

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



County Government of Siaya

KEY HIGHLIGHTS OF THE BRIEF

This brief provides an analysis on how the County Government of Siaya 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, child protection, youth and women, 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 52 per cent of the Gross County Product (GCP) of Siaya, which ranks 30th in GDP contribution (1.3%) among the 47 counties in Kenya, 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 promoting manufacturing through agro-processing, and enhancing access to agriculture markets, including through collaboration with the private sector.
- b) **The county's own source revenue increased from Ksh 143 million in 2014/15 to Ksh 172 million before decreasing to Ksh 139 million in 2017/18.** However, as a share of total revenue, own source revenue fluctuated between a minimum of 2 per cent and a maximum of 3 per cent. Overall, total county revenue increased from Ksh 4.4 billion in 2014/15 to Ksh 5.5 billion in 2017/18 mainly because of equitable share transfers. There is need for the county to strengthen measures for tax collection and own source revenue management.
- c) **Maternal and child health outcomes generally improved in part due to increase in budget allocation from Ksh 1.6 billion in 2014 to Ksh 1.9 billion in 2017/18.** However, there was an increase in number of still births from 19.2 per cent to 23.2 per cent during the period. This is an important marker of quality and equity of health care. There is need for the county to channel funds towards improving quality of maternal health, and integrate still births within women's and children's health programmes.
- d) **The budget for Early Childhood Development Education (ECDE) increased slightly from Ksh 0.6 billion in 2014/15 to Ksh 0.8 billion in 2017/18.** Gross ECDE enrolment rate increased from 84.0 per cent in 2014 to 114.4 per cent in 2018 while net enrolment rate (NER) decreased from 73.0 per cent to 70.2 per cent during the same period. However, financial constraints, shortage of staff, and inadequate working tools and equipment remain a major challenge in ECDE. Looking forward, the challenge for the county is to ensure equitable distribution and effective utilization of available resources to fast-track attainment of ECDE targets.
- e) **The budget for water and sanitation decreased from Ksh 0.42 billion in 2014/15 and 2015/16 to Ksh 0.31 billion in 2017/18.** Access to improved water and sanitation remained constant at 57 per cent and 44 per cent, respectively. There is need for the county to put in place initiatives to reduce non-revenue water and 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 allocation to child protection youth and women in nominal terms increased from Ksh 0.03 billion in 2014/15 to Ksh 0.11 billion in 2016/17 and 2017/18.** The increase in child neglect and abandonment cases imply that the government needs to increase allocation to the sector 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 increased from Ksh 4 million in 2014/15 to Ksh 100 million in 2016/17.** There was no nutrition-specific spending in the county in 2017/18. The

county should ensure that direct nutrition interventions across several sectors such agriculture, education and health are budgeted for, with visible budget lines. Moreover, nutrition should be well articulated in the County Integrated Development Plans.

- h) The budget execution rate for most social sector budgets remained low during the period, especially for education, water and sanitation, and social services, youth and women.** For instance, budget execution rates for social services, youth and women was 65 per cent in 2014/15 and 48 per cent in 2017/18. The low budget execution rate was partly because approved budgets were not released on 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 number of reported cases of child neglect and abandonment from 11 in 2014 to 1099 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

Siaya County occupies a land area of approximately 3,535 km² and is divided into 6 sub-counties and 30 wards. The county's population is 993,183, which was 1 per cent of the national population. The total county population is constituted of 471,669 males, 521,496 females and 18 intersex.

Table 1: Siaya County administrative, poverty and demographic profile

Administrative Profile						Latest Available	
Area (km ²)						3,535	
Number of sub-counties						6	
Number of wards						30	
Overall poverty (%)						34%	
Extreme poverty (%)						6.1%	
Population (2019)						993,183	
Group	Children	National Children	Youths	National Youths	Wo/men	National Wo/men	
Monetary Poor							
Male (%)	41.0	42.1	27.6	29.1	33.7	30.5	
Female (%)	33.6	41.0	31.7	28.8	33.3	34.1	
Total (%)	37.3	41.6	29.7	28.9	34.7	32.4	
Population	478,032	20,742,290	260,283	13,443,268	155,963	7,847,350	
Multidimensionally Poor							
Male (%)	54.0	49.3	69.1	44.7	72.9	51.0	
Female (%)	49.6	47.1	68.8	49.4	87.5	60.8	
Total (%)	51.8	48.2	68.9	47.1	81.1	56.1	
Population	478,032	20,742,290	260,283	13,443,268	155,963	7,847,350	

Source: Kenya National Bureau of Statistics (2018)

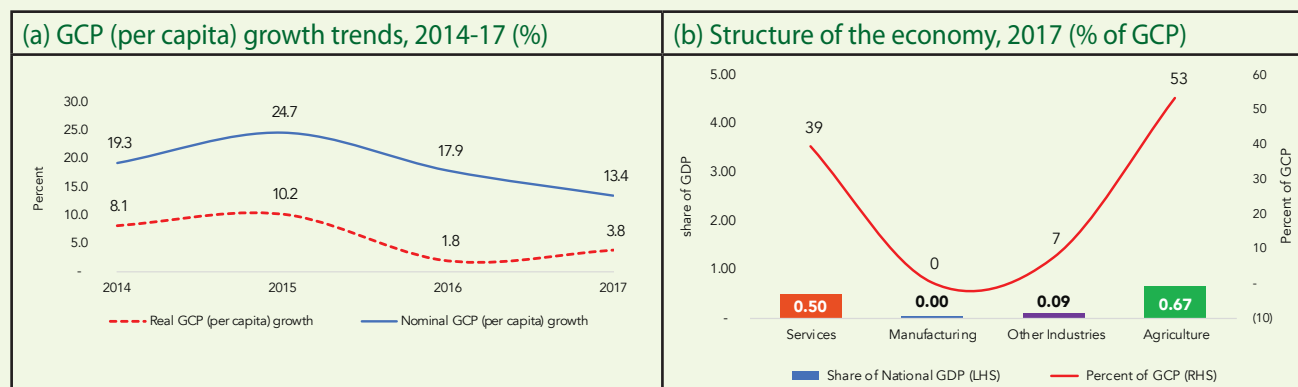
In 2015/16, the overall poverty rate of the county was 34 per cent with 6.1 per cent living in extreme poverty, which is slightly better than the overall national rates of 36.1 and 8.6 percent, respectively. Among children, more than one in three were affected by monetary poverty or lack of financial means. The proportion of youth and women affected by monetary poverty were 29.7 per cent and 33.3 per cent, respectively. Additionally, 51.8 per cent of children were living in multidimensional poverty; that is, deprived in multiple dimensions including nutrition, health care, education, housing and sanitation. The youth and women recorded multidimensional poverty of 68.9 per cent and 87.5 per cent, respectively. Monetary and multidimensional poverty rates for youth, women and children were above national averages. 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.

2. STATE OF COUNTY ECONOMY

2.1 Gross County Product Growth

Figure 1: Siaya County gross county product and economic structure, 2014/15-2017/18



Source: KNBS (2019) Statistics

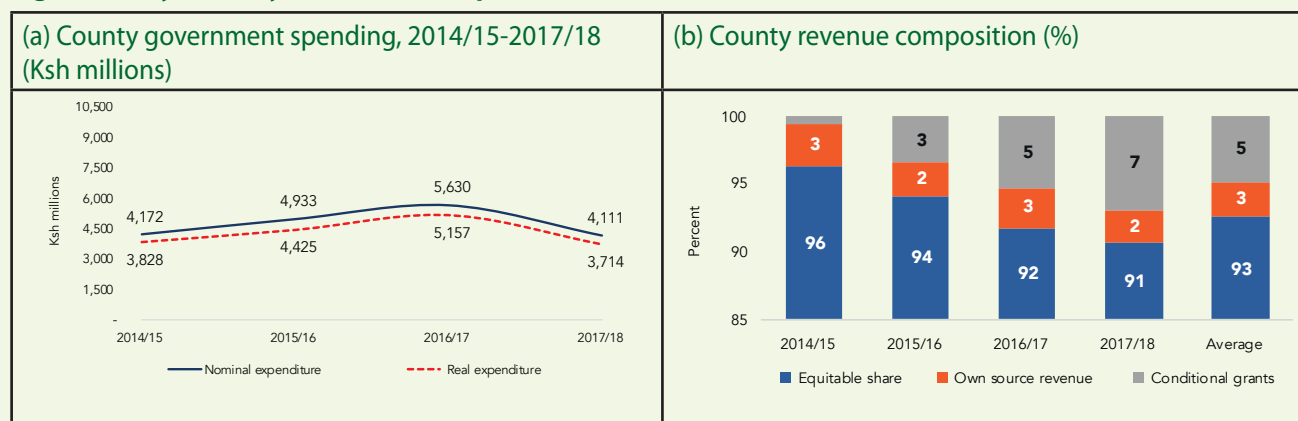
Siaya County accounted for 1.3 per cent of the national GDP in 2017. Its gross real GDP per capita growth rate increased from 8.1 per cent in 2014 to 10.2 per cent in 2015 before decreasing to 1.8 per cent in 2016 and increasing again to 3.8 per cent in 2017 (Figure 1a). The most recent downturn was largely due to the prolonged drought across the county.

The economy remained reliant on agriculture, which accounted for 53 per cent of GCP and 0.7 per cent of national GDP in 2017. The services sub-sector contributed 39 per cent to the county GCP (Figure 1b) while manufacturing and other industries contributed less than 0.2 per cent combined. This trend calls for diversification to manufacturing, which is particularly important for job creation. In addition, 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 appropriate infrastructure and enhancing farmers' capacities in modern agricultural methods. Extension services, agribusiness and research need to be promoted. The county should also seek to attract more investment in manufacturing, and services, for a balanced economy. This can be done through collaboration with different sub-sectors, especially the private sector.

2.2 Overall Budget Performance

The county government annual spending grew from Ksh 3.8 billion to Ksh 5.1 billion between 2014/15 and 2016/17, before a moderate drop to Ksh 3.7 billion in 2017/18 (Figure 2(a)). The effect of inflation accounted for, on average, Ksh 356 million in loss of purchasing power during the period. Spending is heavily dependent on equitable share transfers, which grew from Ksh 4.4 billion in 2014/15 to Ksh 5.5 billion in 2017/18. This accounted for, on average, 93 per cent of the county's revenue composition during the period. The contribution of own source revenue fluctuated between a minimum of 2 per cent in 2013/14 and 2015/16 and a maximum of 3 per cent in 2014/15 and 2016/17. However, in nominal terms,

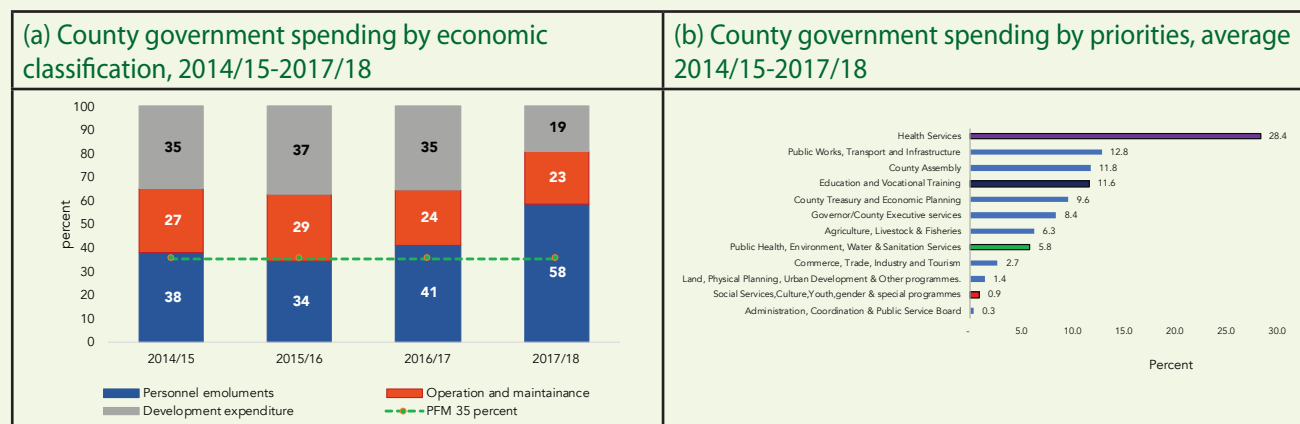
Figure 2: Siaya County revenue and expenditure trends, 2014/15-2017/18



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

own source revenue increased from Ksh 143 million in 2014/15 to Ksh 172 million before decreasing slightly to Ksh 139 million in 2017/18. Conditional grants, on the other hand, decreased from 8 per cent in 2013/14 to 1 per cent in 2014/15, then increased to 7 per cent in 2017/18. There is need for enhanced fiscal efforts to accelerate revenue mobilization from both local revenue and conditional grants for channelling into social sector spending, which is mostly recurrent.

Figure 3: Siaya County spending priorities by economic and administrative classification, 2014/15-2017/18



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

The share of actual development budget increased from 35 per cent in 2014/15 to 37 per cent in 2015/16 before decreasing to 19 per cent in 2017/18. The recurrent expenditure constituting of personnel emoluments and operation and maintenance costs accounted for above 60 per cent of county government spending throughout the period. Wages alone as a share of all county government spending decreased from 38 per cent in 2014/15 to 34 per cent in 2015/16 before increasing to 58 per cent in 2017/18 (Figure 3a). This reflects compliance to the Public Finance Management (PFM) Act 2012 provision that curbs development spending at a minimum of 30 per cent of total budget. The county, however, does not comply with the PFM Regulations 2015, which require that not more than 35 per cent of the county's total revenue should go to payment of wages and salaries.

The county spent over 53 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 varies across sectors (Figure 3b).

3. ANALYSIS OF SOCIAL SECTOR SPENDING

3.1 Health

Table 2: Siaya 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	-	-	-	-	227.0	79.0	-	-	-	-
MMR (death per 100,000 live births) 2016 Estimate	-	-	-	-	691.0	495.0	-	-	-	-
Skilled birth attendant coverage (%) (source: DHIS2)	62.4	53.5	67.9	56.9	68.3	59.3	54.8	53.0	66.1	64.9
Proportion of pregnant women who attended at least one ANC visit during pregnancy (%) (Source: DHIS2)	74.7	76.4	76.0	75.4	74.2	76.9	67.3	73.7	81.6	81.9
Proportion of pregnant women who attended at least four ANC visit during pregnancy (%) (Source: DHIS2)	43.0	35.9	51.3	39.7	48.8	39.8	32.1	32.6	58.5	48.7
Proportion of children under one year who are fully immunized (%) (Source: DHIS2)	76.5	70.2	85.2	75.7	80.7	72.4	66.5	65.9	82.3	77.0
DPT/Hep+HiB3 dropout rate (%) (Source: DHIS2)	4.7	6.8	6.3	7.2	3.9	6.6	9.5	10.1	(0.1)	4.0
Still Birth Rate (Source : DHIS2)	19.2	29.3	19.0	22.6	19.2	21.5	22.2	22.6	23.2	20.4

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

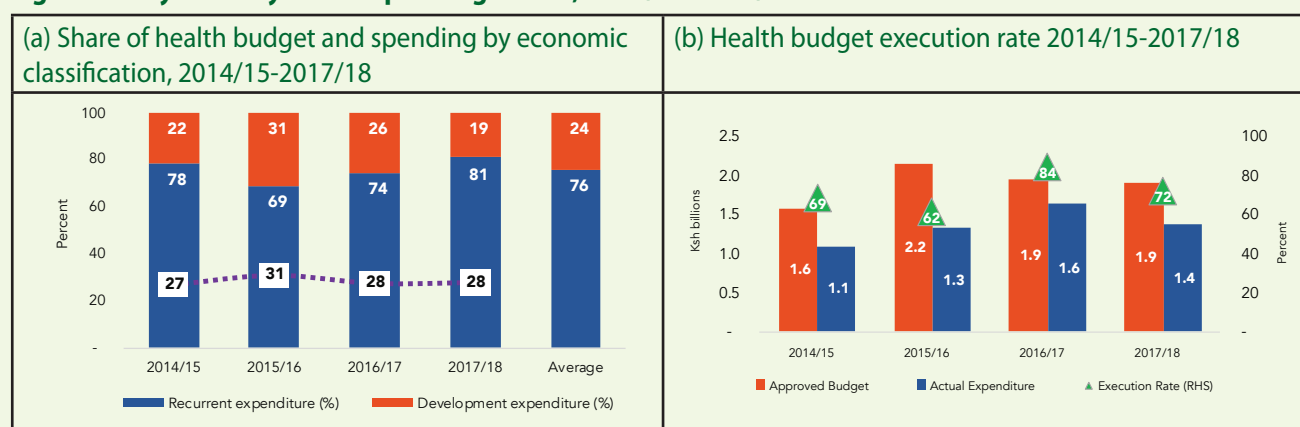
3.1.1 County priorities

The 2013-2017 Siaya County Integrated Development Plan outlined key priorities that targeted children, youth, and women. The county intended to formulate a steering committee on prevention of sexual and gender-based violence. It also targeted to introduce a functional SGBVRC Unit and shelter at the county hospitals. In addition, the county targeted recruiting and training personnel to offer comprehensive maternal, newborn and child health (MNCH) services. It further sought to use community health services to increase demand and uptake of MNCH services. The county also intended to expand and equip existing facilities to offer comprehensive MNCH services. The county also targeted introducing community health services to improve health seeking behaviour of the population.

Maternal mortality in the county was 691 per 100,000 live births in 2016, which is higher than the national average. The number of women with access to skilled delivery increased from 62.4 per cent in 2014 to 66.1 per cent in 2018, partly due to introduction of free maternity services by the National government. The proportion of pregnant women attending at least one ante-natal clinic (ANC) visit during pregnancy increased from 74.7 per cent in 2014 to 81.6 per cent in 2018, while those attending at least four increased from 43 per cent to 58.5 per cent. However, still births during the period increased from 19.2 per cent to 23.2 per cent. The still birth rate is a sensitive marker of quality and equity of health care .

For children, under-5 mortality was 227 per 1,000 live births in 2016. The proportion of children under one year who are fully immunized increased from 76.5 per cent in 2014 to 82.3 per cent in 2018. DPT/Hep +HiB3 dropout rates decreased

Figure 4: Siaya County health spending trends, 2014/15-2017/18



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

from 4.7 per cent in 2014.

3.1.2 Health budget and expenditure

The share of health budget as a proportion of total county budget allocation increased from 27 per cent in 2014/15 to 31 per cent in 2015/16 before decreasing to 28 per cent in 2016/17 and 2017/18. In nominal terms, budget allocation to health grew from Ksh 1.6 billion in 2014/15 to Ksh 2.2 billion in 2015/16 before decreasing to Ksh 1.9 billion in 2016/17 and 2017/18. Health actual expenditure increased from Ksh 1.1 billion in 2014/15 to Ksh 1.6 billion in 2016/17 before decreasing to Ksh 1.4 billion in 2017/18. Spending on health comprised 76 per cent recurrent expenditure and 24 per cent development expenditure (Figure 4a). The absorption rates decreased from 69 per cent in 2014/15 to 62 per cent in 2015/16, before increasing to 84 per cent in 2016/17, then decreasing to 72 per cent in 2017/18. This is attributable to failure by the exchequer to release the full amount approved in the health budget.

3.1.3 Health medium term expectations

The county aims to develop a policy and legal framework for implementation of the Universal Health Coverage (UHC) programme. In addition, the county intends to continue implementing the "Wadagi Initiative", which targets reduction in maternal and child deaths by enhancing increase to Comprehensive Obstetric Care Services (CemONC) and focused ante-natal care services. Among other medium term health interventions, the county: intends to scale up cervical cancer screening; improve healthy timing and birth spacing by scaling up uptake of family planning; increase adolescent and youth friendly services, including reproductive health services; strengthen integrated community case management of childhood illnesses; open new immunization sites; and scale up electronic vaccine register.

Some of the challenges experienced by the sector include: poor reporting and feedback system; weak integration of services; insufficient human capital; inadequate and delay in disbursements of funds; poor maintenance of equipment

and buildings; poor utilization of accountable documents; manual stock control system; lack of infrastructure for research activities, including repository; frequent labour unrest; and weak legislation and/or policy framework.

3.2 Education and Vocational Training

3.2.1 County priorities

County governments are responsible for Early Childhood Development Education (ECDE) and youth polytechnics, which are part of Technical Vocational Education Training (TVET) as per Schedule IV of the Constitution of Kenya. During the plan period 2013-2017, the focus of the county education sector was to enhance quality and access to ECDE by constructing additional centres, recruiting more instructors, and introducing ECDE school feeding programme. For vocational training, the county targeted recruitment of more instructors and construction and equipping of standard

Table 3: Siaya County selected education sector performance indicators

Pre-primary School	2014-County	2014-National	2018-County	2018-National
Gross enrolment ratio (%)	84.0	73.6	114.4	94.4
Net enrolment ratio (%)	73.0	71.8	70.2	63.5
Male (%)	70.3	73.4	68.5	62.5
Female (%)	75.7	70.2	72.0	65.0
School size (Public) (Pupils) (Average)	73.0	75.0	80.0	85.0
Gender parity index (value)	1.0	1.0	-	-
Pupil-teacher ratio (No.) (Public)	34.0	31.0	31.0	31.0
Proportion of enrolment in private schools (%)	13.0	31.5	23.0	33.0
Primary School	2014-County	2014-National	2018-County	2018-National
Gross enrolment ratio (%)	110.0	104.0	110.7	107.2
Net enrolment ratio (%)	90.0	88.0	81.5	82.4
Male (%)	95.0	86.0	79.9	81.7
Female (%)	85.0	90.0	83.3	83.0
School size (Public) Average No. of pupils	357.0	338.0	374.0	375.0
Gender parity index (Value)	1.0	1.0	-	-
Pupil-teacher ratio (No.)	49.0	42.0	41.0	40.0
Proportion of enrolment in private schools (%)	4.0	16.0	6.0	16.0
Secondary School	2014-County	2014-National	2018-County	2018-National
Gross enrolment ratio (%)	53.4	58.7	56.0	66.2
Net enrolment ratio (%)	52.7	47.4	31.6	37.5
Male (%)	67.7	49.6	33.5	35.4
Female (%)	37.7	45.2	29.9	39.8
School size (Public)	-	-	352.4	392.0
Gender parity index (value)	0.8	0.9	-	-
Pupil-teacher ratio (No.) (TSC)	27.0	30.0	40.0	32.0
Pupil-teacher ratio (No.) (TSC and BOM)	20.9	20.2	22.0	20.0
Proportion of enrolment in private schools (%)	20.1	30.7	0.5	5.8

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

instructional workshops.

Gross ECDE enrolment rate increased from 84.0 per cent in 2014 to 114.4 per cent in 2018 while net enrolment rate (NER) decreased from 73.0 per cent to 70.2 per cent during the same period. This was generally higher than national averages of 94.4 per cent and 63.5 per cent, respectively, indicating that more children joined ECDE than before, with the implementation of devolution. More girls are enrolled in ECDE than boys in Siaya County. There is inequality in access to education between male and female school-going children in favour of girls as shown in Table 3.

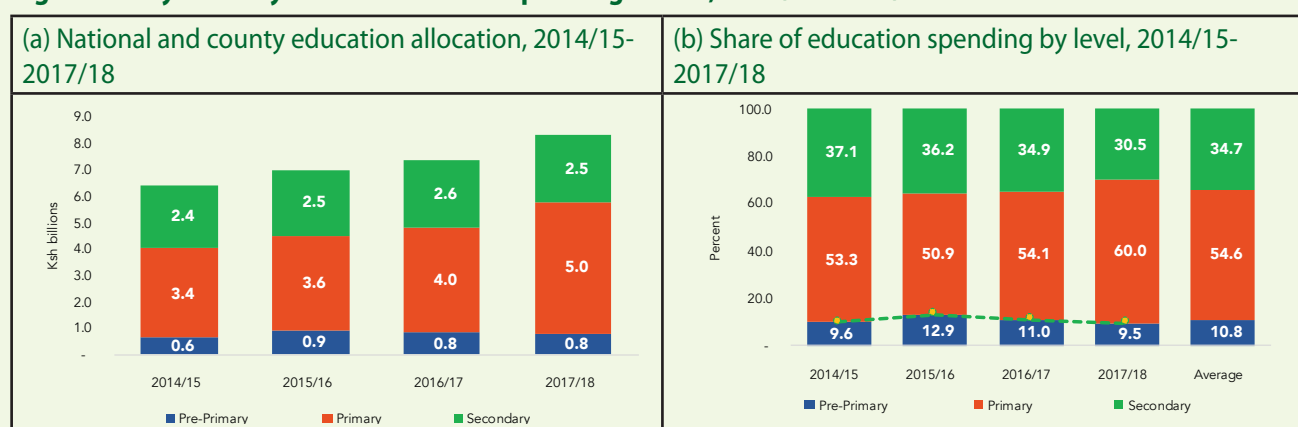
Gross primary and secondary enrolment rates stood at 110.7 per cent and 56.0 per cent in 2018, respectively. NER decreased from 90.0 per cent to 81.5 per cent for primary school and decreased from 52.7 per cent to 31.6 per cent for secondary school during the same period. There is inequality in access to primary education between male and female school-going children in favour of girls as shown in Table 3. There is inequality in access to secondary education between male and female school-going children in favour of boys.

3.2.2 Education budget and expenditure

The ECDE budget allocation increased from Ksh 0.6 billion in 2014/15 to Ksh 0.9 billion in 2015/16 before decreasing to Ksh 0.8 billion in 2017/18. Allocations to primary school increased from Ksh 3.4 billion in 2014/15 to Ksh 5.0 billion in 2017/18 while allocations to secondary school increased from Ksh 2.4 billion in 2014/15 to Ksh 2.6 billion in 2016/17 before decreasing to Ksh 2.5 billion in 2017/18 (Figure 5a). Spending on ECDE as a share of total spending on basic education increased from 9.6 per cent in 2014/15 to 12.9 per cent in 2015/16 before decreasing to 9.5 per cent in 2017/18 (Figure 5b).

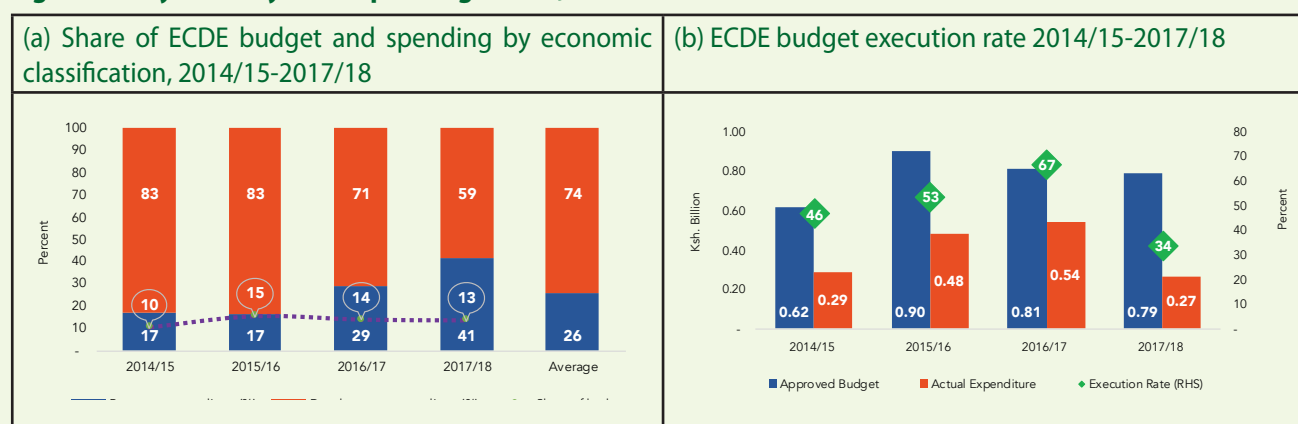
The share of ECDE budget in the total county budget allocation increased from 10 per cent in 2014/15 to 15 per cent in 2015/16 before decreasing to 13 per cent in 2017/18. Total spending on ECDE increased from Ksh 0.29 billion in 2014/15 to Ksh 0.54 billion in 2016/17 before decreasing to Ksh 0.27 billion in 2017/18 (Figure 6b). Spending comprised of, on average, 74 per cent development expenditure and 26 per cent recurrent expenditure during the period (Figure 6a). The absorption rates increased from 46 per cent in 2014/15 to 67 per cent in 2016/17, before decreasing to 34 per cent in 2017/18 then decreasing to 86 per cent in 2017/18.

Figure 5: Siaya County overall education spending trends, 2014/15-2017/18



Source: National Treasury (Various), IFMIS

Figure 6: Siaya County ECDE spending trends, 2014/15-2017/18



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

3.2.3 Education medium term expectations

The county government with support from stakeholders aims to continue investing in ECDE by improving enrolment, retention and transition through construction and renovation of ECDE centres, equipping of centres and roll out of a school feeding programme. It further seeks to enhance the quality of service delivery by enhancing capacity of staff, enhancing monitoring and evaluation of systems, and the use of star ECDE instructors as role models. The county intends to improve vocational training centres' enrolment, retention and transition through construction and renovation of workshops, hostels and classrooms; purchase of modern tools and equipment for youth polytechnics (YPs/vocational training centres (VTCs) in the county; provision of teaching and learning materials to all the youth polytechnics/VTCs; upgrading existing vocational training centres into model VTCs; and factoring components of PWDs and gender in all YPs/VTCs infrastructure, including sanitation and hygiene facilities.

The sector, however, faces a number of challenges, including: inadequate technical staff; inadequate skills and competencies of instructors; delays in disbursement of funds; lack of effective project supervision, monitoring and evaluation; and long

procurement procedures. It also faces the challenge of negative attitude towards youth/village polytechnics/vocational training centres.

3.3 Water and Sanitation

3.3.1 Water and sanitation county priorities

The 2013-2017 Siaya County Integrated Development Plan outlined investment in expansion of water and sanitation (WASH) infrastructure as the main sector priority. In particular, the county targeted: preparation of a master plan for operation and maintenance of existing water and sanitation facilities; rehabilitation and augmentation of existing water schemes and facilities; construction of new water and sanitation systems; capacity building for personnel; conservation of water catchment areas; and conversion of pumping to gravity systems.

Table 4: Siaya county selected WASH sector performance indicators

Indicators	2014-County	2014-National	2018-County	2018-National
County population within service areas of WSPs (%)	35	*	40	*
Water coverage by utilities (%)	23	53	44	*
Non-revenue water (NRW) (%)	58	42	70	*
Sanitation coverage within utility area (%)	62	69	-	*
Sewerage coverage (%)	-	*	-	*
Access to improved water (%)	57	*	57	*
Access to improved sanitation (%)	44	*	44	59
No toilet facility – Potential open defecation county-wide (%)	20	*	4	8

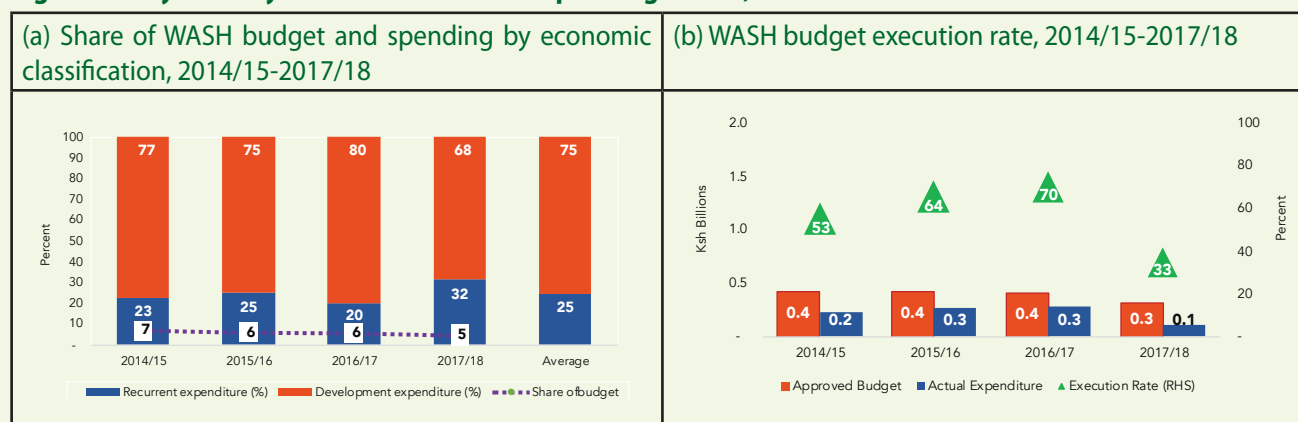
Source: Kenya National Bureau of Statistics (2014), KDHS 2014; County Integrated Development Plan (CIDP) 2018

Access to improved water and sanitation remained constant at 57 per cent and 44 per cent, respectively. The proportion of population within the service area of water utility (company) increased from 35 per cent in 2014 to 40 per cent in 2018, while that covered or served by the utility improved from 23 per cent in 2014 to 44 per cent in 2018. The proportion of non-water revenue increased from 58 per cent in 2014 to 70 per cent in 2018. High non-revenue water denies the water utility revenue to enhance water service delivery and in meeting water operations and maintenance costs.

3.3.2 Water and sanitation budget and expenditure

The total budget allocation to the sector as a share of total county budget allocation decreased from 7 per cent in 2014/15 to 5 per cent in 2017/18. The approved budget allocation to the sector was Ksh 0.42 billion in 2014/15 and 2015/16 before decreasing to Ksh 0.31 billion in 2017/18. Total spending on the sector increased from Ksh 0.22 billion in 2014/15 to Ksh 0.28 billion in 2016/17 before decreasing to Ksh 0.10 billion in 2017/18. Spending constituted 25 per cent recurrent expenditure and 75 per cent development expenditure. The absorption rate increased from 53 per cent in 2014/15 to 70 per cent in 2016/17 before decreasing to 33 per cent in 2017/18.

Figure 7: Siaya 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 expectations

In the plan period of 2018-2022, the county aims to continue providing clean water and solid waste management, and increase access to decent sanitation. For the water sub-sector, the county intends to improve access to portable water; improve efficiency in water supply through boreholes and shallow wells; rehabilitate water supply schemes; complete all stalled borehole projects; promote rainwater harvesting; invest in spring water protection; and invest in water pans and dams. The county intends to improve waste collection, segregation and disposal through: the purchase of waste collection equipment and trucks; development of a standard dumpsite; creating awareness on waste management; and development of a policy and/or legislation on waste management. The county intends to improve sewerage connectivity through partnerships with donor partners.

The sector continues to face the following challenges: climate change, which has led to natural disasters and lack of water; frequent conflicts over water and natural resources; political interference; encroachment on catchment areas; frequent power outages affecting the water sector; high cost of electricity; depletion of aquifers; and corruption in water supply projects.

3.4 Child Protection, Youth and Women

3.4.1 Child protection, youth and women county priorities

The County Integrated Development Plan (CIDP) highlighted key priorities for the sector. The county intended to undertake capacity building of vulnerable groups including youth, women and persons with disability on organization development. The county also intended to establish a community initiative grant and undertake gender mainstreaming in participation, power and resource distribution. For children, the county sought to establish a statutory institution to enhance coordination of child protection activities. It further targeted establishing rescue centres for children. For youth, the county intended to construct and equip youth empowerment centres and establish a revolving fund for youth entrepreneurs.

Table 5: Siaya County selected child protection performance indicators (No. of reported cases)

Indicators	2014-County	2014-National	2018-County	2018-National
Child Neglect and Abandonment	11	767	1,099	73,245
Child Sexual Abuse	13	636	3	172
Child Trafficking, Abduction and Kidnapping	1	32	31	1,022
Child Labour	4	168	3	378
Child Emotional Abuse	2	58	13	853
Child Physical Abuse	11	583	40	2,031
Female Genital Mutilation	-	9	-	40

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

Specifically, on child protection, the county recorded a high number of reported cases of child neglect and abandonment, rising from 11 cases in 2014 to 1,099 cases in 2018. Similarly, child trafficking, abduction and kidnapping increased from 1 in 2014 to 31 in 2018. However, cases of child sexual abuse and child labour declined significantly.

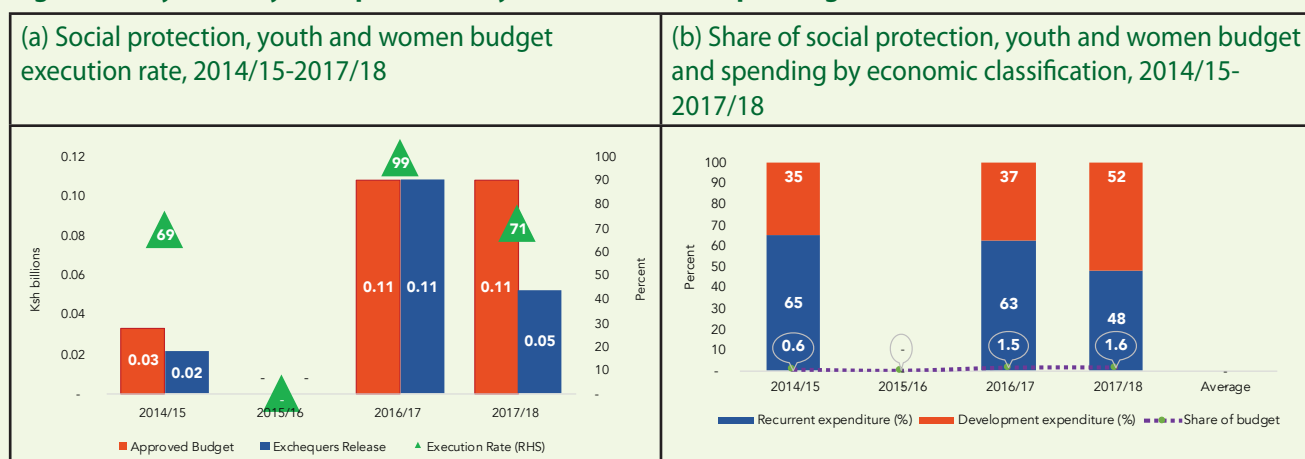
3.4.2 Child protection, youth and women budget and expenditure

The sector's budget allocation as a share of total county budget allocation increased from 0.6 per cent in 2014/15 to 1.6 per cent in 2017/18. The county did not allocate funds to the sector in 2015/16. Total approved budget allocation increased from Ksh 0.03 billion in 2014/15 to Ksh 0.11 billion in 2016/17 and 2017/18. Exchequer releases increased from Ksh 0.02 billion in 2014/15 to Ksh 0.11 billion in 2016/17 before decreasing to Ksh 0.05 billion in 2017/18. The absorption rates increased from 65 per cent in 2014/15 to 100 per cent in 2016/17 before decreasing to 48 per cent in 2017/18. Spending on the sector consisted of 25 per cent recurrent expenditure and 75 per cent development expenditure.

3.4.3 Child protection, youth and women medium term expectations

The county aims to continue implementing social protection programmes in the period 2018-2022. The county targets enhancing life and leadership skills among the youth in and out of learning institutions by: equipping existing resource centres with ICT and activating information incubation centres; constructing, equipping and operationalizing additional resource centres in the wards that do not have one; identifying and nurturing talents and capabilities among the youth out of school; establishing model rehabilitation and mentorship centres; and advocating for creation of platforms for mentorship and leadership development in learning and childcare institutions. The county undertakes to implement the following gender mainstreaming initiatives: capacity building on gender mainstreaming; community mobilization on

Figure 8: Siaya County child protection, youth and women spending trends, 2014/15-2017/18



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

gender mainstreaming issues; capacity building women on entrepreneurial skills; construction of child rescue centres; activating gender and children help desks in every ward; and enhancing access to youth, women and PWDs enterprise fund.

One of the major challenges facing the sector is poor coordination of cross cutting government functions. In addition, there is inadequate staffing for the department, weak records and data management system, and poor implementation of the 30 per cent Access to Government Procurement Opportunities (AGPO) for youth, women and persons living with disability.

3.5 Nutrition

3.5.1 Nutrition priorities

Promotion of nutrition education and improvement of nutritional status of households to eliminate malnutrition cases was the focus for the county, according to the County Integrated Development Plan 2013-2017. Some of the initiatives targeted were: increasing food and nutrition security by increasing area under food crop; training the community on nutrition; and implementing the school health and nutrition programme.

County nutrition indicators for children performed poorer than most national averages, according to 2014 data. Stunting was 23 per cent of the population while underweight children was 13 per cent. The county did not report the proportion of wasted children. The proportion of households consuming adequately iodized salt in the county was 100 per cent while the proportion of children aged 6 to 59 months receiving Vitamin A supplement was 61 per cent.

The proportion of overweight or obese women in the county stood at 23 per cent, higher than the national average of 29 per cent. The average Body Mass Index (BMI)⁴ of women in the county was 23.

Table 6: Selected nutrition performance indicators

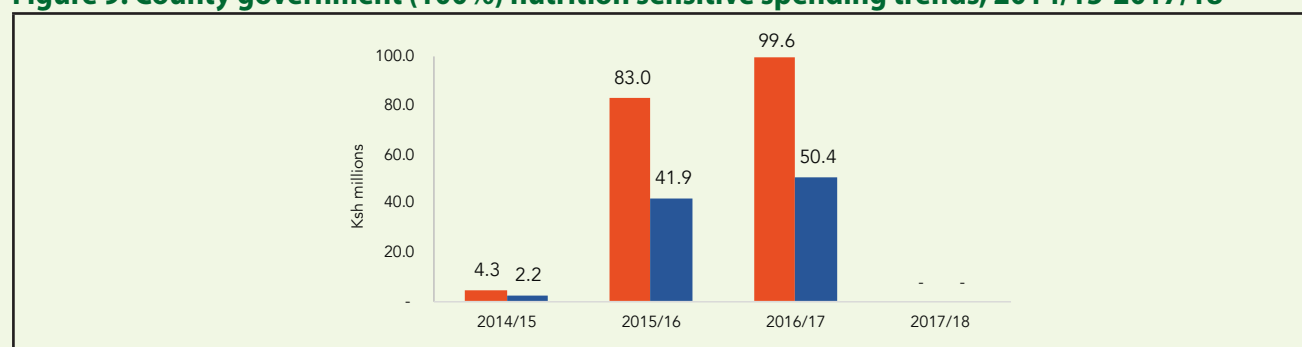
Indicators	2014-County	2014-National
Stunted children (%)	22.8	26.0
Wasted children (%)	-	4.0
Underweight children (%)	12.6	11.0
Vitamin A supplements coverage	37.9	24.0
Proportion of children aged 6 to 59 months- Received Vitamin A supplement	60.8	71.4
Proportion of children consuming adequately iodized salt.	100.0	99.1
Proportion of households consuming adequately iodized salt.	99.8	99.2
" Household salt iodization (50 – 80 mg/Kg KIO ₃) (% samples) "	74.0	57.0
Number of Women (BMI)	23.1	23.2
Overweight or obesity among women aged 15 to 49 years.	23.0	28.9

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

3.5.2 Nutrition budget and expenditure

The county spending on nutrition (direct nutrition interventions) in nominal terms increased from Ksh 4 million in 2014/15 to Ksh 100 million in 2016/17. There was no nutrition-specific spending in the county in 2017/18. The low spending in the sector 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 Nutrition medium term expectations

In the period 2018-2022, the county plans to improve nutrition status through nutrition education on healthy foods during pregnancy; increase the proportion of under-5 children receiving Vitamin A supplementation to 90 per cent; reduce to 30 per cent the proportion of children under 5 years screened at community level and referred for nutrition management; and reduce under 5 stunting to 5.7 per cent.

One of the major challenges facing the sector is the lack of nutrition-specific action plan, policy or legislation to guide activities.

3.6 Other Initiatives for 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 allocation of Access to Government Procurement Opportunities (AGPO) reserved for women, youth and persons with disabilities (PWDs).
- b) **Children:** The county has established ECD health and learning spaces.
- c) **Youth:** The county has developed youth empowerment centres and technical working groups to deal with youth mainstreaming.
- d) **Women:** The county is implementing the national free maternity services programme in its health facilities. It also undertakes capacity building programmes for women's groups.
- e) **PWDs:** The county has incorporated disability mainstreaming programmes into their County Integrated Development Plan. Policy guidelines for different departments are also presented in braille.

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	The county economy is heavily reliant on agriculture, which contributes 53% to the GCP. Manufacturing and services sub-sectors contributed 0.1% and 0.15% to the GCP, respectively.	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 the private sector. The county should also seek to attract more investments in manufacturing, especially agro-processing and services, for a balanced economy. The county also needs to fast-track the development of investment policies to mainstream activities of the sector and planned industrial parks to attract investment from the private sector.	County Treasury and Planning/County Executive/ Department of Agriculture
Revenue	The county's of own source revenue increased from Ksh 143 million in 2014/15 to Ksh 172 million before decreasing slightly to Ksh 139 million in 2017/18. However, as a share of total revenue, own source revenue fluctuated between a minimum of 2 per cent and a maximum of 3 per cent.	There is need for the county to enhance capacity for own source revenue forecasting and analysis, and strengthen measures for tax collection and management.	County Treasury and Planning/Directorate of Revenue
Expenditures	The budget execution rate for most social sector budgets remained low, especially for education, water and sanitation, and social services, youth and women. For instance, budget execution rate for social services, youth and women was 65 per cent in 2014/15 and 48 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	Maternal and child health outcomes generally improved in part due to increase in budget allocation from Ksh 1.6 billion in 2014 to Ksh 1.9 billion in 2017/18. However, there was an increase in number of still births from 19.2 per cent to 23.2 per cent during the period.	The county should channel funds towards improving quality of maternal health and integrate still births within women's and children's health programmes.	County Treasury and Planning/County Department of Health
Education	The budget for ECDE increased slightly from Ksh 0.6 billion in 2014/15 to Ksh 0.8 billion in 2017/18. Gross ECDE enrolment rate increased from 84.0 per cent in 2014 to 114.4 per cent in 2018 while net enrolment rate (NER) decreased from 73.0 per cent to 70.2 per cent during the same period.	However, financial constraints, shortage of staff and inadequate working tools and equipment remain a major challenge in ECDE facilities. Looking forward, the challenge for the county is to ensure equitable distribution and effective utilization of available resources to fast track attainment.	County Treasury and Planning/County Department of Education, Youth Affairs, Gender and Social Services
WASH	The budget for water and Ssanitation decreased from Ksh 0.42 billion in 2014/15 and 2015/16 to Ksh 0.31 billion in 2017/18. Access to improved water and sanitation remained constant at 57 per cent and 44 per cent, respectively.	There is need for the county to put in place initiatives to reduce non-revenue water and 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/Siaya Bondo Water and Sanitation Company
Child Protection, Youth and Women	The allocation to child protection, youth and women in nominal terms increased from Ksh 0.03 billion in 2014/15 to Ksh 0.11 billion in 2016/17 and 2017/18.	The increase in child neglect and abandonment cases implies that the government needs to increase allocation to the sector 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/Department of Education, Youth Affairs, Gender and Social Services
Nutrition	The county spending on nutrition (direct nutrition interventions) in nominal terms increased from Ksh 4 million in 2014/15 to Ksh 100 million in 2016/17. There was no nutrition-specific spending in 2017/18. Thus, funding to the sector is still low and unpredictable. In addition, the county has no nutrition plans, policies or legislation.	The county should ensure that direct nutrition interventions, across several sectors such as agriculture, education and health are budgeted for, with visible budget lines.	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.	By having standalone budget lines the county is better placed 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.
- ³ *Multidimensional poverty*, unlike monetary poverty, captures different deprivations experienced by an individual. In measuring child poverty in Kenya. These dimensions include: 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 Lancet Report on ending preventable stillbirths.
- 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/M². Broadly, a person is categorized as underweight if BMI is below 18.5 Kg/M²; normal weight: between 18.5 Kg/M² and 25 Kg/M²; and overweight: 25 Kg/M² to 30 Kg/M² and obese: over 30 Kg/M².

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