of Budget (Various) reports, 2014-2018

### 3.1.3 Health sector medium term expectations

The county aims to continue investing in the use of evidence-based decision making for the sector by increasing the number of facilities with electronic medical records and facilities with HMIS tools. The county also seeks to improve newborn and

child health by increasing the percentage of fully immunized children coverage and the percentage of community health volunteers managing sick under 5-year-old children as per the Integrated Community Case Management Guidelines. For women, the county targets improving maternal health by increasing the proportion of women with access to skilled birth attendant during deliveries and ante-natal clinic visits. The county also intends to reduce the number of gender-based violence cases through community outreach programmes and targeted messaging, and increase the number of facilities offering youth-friendly services.

## 3.2 Education and Vocational Training

### 3.2.1 Education sector priorities

**The county governments are responsible for Early Childhood Development Education (ECDE) and youth polytechnics, which are part of TVET as per Schedule IV of the Constitution of Kenya 2010.** During the plan period 2013-2017, the county education sector focus was to enhance the quality and access to ECDE and Vocational Training Centres (VTCs). For ECDE, the county sought to undertake annual education campaigns in the 7 sub-counties. It also targeted construction of at least 5 model ECDE centres per ward and recruiting at least 300 ECDE teachers per annum. For vocational centres, the county targeted reviving, refurbishing and operationalizing the three existing youth polytechnics and upgrading one to a county technical training institute. Further, it targeted to establish and operationalize one polytechnic in each sub-county and recruit additional instructors.

**Table 3: Turkana county selected education sector performance indicators**

| Pre-primary School                             | 2014-County | 2014-National | 2018-County | 2018-National |
|--|-------------|---------------|-------------|---------------|
| Gross enrolment ratio (%)                      | 97.6        | 73.6          | 81.4        | 94.4          |
| Net enrolment ratio (%)                        | 81.5        | 71.8          | 45.4        | 63.5          |
| Male (%)                                       | 84.9        | 73.4          | 46.1        | 62.5          |
| Female (%)                                     | 78.1        | 70.2          | 45.6        | 65.0          |
| School size (Public) (Pupils) (Average)        | 240.0       | 75.0          | 247.0       | 85.0          |
| Gender parity index (value)                    | 0.9         | 1.0           | -           | -             |
| Pupil-teacher ratio (No.) (Public)             | 152.0       | 31.0          | 108.0       | 31.0          |
| Proportion of enrolment in private schools (%) | 16.4        | 31.5          | 16.0        | 33.0          |
| Primary School                                 | 2014-County | 2014-National | 2018-County | 2018-National |
| Gross enrolment ratio (%)                      | 67.0        | 104.0         | 70.4        | 107.2         |
| Net enrolment ratio (%)                        | 40.0        | 88.0          | 47.5        | 82.4          |
| Male (%)                                       | 42.0        | 86.0          | 53.7        | 81.7          |
| Female (%)                                     | 38.0        | 90.0          | 41.3        | 83.0          |
| School size (Public) Average No. of pupils     | 503.0       | 338.0         | 445.0       | 375.0         |
| Gender parity index (Value)                    | 0.8         | 1.0           | -           | -             |
| Pupil-teacher ratio (No.)                      | 64.0        | 42.0          | 92.0        | 40.0          |
| Proportion of enrolment in private schools (%) | 22.0        | 16.0          | 19.0        | 16.0          |
| Secondary School                               | 2014-County | 2014-National | 2018-County | 2018-National |
| Gross enrolment ratio (%)                      | 12.1        | 58.7          | 32.9        | 66.2          |
| Net enrolment ratio (%)                        | 8.7         | 47.4          | 9.3         | 37.5          |
| Male (%)                                       | 11.9        | 49.6          | 14.2        | 35.4          |
| Female (%)                                     | 5.5         | 45.2          | 3.6         | 39.8          |
| School size (Public)                           | -           | -             | 833.1       | 392.0         |
| Gender parity index (value)                    | 0.6         | 0.9           | -           | -             |
| Pupil-teacher ratio (No.) (TSC)                | 42.0        | 30.0          | 43.0        | 32.0          |
| Pupil-teacher ratio (No.) (TSC and BOM)        | 26.6        | 20.2          | 23.0        | 20.0          |
| Proportion of enrolment in private schools (%) | 81.8        | 30.7          | 13.9        | 5.8           |

Source: Ministry of Education (Various), Education statistical booklets, 2013-2018

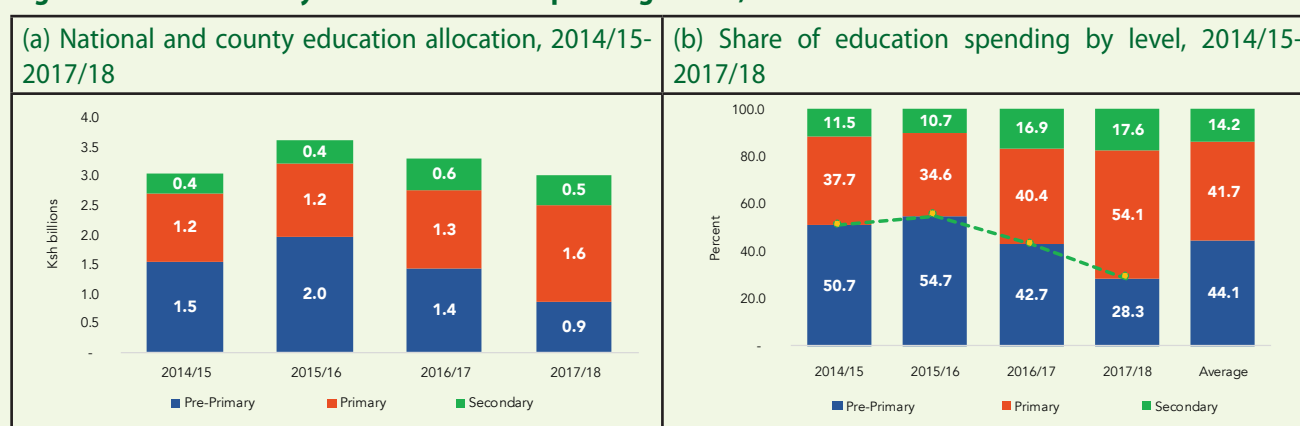
**Gross ECDE enrolment rate decreased from 97.6 per cent in 2014 to 81.4 per cent in 2018 while net enrolment rate (NER) decreased from 81.5 per cent to 45.4 per cent during the same period.** This should be a major concern for the county department of education, and measures should be put in place to find the root cause and reverse the decline. This was generally lower than national averages of 94.4 per cent and 63.5 per cent, respectively, indicating that more children who have attained the school going-age over the review period had not joined ECDE. More boys are enrolled in ECDE than girls in Turkana county. There is inequality in access to education between male and female school-going children in favour of boys.

**Gross primary and secondary enrolment rates stood at 70.4 and 32.9 per cent in 2018, respectively.** Net enrolment rate (NER) increased from 40 per cent to 47.5 per cent for primary school and 8.7 per cent to 9.3 per cent for secondary school during the same period. A higher proportion of boys than girls of primary and secondary school going age enrolled. There were 11 operational Vocational Training Centres (VTCs) in the county.

### 3.2.2 Budget and expenditure

**The ECDE budget allocation increased from Ksh 1.5 billion to Ksh 2 billion before decreasing to Ksh 0.9 billions.** Allocations to primary school education increased from Ksh 1.2 billion in 2014/15 and 2015/16 to Ksh 1.6 billion in 2017/18 while allocations to secondary school increased from Ksh 0.4 billion in 2014/15 to Ksh 0.6 billion in 2016/17 before decreasing to Ksh 0.5 billion in 2017/18 (Figure 5a). Spending on ECDE as a share of total spending on basic education in the county decreased from 54.7 per cent in 2015/16 to 28.3 per cent in 2017/18 (Figure 5b).

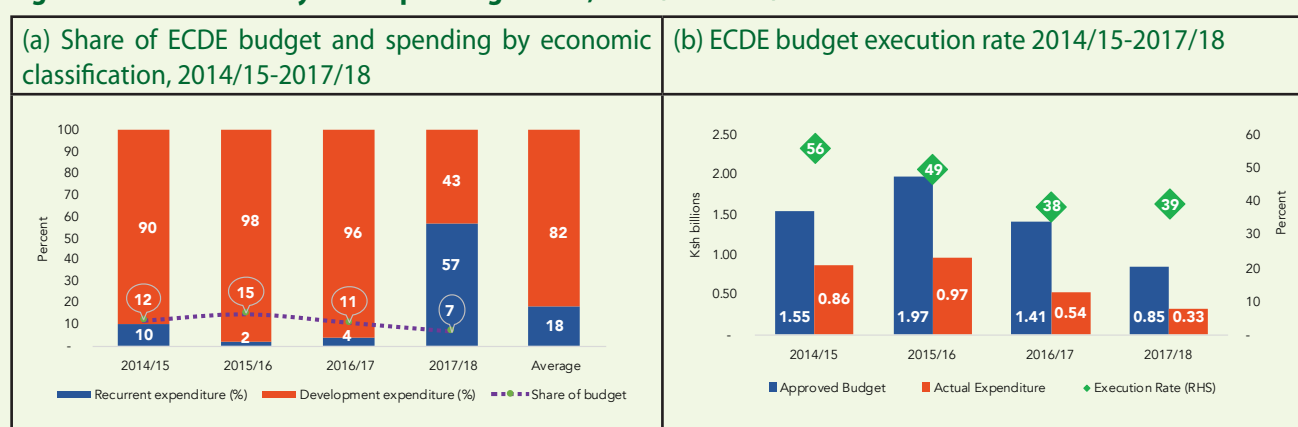
**Figure 5: Turkana county overall education spending trends, 2014-18**



Source: National Treasury (Various), IFMIS

**The share of ECDE budget in the total county budget allocation increased from 12 per cent in 2014/15 to 15 per cent in 2015/16 before decreasing to 7 per cent in 2017/18.** Actual spending on ECDE increased from Ksh 0.86 billion in 2014/15 to Ksh 0.97 billion in 2015/16 before decreasing to Ksh 0.33 billion in 2017/18 (Figure 6b). Spending comprised of, on average, 82 per cent development expenditure and 18 per cent recurrent expenditure during the period (Figure 6a). The absorption rates decreased from 56 per cent in 2014/15 to 39 per cent in 2017/18.

**Figure 6: Turkana county ECDE spending trends, 2014/15-2017/18**



Source: Office of the Controller of Budget (Various) reports, 2014-2018

### 3.2.3 Education sector medium term expectations

The county government with support from stakeholders aims to continue investing in ECDE through infrastructural development and enhancing human resource capacity. The county also seeks to increase enrollment, retention and transition rates in ECDE centres. Quality assessment during the period is to be done through annual quality assurance exercises. The county is also promoting the early identification of talents and creativity by monitoring the number of ECDE centres participating in co-curriculum activities and number of centres with equipment/structures for outdoor activities.

For vocational training, the county intends to continue improving the learning and working environment by constructing classrooms, computer labs, dormitories and twin workshops. The county also intends to undertake termly enrolment drives to increase enrolment to vocational training centres. Overall, funding remains a major challenge to the implementation of these initiatives.

### 3.3 Water and Sanitation

#### 3.3.1 County priorities

The 2013-2017 Turkana County Integrated Development Plan outlined investment in the expansion of water and sanitation infrastructure as the main sector priority, in addition to establishing boreholes, pans and dams to cater for livestock and human water needs. The county also sought to establish proper water resource mapping in the county. For sanitization, the county targeted eradicating cultural practices associated with poor hygiene and sanitation through community sensitization.

**Table 4: Turkana county selected WASH sector performance indicators**

| Indicators   | 2014-County | 2014-National | 2018-County | 2018-National |
|--|-------------|---------------|-------------|---------------|
| County population within service areas of WSPs (%)             | 12          | *             | 6           | *             |
| Water coverage by utilities (%)                                | 48          | 53            | 56          | *             |
| Non-revenue water (NRW) (%)                                    | 37          | 42            | 39          | *             |
| Sanitation coverage within utility area (%)                    | 36          | 69            | -           | *             |
| Sewerage coverage (%)  | -           | *             | -           | *             |
| Access to improved water (%)                                   | 63          | *             | 63          | *             |
| Access to improved sanitation (%)                              | 32          | *             | 32          | 59            |
| No toilet facility – Potential open defecation county-wide (%) | 89          | *             | 63          | 8             |

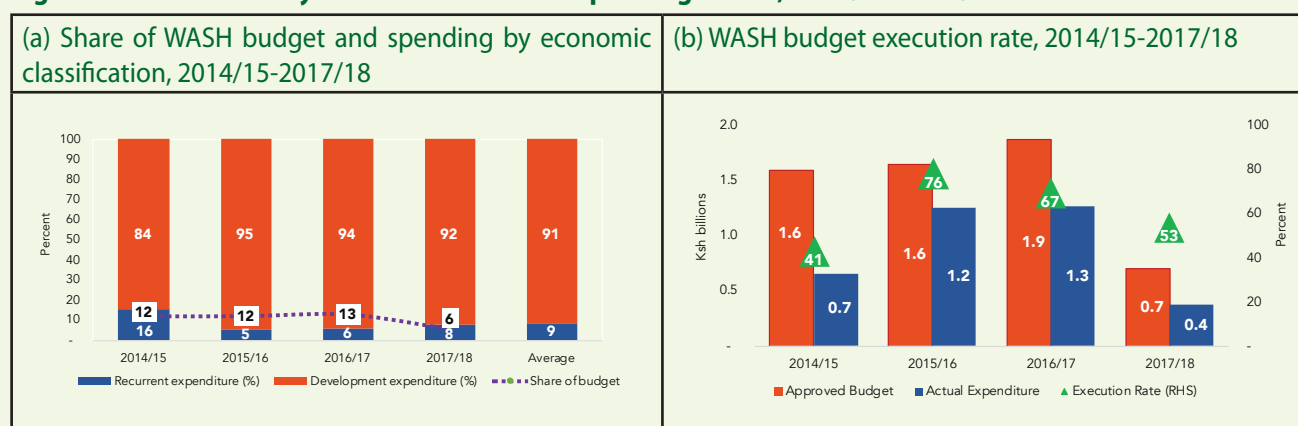
Source: Kenya National Bureau of Statistics (2014), KDHS 2014; County Integrated Development Plan (CIDP) 2018

**Access to improved water and sanitation remained constant at 63 and 32 per cent, respectively.** The population within the service area of water utility (company) decreased from 12 per cent in 2014 to 6 per cent in 2018. The proportion of population covered or served by the utility improved from 48 per cent in 2014 to 56 per cent in 2018. The sector experiences the problem of non-revenue water<sup>5</sup> at about 39 per cent as at 2018. High non-revenue water denies the water utility revenue to enhance water service delivery and in meeting operations and maintenance costs.

#### 3.3.2 Water and sanitation budget and expenditure

**The total budget allocation to the sector as a share of the total county budget allocation during the review period was, on average, 11 per cent.** The approved budget increased from Ksh 1.58 billion in 2014/15 to Ksh 1.86 billion in 2016/17 before declining to Ksh 0.70 billion in 2017/18. The actual expenditure on the sector increased from Ksh 0.65 billion in 2014/15 to Ksh 1.25 billion in both 2015/16 and 2016/17 before decreasing to Ksh 0.37 billion in 2017/18. This comprised of an average of 91 per cent development expenditure and 9 per cent recurrent expenditure (Figure 7a). The absorption rates increased from 41 per cent in 2014/15 to 76 per cent in 2015/16 before declining to 53 per cent in 2017/18. This is also attributed to failure by the exchequer to release the entire approved budget amount, and also capacity constraints.

**Figure 7: Turkana county water and sanitation spending trends, 2014/15-2017/18**



Source: Office of the Controller of Budget (Various) reports, 2014-2018



### 3.3.3 Water and Sanitation Medium Term Expectation

In the plan period 2018-2022, the county aims to continue with provision of clean water and solid waste management, and increase access to decent sanitation. With a declining percentage of population under sewer coverage, few technical staff in the water sector, high breakage of water pumps compounded by a declining share of recurrent spending in WASH, more focus needs to be given to operations and maintenance for the county to realize the outlined millstones.

The county has already enacted the County Water Act 2019, which stipulates that the county shall take special measures to ensure provision of water and sanitation services to vulnerable groups. Some of the initiatives targeted include: ensuring the presence of gender sensitive sanitation for children in schools; provision of water and sanitation services to internally displaced persons; provision of water for pastoralists during droughts or other pastoralist-based disasters; and promotion of appropriate hygiene and sanitation programmes among communities.

### 3.4 Child Protection, Youth and Women

#### 3.4.1 County priorities

**The County Integrated Development Plan (CIDP) for the period 2013-2017 highlighted key priorities for the sector.** The county targeted to alleviate poverty through provision of cash transfers to vulnerable groups (including orphans and vulnerable children, elderly and PWDs). The county also targeted implementing various community economic empowerment programmes for vulnerable groups, including: promotion of group registration, training, and provision of grants to 50 groups per ward. The county also sought to establish a revolving fund to support vulnerable groups in entrepreneurship.

**Specifically, on child protection, the county recorded a high number of reported cases of child neglect and abandonment rising from 2 cases in 2014 to 1056 cases in 2018.** Similarly, the child labour increase from 1 in 2014 to 4 in 2018 while child physical abuse increased from 2 to 12 cases between 2014 and 2018.

**The county has no records for cases of FGM.** The low/non reporting of the female genital mutilation (FGM) to government institutions can be attributed to either the intensive campaigns and initiatives to protect the girl child, fear by the population to report such cases, or a culture that doesn't approve such practices.

**Table 5: Turkana county selected child protection performance indicators (No. of reported cases)**

| Indicators                                  | 2014-County | 2014-National | 2018-County | 2018-National |
|---|-------------|---------------|-------------|---------------|
| Child Neglect and Abandonment               | 2           | 767           | 1,056       | 73245         |
| Child Sexual Abuse                          | 1           | 636           | -           | 172           |
| Child Trafficking, Abduction and Kidnapping | -           | 32            | 8           | 1022          |
| Child Labour                                | 1           | 168           | 4           | 378           |
| Child Emotional Abuse                       | -           | 58            | 13          | 853           |
| Child Physical Abuse                        | 2           | 583           | 12          | 2031          |
| Female Genital Mutilation                   | -           | 9             | -           | 40            |

Source: Kenya National Bureau of Statistics (2014), KDHS 2014; County Integrated Development Plan (CIDP) 2018

#### 3.4.2 Budget and expenditure

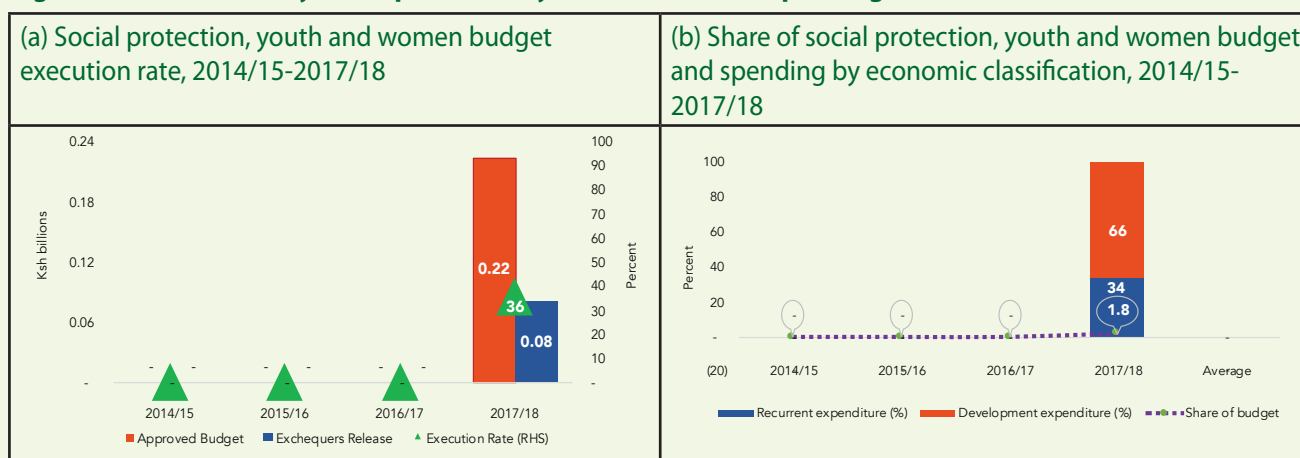
**The county had not been financing child protection, youth and women prior to 2017/18 when it allocated 1.8 per cent of its total county budget to the sector.** The county allocated Ksh 0.224 billion to the sector and only Ksh 0.080 billion was released by the exchequer during the period, amounting to an absorption rate of 36 per cent (Figure 8a). This low absorption rate can be accredited to capacity constraints and delays in disbursement of funds from the National Treasury. The spending was constituted of 34 per cent recurrent expenditure and 66 per cent development expenditure (Figure 8b).

#### 3.4.3 Medium term expectations

Between the plan period 2018 and 2022, the county aims to increase the number of youth empowerment centres in the county. Further, the county targeted to continue mentoring and building capacity of the youth in Access to Government Procurement Opportunities (AGPO) and therefore increase the number of youth with registered companies. The county also intends to establish computer hubs for ICT promotion among the youth. For women, the county intends to increase entrepreneurial and financial services provided to them. In addition, it intends to increase the number of women learning and information centres, women's access to women fund, women's groups participation in international expos, women registered companies, and women's acquisition of AGPO certification and participate in tendering. For children, the county

targeted improving the holding capacity of rescue centres. Teenage pregnancies and early marriages still remain prevalent in the county.

**Figure 8: Turkana county social protection, youth and women spending trends, 2014/15-2017/18**



Source: Office of the Controller of Budget (Various) reports, 2014-2018

### 3.5 Nutrition

#### 3.5.1 County priorities

**The CIDP outlined a few key areas of focus in the nutrition sector.** The county sought to provide nutrition interventions in schools to reduce prevalence of malnutrition in the county. It also targeted improving food security and nutritional status by irrigating 15,000 Hectares, under the “Going Massive Programme” of land annually to feed more people in Turkana.

**The county nutrition indicators remained relatively low according to the year 2014 data.** Stunting stood at 23.9 per cent of the population with wasting and underweight children standing at 22.9 per cent and 34 per cent, respectively. The levels were higher than the National averages except for stunted children which was below the national average of 26 per cent (Table 6).

**The proportion of overweight or obese women in the county is stood at 5 per cent, lower than the national average of 29 per cent.** The average Body Mass Index (BMI) <sup>6</sup> of women in the county was 19.

**Table 6: Selected nutrition performance indicators**

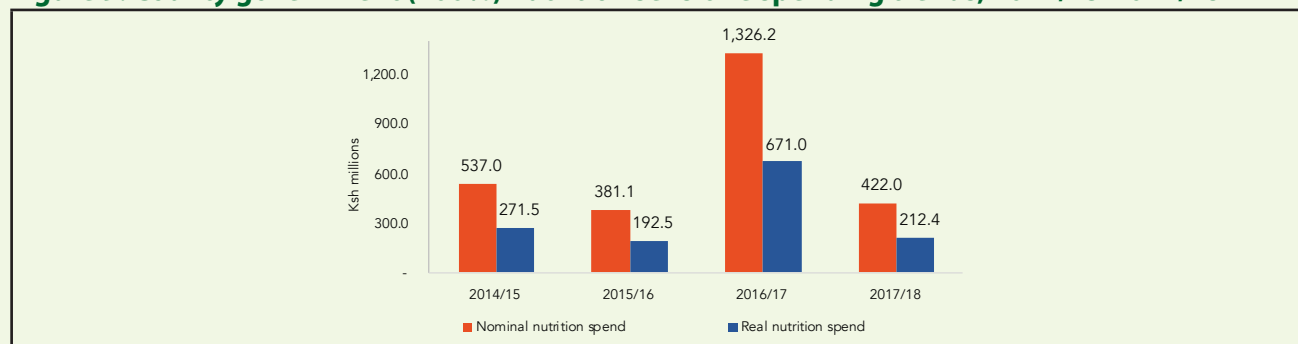
| Indicators  | 2014-County | 2014-National |
|---|-------------|---------------|
| Stunted children (%)  | 23.9        | 26.0          |
| Wasted children (%)   | 22.9        | 4.0           |
| Underweight children (%)  | 34.0        | 11.0          |
| Vitamin A supplements coverage  | 34.0        | 24.0          |
| Proportion of children aged 6 to 59 months- Received Vitamin A supplement   | 69.8        | 71.4          |
| Proportion of children consuming adequately iodized salt.                   | 99.3        | 99.1          |
| Proportion of households consuming adequately iodized salt.                 | 99.4        | 99.2          |
| " Household salt iodization (50 – 80 mg/Kg KIO <sub>3</sub> ) (% samples) " | 59.0        | 57.0          |
| Number of Women (BMI)   | 19.4        | 23.2          |
| Overweight or obesity among women aged 15 to 49 years.                      | 4.7         | 28.9          |

Source: Kenya National Bureau of Statistics (2014), KDHS 2014

#### 3.5.2 Budget and expenditure

The county has been financing nutrition since 2014/15. The county allocated Ksh 537 million for nutrition spending in 2014/15, which increased to Ksh 1.326 billion in 2016/17 before declining to Ksh 422 billion in 2017/18. This could be attributed to lack of proper nutrition plans in the county.

**Figure 9: County government (100%) nutrition sensitive spending trends, 2014/15-2017/18**



Source: National Treasury (Various), IFMIS 2014-2018

### 3.5.3 Medium term expectations

In the period 2018-2022, the county plans to promote nutrition education and strengthen community units to offer broad-based services to eliminate malnutrition cases. It also plans to increase the number of health facilities with capacity to manage malnutrition as per the Integrated Management of Acute Malnutrition Protocols. The county also intends to increase acreage of land established for urban/peri-urban agriculture.

### 3.6 Other Initiatives for the Special Interest Groups

#### Box 1: Key highlights on children, youth, women and PWDs' initiatives

##### a) AGPO

During the period under review, the county reported compliance to the 30 per cent Access to Government Procurement Opportunities (AGPO) reserved for women, youth and Persons with Disabilities (PWDs).

##### b) Children

The county has put in place a waiver for health fees for all children below the age of 5 years. It has also implemented the school feeding programme in ECDE centres around the county, and established three rescue centres.

##### c) Youth

The county has established a youth council to agitate for issues sensitive to the youth. A fund has been established to support youth undertake entrepreneurship.

##### d) Women

A fund has been established to support women who undertake entrepreneurship.

##### e) PWDs

The county has put in place frameworks to ensure the construction of buildings and structures sensitive to PWDs. It has also procured assistive devices and has undertaken a review of PWDs in the system for recommendation for tax exemption.

## 4. RECOMMENDATIONS AND IMPLICATIONS FOR POLICY

A summary of implications for policy and responsible actors is presented in Table 7.

**Table 7: Recommendations and responsible actors**

| Sector               | Finding  | Recommendation  | Responsibility   |
|----------------------|--|---|--|
| Gross County Product | An estimated 55 per cent of the Gross County Product (GCP) of Turkana- which is ranked 31 <sup>st</sup> (2.4% contribution to GDP) in contribution to GDP among the 47 counties- comes from agriculture. | The county should put in place measures to mitigate weather shocks, while at the same time promoting manufacturing through agro-processing, and enhancing access to agriculture markets, including through collaboration with private sector. The county should aim to attract more investments in manufacturing, and services, to have a balanced economy. | County Treasury and Planning/ County Executive/Department of Agriculture |
| Revenue              | Own source revenue fluctuated between a maximum of 1.6 per cent in 2016/17 and a minimum of 1.2 per cent in 2015/16.   | To improve the share of its own source revenue, the county should strengthen measures for tax collection and management.  | County Treasury and Planning/ Directorate of Revenue                     |
| Expenditures         | The budget execution rate for the social sector budgets were low during the period. For instance, budget execution rates for child protection, youth and women was 36 per cent in 2017/18.               | To improve budget utilization rates, there is need for the National Treasury to adhere to disbursement schedules by releasing resources on time. On its part, the county should strengthen procurement systems and improve cash flow forecasting.   | All sectors/County Treasury and Planning/ County Executive               |
| Health               | Under 5 mortality and maternal mortality stood at 121 per 1,000 live births and 1,594 per 100,000 live births, respectively, and DPT/Hep+HiB3 dropout rates stood at 9.3 per cent.                       | To reverse this latter trend, the county should prioritize investments in immunization with a bias for DPT/Hep+HiB3 vaccination. In addition, there is need for the county to channel funds towards improving quality of maternal and child health to reduce incidences of under 5 and maternal mortality.  | County Treasury and Planning / County Department of Health               |

|                                   |  |   |   |
|-----------------------------------|--|---|---|
| Education                         | The share of ECDE spending in the county increased during 2014/15 and 2015/16 from 50.7 per cent to 54.7 per cent, respectively, before declining to 28.3 per cent in 2017/18. The budget in absolute terms also followed the same trend. Gross ECDE enrolment rate decreased from 97.6 per cent in 2014/15 to 81.4 per cent in 2017/2018 while net enrolment rate (NER) decreased from 81.5 per cent to 45.4 per cent during the same period. | Looking forward, the challenge for the county is to ensure equitable distribution and effective utilization of available resources to mitigate access gaps.   | County Treasury and Planning / County Department of Education   |
| WASH                              | The budget for water and sanitation increased from Ksh 1.58 billion in 2014/15 to Ksh 1.86 billion in 2016/17 before declining to Ksh 0.70 billion in 2017/18. Access to improved water and sanitation remained constant at 63 and 32 per cent, respectively.  | There is need for the county to put in place initiatives to reduce non-revenue water to minimize losses and hence channel funds towards improvement of water supply. This would in turn reduce the time women and girls spend on fetching water and allow them to instead focus on other socio-economic activities.     | County Treasury and Planning / County Department of Water and Sanitation/   |
| Child Protection, Youth and Women | The county had not been financing child protection, youth and women prior to 2017/18 when it allocated Ksh 0.224 billion.  | The increase in child neglect and abandonment cases implies that the government needs to increase allocation and predictability of funding to the sector, with an aim to expand services that reach out to vulnerable girls as a protective measure against early/unplanned pregnancies and early and forced marriages. | County Treasury and Planning/County Department of Culture and Social Services   |
| Nutrition                         | The county spending on nutrition (direct nutrition interventions) in nominal terms, fluctuated between a maximum of Ksh 1.326 billion in 2016/17 and a minimum of Ksh 422 billion in 2017/18.  | The county should enhance predictability of budgeting for direct nutrition interventions, across several sectors such as agriculture, education and health and ensure that they contain visible budget lines. Moreover, nutrition should be well articulated in the County Integrated Development Plans.                | County Treasury and Planning/County Department of Health and all other sectors, namely education, agriculture, social protection and WASH |
| Disaggregated Data                | Due to limited disaggregation of data in expenditure reports, it was not possible to establish how much of the county government budget was spent on crucial social services such as child protection, youth development, disability and gender mainstreaming.   | The county should have standalone budget lines on child protection, youth development, disability and gender mainstreaming to effectively deliver the above-mentioned services, especially to women and girls.  | County Planning, Statistics and M&E Unit, and Social/Gender Departments   |

### (Endnotes)

- 1 Gross county product is conceptually equivalent to the county share of GDP. Gross domestic product is a measure of newly created value through production by resident economic agents (in this case individuals, households, businesses, establishments, and enterprises resident in Kenya).
- 2 Monetary poverty measures the lack of financial means of households to provide its members with basic goods and services deemed necessary for their survival and development. Extreme poverty refers to an income below the food poverty line. Households whose adult equivalent food consumption expenditure per person per month fell below Ksh 1,954 in rural areas and Ksh 2,551 in urban areas were deemed to be food poor. Similarly, households whose overall consumption expenditure fell below Ksh 3,252 in rural areas and Ksh 5,995 in urban areas, per person per month were considered to be overall poor.
- 3 Multidimensional poverty, unlike monetary poverty, captures different deprivations experienced by an individual. In measuring child poverty in Kenya, these dimensions included: health care, nutrition/adequate food, drinking water, sanitation and hygiene, education, knowledge of health and nutrition, housing and standard of living, and access to information. In the analysis, dimensions are measured as binary variables with "1" denoting deprived and "0" non-deprived.
- 4 Base year 2013.
- 5 Non-revenue water (NRW) is water that has been produced and is "lost" before it reaches the customer. Losses can be real losses (through leaks, sometimes also referred to as physical losses) or apparent losses (for example through theft or metering inaccuracies).
- 6 Body Mass Index (BMI) is a value derived from the mass (weight) and height of a person. It is expressed in units of Kg/M<sup>2</sup>. Broadly, a person is categorized as underweight if BMI is below 18.5 Kg/M<sup>2</sup>; normal weight: between 18.5 Kg/M<sup>2</sup> and 25 Kg/M<sup>2</sup>; and overweight: 25 Kg/M<sup>2</sup> to 30 Kg/M<sup>2</sup> and obese: over 30 Kg/M<sup>2</sup>.

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