



MEMORANDUM TOWARDS FORMULATION OF THE BARINGO COUNTY FISCAL STRATEGY PAPER 2023 PRESENTED TO THE BARINGO COUNTY TREASURY BY THE BARINGO CIVIL SOCIETY ORGANISATIONS FORUM.

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Introduction:

BACSOF is a network of civil society organizations operating in Baringo with a shared vision of promoting effective county governance and participatory development. BACSOF was established in the year 2015 to provide a coordinated framework for civil society organizations to undertake activities, projects and programs that further and enhance effective and participatory county governance and development. Among the interventions of the forum are: civic education; capacity building of various stakeholders in governance and development process; mobilizing citizens to participate in key county governance process; initiating social accountability initiatives such as community social audits; Community Score Card, participatory budget analysis and Public Expenditure Tracking.

Pursuant to the call for submissions dated **13th February 2023**, and in fulfillment of our mandate BACSOF hereby presents our submission for your consideration in the formulation of the Baringo County Fiscal Strategy Paper 2023.

This memo has been prepared through analysis and consultations with BACSOF members and select Budget Champions (see annex 1 for the list of participants).

1. PRIORITIES

Going by the social indicators, BACSOF still holds the view the priority sectors for Baringo County remains **Water, Health, Agriculture and Social Protection in that order**

Justifications for prioritizing Water and Irrigation

- The Government of Kenya, through the Vision 2030, committed 100% coverage of safe water supply and 100% access to basic sanitation services by 2030. Even with this commitment, the Kenya National Bureau of Statistics, through the 2019 Kenya Population and Housing Census¹, showed that **only 35% of the residents of Baringo have access to improved sources of water**. The situation is dire for residents in severely underserved locations such as **Silale and Tirioko** where **less than 10%** of the residents have access to clean water.
- Baringo County has been rocked by a cycle of drought and related human conflicts and thus development of water resources would go a long way in promoting sustainable peace and development in the county.

Justifications for prioritizing Health Services:

As indicated in the table 1 below, some of the Baringo County Health Indicators are below the national average:

Table 1: Analysis of Health Sector Indicators for Baringo County

Indicator	Baringo Average	County	National Average	Source
Percentage of children age 12–23 months who were fully vaccinated (basic antigens) at any time before the survey	85%		80%	DHS 2022 ²
% of women who had a live birth in the 2 years preceding the survey completed 4+ ANC Visits	49.4%		66%	DHS 2022
% of women who had a live birth in the 2 years preceding the survey- who gave birth in health facility	58%		82%	DHS 2022
Skilled Delivery - 2 years preceding the survey	83%		89%	DHS 2022
Facility Maternal Mortality Rate	73%		92%	Kenya Health Sector Strategic Plan-MTR Report Statistical Report- December 2020 ³
National Health Insurance Fund (NHIF)	17 %		26%	Heath Kenya Health Policy Project ⁴
Nurse patient ratio (per 100,000)	70		250 (WHO recommended)	Heath Kenya Health Policy Project ⁵

¹ <https://www.knbs.or.ke/?wpdmpro=2019-kenya-population-and-housing-census-volume-iv-distribution-of-population-by-socio-economic-characteristics>

² <https://www.knbs.or.ke/6569-2/>

³ <https://www.health.go.ke/wp-content/uploads/2022/01/KHSSP-MTR-Syntheis-Report2021.pdf>

⁴ <https://www.healthpolicyproject.com/pubs/291/Baringo%20County-FINAL.pdf>

⁵ <https://www.healthpolicyproject.com/pubs/291/Baringo%20County-FINAL.pdf>

There has been perennial shortage of drugs in Baringo County. The phrase *'Hakuna Dawu'* (citizens' feedback) has become synonymous with the state of service delivery in dispensaries and health centres in Baringo County. This has also denied the County Government an opportunity to raise revenue through NHIF to bolster health financing as very few citizens choose the facilities run by the County Government as their preferred point of service.

Justification for Social Protection

- According to the National Crime Research Centre report for 2018, rape cases in Baringo county were 20% against the national prevalence of 42%; FGM county prevalence rate stood at 13.5 as compared to the national rate of 1.35; GBV reported cases were 5.2% against the national average of 9.2% and defilement cases stood at 3.9% in the county against the 7.1% national average. Though most incidences go unreported, Baringo County is mapped as a **hotspot in FGM**.
- There is high unemployment rates among youth, women and PWDs- According to the 2019 census report, 28,604 people are either seeking job or have no work.
- While the citizens have variously prioritized youth, women and PWDs empowerment programmes i.e. *poultry project, galla goats, car wash, salon etc.*, most of these projects fail to achieve the intended objectives due to lack the requisite skills among the beneficiaries. See below feedback from sample beneficiaries:
 - *'Hiyo Project ilinyonya pesa zetu sana hadi tukaamua kugawana hao kuku, na wengine wetu walifika mahali wakagive up.'* a young lady in Eldama Ravine FGD on impact of county government social protection programmes
 - *'When Government was designing this poultry project, did they ask questions such as do these groups have technical capacity to manage it, did they have shelter for the chicks , did they have the knowledge required, did they have feeds?'* a comment by a social development officer on the county government subsidy programmes for women, youth and PWDs.

Justifications for prioritizing Agriculture with a focus on Livestock Development

- According to the KNBS- KPHC 2019, **80,426 households** out of 142, 518 households in Baringo County practice livestock keeping. For effective service delivery, this requires **at least 200 Livestock Extension Officers** as per the FAO Norms where at least 1 extension officer is needed for every 400 farmers.
- Social audit and livestock production sensitization programs conducted in 14 wards in Baringo County by CEDGG and CRECO in 2019 revealed the following challenges affect productivity in livestock sector:
 - Inadequate deployment of livestock extension officers across the County
 - Inadequate facilitation of existing livestock extension officers such as insufficient motorbikes and fridges (cold chain & cool boxes) for storage of livestock vaccines.
 - Stalled and unoperational livestock projects such as cattle dips, slaughter houses, hay stores and sale yards
 - Weak disease surveillance and unpreparedness in prevention of animal diseases such as Lumpy Skin Disease for cattle and Newcastle in poultry; and
 - Inadequate drought mitigation, response and adaptation strategies

2. EXPENDITURE PERFORMANCE

a) Increasing Roll Over/ Delayed Project Implementation:

The 1st Supplementary Budget for FY 2022/23 show that about Ksh. 2.2 billion was not spent in FY 2021/21. Even worse, the 1st quarter budget implementation report for FY 2022/23, indicated that there was 0 (zero) expenditure on development across sectors, resulting in an overall budget absorption of 10%. This implies delayed implementation or stalled community projects which continues to deny the community the much needed services.

b) Balance between Development Budget, Personnel Emoluments and Operations and Maintenance

Service delivery is highly dependent on Operations and Maintenance budget. However continuous over expenditure on personnel emoluments eats into the O& M budget thus limiting Baringo County's ability to provide services efficiently.

In 2021/22 the overall expenditure on personnel emoluments was 3.45 Billion, translating to 40% the actual revenue received of Ksh. 8.62 Billion. This continues to contravene the PFM regulation section 25 (1) (a)(b)- *"... the County Executive Committee Member with the approval of the County Assembly shall set a limit on the county government's expenditure on wages and benefits for its public officers pursuant to section 107(2) of the PFM Act... the limit set under paragraph (a) above, shall not exceed thirty five (35) percent of the county government's total revenue. This has been consistently flagged by the evaluation reports by the auditor general and controller of budget.*

Need for more O&M in Water Sector

In our analysis of the 2022/23 budget, we note that the Department of Water and Irrigation has been allocated Ksh. 45 M for Operations and Maintenance. Out of this, a whopping **27 M goes to payment of electricity bills, mainly for Kirandich Water Services Company** (In the first place, is this sustainable?); about Ksh. 10 M goes to office supplies, meetings, workshops etc; about Ksh. 5 Million is allocated for routine maintenance and **only Ksh. 5 M is left to facilitate technical officers** to implement the **Ksh. 1.022 Billion development budget**.

Coupled with understaffing, low allocation to O&M, limits the capacity of the department to undertake *timely design (data collection), quality control (supervision) and routine maintenance.*

Need for more O&M in Health Sector

As per the County Health Strategic Plan 2018-2020, the department of health services undertook a comprehensive quantification exercise in March 2017 using and extrapolating data collected from 25 county health facilities (5 hospitals, 9 health centres and 11 dispensaries) and established that the annual commodity requirements at **Ksh. 430 million**. The 2022/23 budget has allocated for health commodities in the financial year 2022/23 FY totaled **Ksh 172 million** which is just **40% of the estimated requirement**.

Information shared by the Department Health Services shows that **71 Health facilities in Baringo County** are not operational due to **lack of staff, drugs and equipment**. Some of these facilities are in locations where their services are needed and therefore their operationalization is not only necessary but urgent.

According to CRA Technical Report⁶ on the 3rd Basis on Revenue Sharing, **Baringo County has surpassed the health facilities required by over 105 facilities**; as such the budget should shift from construction of additional health facilities towards operationalization of existing ones, which requires substantial allocation to O&M.

Need for more O&M in Agriculture and Livestock Sector

Several locations, cattle dips are non-operational exposing livestock keepers to vector-borne disease which is a major cause for low productivity in Baringo County. Livestock extension officers are not facilitated to reach out to the farmers.

NB- Even where project Management committees are expected to manage the projects sustainably, they (the committees) have never been trained on their mandate.

Key Asks to County Treasury:

1. As the County Government plans for FY 2023/24, a strategy to improve budget absorption should be **a top priority** for Baringo County.
2. Allocate enough funds to the operations and maintenance budget-line across department to sustain service delivery and facilitate technical staff to design and supervise implementation of development projects in an efficient manner. **At least 25 % of the departmental budget should go to O&M.**
3. There is need for strategic actions to control the wage bill and bring it to the set threshold.

3. REVENUE PERFORMANCE

Baringo County Government is **far from reaching its estimated potential of about Ksh. 517 Million**. According to CRA Own Source report⁷ 2019, Baringo County raised about 50% of the total revenue potential in last 6 years i.e. between 2013/14 and 2019/20.

Under-collection, non-collection and under-estimation of own source revenue have featured in the Office of the Auditor General Reports for Baringo County since FY 2013/14- 2019/20. Some of the specific recurrent issues include:

- Non-collection of Business Permits and Land rates- *Outstanding land rates have increased from Ksh. 113 M as at June 2019 to Ksh. 130 M as at June 2020.*
- Underestimation of land rates due to *use of old valuation role dating back to 2009 developed by the defunct county council*
- Revenue leakage e.g. *in 2019/20-ksh. 2,508,820 collected under health and sanitation was not banked; as at 30 June, 2020 Kshs.15,181,100 received from sale of goats at Kimalel Goat Auction had neither banked into the County Revenue Fund account nor disclosed in the financial statements.*

⁶ <https://cra.go.ke/download/technical-report-of-the-third-basis-on-revenue-sharing-among-county-governments-3/>

⁷ <https://cra.go.ke/download/counties-efforts-towards-revenue-mobilisation-report/?wpdmdl=2411&refresh=6218e052035ec1645797458>

Revenue underperformance is a missed opportunity for the County Government to finance service delivery sustainably.

Table 2: Analysis performance of own source revenue in Baringo County

Local Revenue Performance in Baringo County

FY	Target (Ksh.M)	Actual (Ksh. M)	Variance (Ksh. M)	Growth
2015/2016	300	279	(21.00)	
2016/2017	330	286	(44.00)	3%
2017/2018	350	308	(42.00)	8%
2018/2019	371	359	(12.00)	17%
2019/2020	393	301	(92.00)	-16%
2020/2021	346	205	(141.00)	-32%
2021/2022	288	265	(24)	29%
2022/2023 (Target)	312			
Source: OCOB/ CBIRs				

A research⁸ by IBPK and CEDGG in 2022 shows that **only 26 out of 188 eligible health facilities claim the funds** under the Linda Mama Scheme. Baringo County Government is yet to put in place administrative measures for the coordinated and harmonized implementation of the Linda Mama Scheme across all eligible facilities. The scheme's performance has relied heavily on individual service providers' efforts and **a huge opportunity to improve health financing is lost.**

Key asks to County Treasury:

- Put in place measures to address the **under-collection, non-collection and under-estimation** for specific sources which have featured in the Office of the Auditor General Reports for Baringo County since FY 2013/14- 2018/19 including:
 - Under performance of property revenue
 - Non-collection of Business Permits and Land rates
 - Underestimation of land rates due to use of old valuation role dating back to 2009 developed by the defunct county council
 - Untapped ready revenue sources e.g. Lake Baringo

⁸ <https://internationalbudget.org/wp-content/uploads/NHIF-Report-Baringo-County-August-2022.pdf>

- Game park being a key source of revenue for Baringo, **renovation of Lake Bogoria Game Park Gate, offices as well as diversification of the products therein**, should be our top priority in terms of strategic revenue generation projects.
- County Treasury should consult citizens/ stakeholders to identify innovative and impactful projects to be implemented under the programme '**Revenue Services Development**' that receives budget allocation every year.
- County Treasury should implement citizens' recommendations on revenue raising measures as suggested during formulation of the County Fiscal Strategy Papers.
- Service delivery in health facilities should be improved accompanied by **public sensitization and training of front-line service providers on NHIF requirements** in order to increase the hospital revenue.

4. OTHER KEY CONCERNS

a) Persisting Inequalities in Baringo County

KNBS-SID 2013 survey established that only 0.2 % of the residents of Silale had access to clean water. While the County Government has made effort to address this problem, the residents of Silale continue to suffer. This is largely due to weak feasibility studies, low allocations and other environmental factors.

A rapid survey by BACSOF to profile inequalities at Silale Ward (in October 2021) established that most of the boreholes drilled in the ward are hot and with very high concentration of metal components (Fluoride, magnesium etc.). Examples include: *Toplen, Natan, Napeikore, Nalekat, Nasorot* and *Riongo* Borehole whose yield have been declared not fit for human and animal consumption. This has been attributed to location of the ward along the geothermal belt. A borehole that was recently drilled at Nakoko Centre was also found to be dry.

While we boast of almost achieving the 5kms radius to the nearest health facilities, there are locations where residents still travel for long distances etc. Insecurity along Tiaty, Baringo South and Baringo North borders has led to closure of some facilities worsening situation. Existing health facilities in these locations are either not operational or acutely under-resourced.

There is need for strategic interventions, including affirmative actions, to promote equitable development in Baringo County.

b) Understaffing in key sectors

Health, Water and Agriculture are among other critical sectors have been devolved to the county government with the objective of promoting access to basic services. However, social audit has revealed an acute shortage of staff these sectors. In Water and Livestock sector, for instance, extension services are almost crippled as a result of ageing workforce and lack of facilitation.

In the face of run-away wage bill, BACSOF recommends that subsequent recruitment decisions be limited to technical officers. **Innovative approaches such as e-services should also be explored.**

c) Weak Public Deliberations

There has been lack of technical advice during public participation on priority sectors, programmes and projects and their viability. For instance there are cases where communities have proposed construction of health facilities whose proximity to existing ones is below the required standards of 5 km radius. In the water sector water projects in areas where there is high salinity. Secondly participants do not support their proposals with arguments based on evidence/ existing data, instead emotions and self-centeredness seem to take centre stage.

In the recent forums, BACSOB has observed declining turnout a factor that can be attributed to **participation fatigue and disillusionment** among citizens mainly due to slow budget implementation.

To redress this, citizens should be sensitized on parameters for prioritizing sectors, programmes and projects. They should also be equipped with tools such as project cost-references. The presence and voice of technical offices in budget forums should be strengthened.

d) Disaster Preparedness

Adequate attention should be given to disaster management with the ultimate goal of eliminating the disaster risks and building resilience among communities. Interventions should be based on the updated Baringo County disaster map. Such calamities as Drought, Outbreak of Livestock Diseases, Outbreak of Human Diseases and Human Conflict should be anticipated and mitigated.

e) County Budget Transparency

The County Budget Transparency Survey 2021 report⁹ show that despite scoring the highest among counties in terms the quality of information in the County Budget Implementation Report, the overall budget transparency index for Baringo County dropped from 47 out 100 points to 30 out of 100 points. **A key gap has been inconsistency in publishing budget information.**

As at mid February 2023, the County Budget Implementation Report for the 2nd Quarter FY 2022/23 was yet to be published, 15 days after timeline provided in the PFM Act. Apart from late publishing, there are budget documents that have been missing completely i.e. **Citizens Budget and the Finance Act.**

There have also been gaps at the departmental level in adherence to programme-based budgeting. Most departments emphasize projects/ activities they are implementing as opposed to the service delivery outputs.

f) Climate Change Mitigation and Adaptation

The effects of climate change and extreme weather conditions continue to threaten livelihoods in Baringo County. The County Government has a huge responsibility towards sustainable development. Therefore, all County Government Departments and agencies should mainstream climate change mitigation and adaptation in their programming. There is also an urgent need for environment conservation programmes around strategic water resources e.g. Lake Kapnarok, Chemususu, Kirandich, Perkeria River etc; Water harvesting programmes should be up-scaled with a focus on harnessing local water harvesting techniques.

As a matter of urgency the County Government, should activate the climate change fund and prioritize programmes to **build the resilience of communities.**

⁹ <https://internationalbudget.org/wp-content/uploads/CBTS-2021-County-Summaries-FINAL.pdf>

Conclusion:

In the current difficult economic times, it behoves the County Government of Baringo to observe high level of prudence, equity, transparency and accountability, among other principles of in public finance management. We hope that the submissions in this memorandum will be helpful to this end.

On her part, BACSOF shall continue to build the capacity of citizens and other actors in the budget space to analyze the budget documents, monitor budget implementation and provide feedback to the County Treasury and the relevant committees in the County Assembly towards responsive budget decisions.

Annex 1: List of BACSOB Members consulted

	Working Group	ORGANIZATION	CONTACT PERSON	CONTACT	EMAIL
1.	Education and Vocational Training	Baringo Youth Forum	Evans Kangwony	0720041439	evanskangwony@gmail.com
2.		Catholic Diocese of Nakuru	Mike Koech	0725359342	kipro.mike@gmail.com
3.		Creators of Peace	Paul Chepkeitany	0722420465	paul.chepkeitany78@gmail.com
4.		Budget Champion	Celstine Kiprono	0717536440	davidkiplagat9@gmail.com
5.	Health Services	Bare Care Centre	Philip Tomno	0721860972	philtomno@yahoo.co.uk
6.		Mwafrika Institute	Josphat Mosbey	0725510410	josmusbey@gmail.com
7.		Radio Alpha	Sam Nyachiro	0723517424	samnyachiro@gmail.com
8.		Activista Baringo	Janet Nandwa	0727504426	janetongoli@gmail.com
9.	Environment, Water and Natural Resources	Langas Community Based Organisation	Philip Sigilai	0721443527	philip.sigilai@yahoo.com
10.		Endorois Indigenous Women Empowerment Network (EIWEN)	Christine Kandie	0726017464	Chistinekandie@yahoo.com
11.		Mogotio Citizen Voice and Action	Geoffrey Tuitoek	0725202669	tuitoekgeoffrey@yahoo.com
12.		Lembus Forest Community Integrated Conservation Project	Mathew Birir	0722743335	mbirir@hotmail.com
13.	Agriculture, Livestock and Fisheries	Barecare Centre	Amos Chemuna	0704202359	chemuna@gmail.com
14.		PACSET	Billy Koech	0727438111	billykoech@gmail.com
15.		Baringo Human Rights Consortium	William Kitilit	0721592258	wckitilit@gmail.com
16.	Gender and Social Protection	GEWEC	Lucy Mitei	0720297370	gewec.cbo@gmail.com / Lmitei17@gmail.com
17.		Baringo Chamber of commerce	Collins Kemboi	0726143728	collkemb@gmail.com
18.		SUPKEM Baringo	Abubakar Bilal	0722242337	abutiman198@gmail.com
19.		Collaborative Centre for Gender and Development	Carol Jebet	0724430150	caroljebet2@gmail.com
20.	Human Rights and Access to Justice	Bunge la Wananchi	Isaiah Biwott	0726110839	Isaiah.biwott@gmail.com
21.		CIPAF	Godfrey Kipsoi	0725509757	godfreykipsoi@gmail.com
22.	Budget Financing and overall priorities	PACSET	Isaac Chelal	0727458360	cheisack@yahoo.com
23.		CEDGG	Evans Kibet	0711221294	kibetboss@gmail.com
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26.		Budget Champion	Lucila Kandie	0707969201	lucillakandie@gmail.com