

Kerio Center for Community Development and Human Rights

“Advocating for the people, Advocating with people to empower the people to advocate on their own”

**NON-STATE ACTOR’S PARTICIPATION IN PLANNING
AND BUDGETING IN ELGEYO MARAKWET COUNTY
ALTERNATIVE BUDGET PRIORITIES**

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With support from the Center for International Private Enterprise (CIPE)

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Executive summary

The budget cycle as stipulated by the PFMA requires that, at this stage of the budget making process, the budget proposal is at the County Assembly and parliament at the national level for review and subsequently, approval/enactment. Public participation is a requirement at every stage with aim of giving the public a chance to align the executive budget proposals to their needs and preference. This requires that, the discussions and consultations with public should be structured in a manner that enables constructive debate and dialogue about whether the proposals meet the needs of the people and addresses their challenges

This paper presents views and proposals of members of the public representing interest groups across the four sub counties that include farmers, youth, people with disability and general public. The views and proposals aim to improve on service delivery with focus on specific areas that they would like their government to strengthen, improve and apply alternative measures to prudently manage the scarce resources to ensure improved services. To get these views, we designed a set of questions and organized focus groups discussions, one at each sub county. Below is the first question we asked public;

- What are the three most important areas you think the County Government should focus on in the next financial year to improve delivery of services in the county? State in the order of preference.

This first question tries to get a sense of the most pressing challenges or services that the county government should focus on in the coming financial year. The second question looked at the executive proposals and whether they are designed to address those things of focus raised by the first questions above.

- Do the executive proposals in the following sub sectors; Health Services, Roads, Public Works and Transport, Education and Technical Training and Agriculture address the things you have identified in question one? If not, kindly suggest alternative program/project/services.

We then shared a summary of the executive proposed projects for 2015/16. The question looks at whether the areas of focus identified by the public have been considered in the next budget or if not, what alternative proposals do the public have that could address those issues. The next questions looked at whether the executive proposals were in line with the County Integrated Development Plan/Annual Development Plans (CIDP/ADPs). We started by asking people whether they are aware of the CIDP/ADPs

- Are you aware that there exist CIDP/ADPs? YES.....NO.....
- If your answer to (a) above is Yes,
- Are the proposals in part II consistent with what is in the CIDP/ADP? YES or No? Kindly justify.

The question tried to identify whether people have knowledge of the CIDP and secondly, if they do, do they think there are executive proposals in the 2015/15 budget estimate that are outside the CIDP?

Finally, we asked people what their perception was in regards to public participation with a view of getting an understanding of whether the consultations are effective and if not, what do they think the government should do in order to improve them.

SUB COUNTY FORUMS FEEDBACK

HEALTH SERVICES	
CROSS CUTTING AREAS OF FOCUS	RECOMMENDATIONS
<p>Access to medical drugs:</p> <ul style="list-style-type: none"> • Access to medical drugs was an issue of common concern to participants from across the four sub counties. • The experience is that, patients are given prescription to purchase the required medical drugs from private facilities such as chemists, pharmacies etc. • This implies that, the allocation for supply of medical drugs this financial year which was KES 74 million was either inadequate or something is wrong in the supply chain. • A case in point was raised in Biretwo forum, one of the participants who did not want his name to be mentioned is the health center committee members and informed us that, they once made an order for new supply or the facility, unfortunately, half of the requested quantity was delivered to the facility. 	<ul style="list-style-type: none"> • Increase funding for medical supplies and base it on available data and information from health facilities. • Strengthen the health information monitoring and evaluation units to ensure effective and efficient delivery of health services. • Oversight on delivery of health services should also be improved to ensure prudent management of funds allocated for supplies
<p>Management of facilities:</p> <ul style="list-style-type: none"> • Participants in Biretwo and Tot sub county forums raised concerns with distribution of health personnel and supervision of the operations of health facilities. • In Tot, participants informed us of Malkich dispensary. This facility has only one staff member serving people there, when he goes on an off day be it long off or short, the facility is closed till he comes back. 	<ul style="list-style-type: none"> • One of key recommendations was that, as compared to other counties, EMC is doing pretty well in terms personnel numbers but the challenges is on distribution. • Most of the health personnel are seconded to work in facilities located in major health facilities which are definitely located at the urban areas and therefore, the government should review the distribution criteria in order to ease congestion

<ul style="list-style-type: none"> • In Tot as well, participants shared their experience that, health personnel in Tot Sub County are drunk in the afternoon and therefore, patients are not able to access medical services. • Biretwo health center has medical equipments which funded by the Economic Stimulus Program (ESP) and capacity in terms of space to serve as referral facility for minor case but there are no adequate personnel. Currently, the facility has five health workers. Services such as maternity are not offered efficiently which has forced patients to refer themselves to Tambach and Iten Health facilities even for normal deliveries. 	<p>of the major facilities with minor cases which could have been handled at lower level facilities.</p> <ul style="list-style-type: none"> • All health centers and above level facilities should offer maternal health services efficiently
<p>Rehabilitation Centre:</p> <ul style="list-style-type: none"> • Participants in Kapsowar, Tot and Biretwo felt that, alcohol and drug abuse is rampant in many parts of the County while the county has put in efforts towards addressing this menace, there are no rehabilitation facilities to complement this effort. 	<ul style="list-style-type: none"> • At least one major health facilities across the ecological zones should have a rehabilitation center.
<p>Access to water and sanitation facilities – Biretwo and Tot areas:</p> <ul style="list-style-type: none"> • As disease outbreaks continue to be reported across the country, participants across the four sub counties are concerned that, bushes remains the major sanitation facilitation (toilet) to huge percentage of the population both in the villages and in urban areas. • For example, all major market places in the County such as; Iten, Kapsowar, Tot among other trading centers in the area do not have accessible and usable toilets, this is threat to public health. • At the village level, Biretwo stood out with strong case. The former public health officer had set standards which required all homesteads to have a toilet; however, the current Public Health officer has neglected its responsibility. 	<ul style="list-style-type: none"> • Participants recommended that, all trading centers should have public toilets to avoid the looming disease outbreaks especially now that, bushes double up as catchments areas of the main sources of water and sanitation facilities. • By doing this, the government will have added to its revenue sources while creating job opportunities. • The county government to formulate or if it exists, enforce laws on public health to require all homesteads to have toilet.

<ul style="list-style-type: none"> In Tot division headquarters, members of the public and other residents in the division headquarters including police officers have been travelling for about 5km in search for water for domestic use for the last one month. This is experienced in one of the major centers in the county, the experience in the villages could be worse. 	
<p>Community health workers:</p> <ul style="list-style-type: none"> Participants across the four sub counties told us that, community health workers are doing good work in the community, however, they are not supported to be able perform that function effectively. To strengthen this, we were informed by participants in Tot that, community health workers are frequently visiting the community to help the elderly, infants and other members of the society who require health attention. Some of the people attended end up requiring advanced medical attention unfortunately, when the community health workers bring them to the health facilities, sometimes no one is present to attend to them for example, in Tot sub county hospital, chances of one getting medical attention in the afternoon is very low as the doctors, at least majority of them are drunk by that time while Malkich health center is operational occasionally. 	<ul style="list-style-type: none"> They are asking the government to support the work done by community health workers in the next financial year by strengthening the healthcare system and financially supporting or absorb the CHW to mainstream health system.
<p>SPECIFIC AREAS OF FOCUS FOR SPECIFIC LOCATIONS</p>	<p>RECOMMENDATIONS</p>
<p>Mortuary in Tot to serve lower Elgeyo Marakwet East:</p> <ul style="list-style-type: none"> Participants in Tot are concerned with the lack of morgue in the whole Marakwet east sub county. The cost of preserving the dead in order to prepare for sendoff is very high because the bodies are brought to Kapsowar Mission Hospital or Iten County Referral Hospital for preservation and then back for burial and also it is traumatizing experience when traditional method is adopted. A story carried by the standard media gives a clear picture on this, read more on this link... 	<ul style="list-style-type: none"> Construct and operationalize morgue in Tot Sub County hospital in the next financial year.

<p>http://www.standardmedia.co.ke/kenyaat50/article/2000149381/where-the-dead-are-preserved-traditionally</p>	
<p>Inspection of meat and public eating places - Biretwo, Keiyo South:</p> <ul style="list-style-type: none"> • According to the participants in Biretwo forum, there is only one officer manning Iten – Tambach – Biretwo area in terms of public health inspection of meat and other public facilities. Due to the delay in inspection for example animals for slaughter and meat as a result of large area coverage people opts to slaughter their animals from across the border in Baringo County hence the county is losing revenue to the neighboring Baringo County. Others slaughter their animals without inspection hence risking the lives of others who consume the meat. 	<ul style="list-style-type: none"> • The people of Biretwo are proposing that, the government to add one more public health/veterinary officer and equip them with the resources necessary to ease movement from place to another.
<p>Garbage collection – Kapsowar, Marakwet West:</p> <ul style="list-style-type: none"> • In connection to public toilets, another area of concern in regards to public health is garbage collection. • Garbage is disposed in the forest which is also the catchment area of water sources in the town. 	<ul style="list-style-type: none"> • Privatize garbage collection to ensure effectiveness and efficiency. • Ensure garbage is disposed properly to avoid contamination of water catchment areas
<p>EDUCATION</p> <p>CROSS-CUTTING ISSUES</p>	<p>RECOMMENDATIONS</p>
<p>Youth polytechnics:</p> <ul style="list-style-type: none"> • Youth Polytechnic (YP) is one of the functions of the county government according to schedule four of the constitution but little is being done in these particular areas. • In Kapsowar and Iten, participants identified Kiplabai and Iten Youth Polytechnic has the major YP in the respective areas. These two facilities do not have the capacity to equip the young people with the necessary knowledge as there are no equipment for practical's and therefore it is only theory being taught- necessary skills for welding, mechanical, 	<ul style="list-style-type: none"> • Old and unused motor vehicles, disposable computers in different departments are given to polytechnics for practical teaching. • Provide financial support to speed up construction and operationalization of Kamumbas YP. • YP syllabus need to be revised and aligned to the needs of the current technology

<p>computer repairs and electrical installations require practical to complete acquiring of skills and knowledge in these fields unfortunately, they are not even connected to an electricity.</p> <ul style="list-style-type: none"> • Other YPs identified include Chesongoch Youth Polytechnic in Marakwet east Sub County which participants informed that it is well off while in Biretwo, there is no functional YP currently except Kamumbas Youth Polytechnic which is under construction with funding from CDF. 	
<p>Early Childhood Development Education (ECDE):</p> <ul style="list-style-type: none"> • All ECDE centers have one teacher paid by the government no matter the population according to people we spoke to across the four sub counties. • They said, their expectation when this function was transferred to the county government was that, the government will ease the burden of access to ECDE by taking over the teachers welfare from parents hence reducing the cost while at the same time improving quality of ECDE in public facilities. • The ECDE centers do not have the learning materials. The county government should provide the learning materials like the case for primary education where national government provides learning materials to pupils; the county should do the same to ECDE children. 	<ul style="list-style-type: none"> • ECDE teachers should be proportionate to the children population in the facility, at least 40:1 for a start. • Other than building the physical structures, the Government should provide ECDE learning materials and introduce feeding program in the lowland ECDEs.
<p>SPECIFIC ISSUES FOR SPECIFIC LOCATIONS</p>	<p>RECOMMENDATIONS</p>
<p>Special Needs Education Centre:</p> <ul style="list-style-type: none"> • Participants in Kapsowar informed us that there is one special needs education center, however, they said the center is not equipped to offer all the services needed by children experiencing different special needs for example, the facility do not offer services to the deaf as of now while at the same time it is not designed to suit the needs of all disabled children. 	<ul style="list-style-type: none"> • The government should set standards for the design of these special needs education facilities • Introduce feeding program and boarding facilities to minimize challenges faced by the disabled children.

<ul style="list-style-type: none"> The children also face challenges travelling long distance to and fro school as well as breaks such as lunch. 	
<p>ROADS, PUBLIC WORKS AND TRANSPORTS</p>	<p>RECOMMENDATIONS</p>
<p>Early Child Development E infrastructure:</p> <ul style="list-style-type: none"> Participants across the four sub counties informed us that, there is varying cost of construction of ECDE infrastructure and timeframes for completion, in this case ECDE classrooms when compared between County Government and CDF funded projects. Participants in Biretwo gave us an example; Chemurkui ECDE classroom which was funded by CDF at the cost of KES 450,000 was completed in 45 days while Toror ECDE which is County Government funded at KES 1.8 million is yet to be completed having started in 2013/14 financial year. These are two similar projects in terms size and structure but the former was managed by citizen constituted project management committees (PMCs) while the later is supervised and managed by the County Government. Other examples include construction of Biretwo chief's camp funded by CDF at a cost of KES 950,000 and several other primary school and ECDE infrastructure. 	<ul style="list-style-type: none"> The people we spoke had a view that, the government has failed to manage and supervise implementation of capital projects. The government should improve supervision of the construction of roads through strong, efficient and effective M&E. The experience of project management committees is an indicator of how well the community understands their issues well more than a contractor and therefore, the CDF approach to community projects management is effective and will ensure high quality works.
<p>Roads infrastructure development</p> <ul style="list-style-type: none"> People across the four sub counties appreciated that the Government has done good work to improve roads infrastructure, at least they can see a lot of road works. However, the road works are poorly done and of low quality and therefore, this has rendered the efforts fruitless. 	
<p>Water furrows - Tot, Marakwet East</p> <ul style="list-style-type: none"> Participants in Tot forum shared their experiences of work done by contractors appointed by the County 	

<p>government. They said a contractor was awarded KES 2.5m tender to repair and maintain Kapsyoi Water furrow. The contractor did shoddy repair of about 100 meters of the furrow leaving the rest unrepaired to date.</p>	
<p>AGRICULTURE</p>	<p>RECOMMENDATION</p>
<p>Agricultural extension services:</p> <ul style="list-style-type: none"> • Participants across the four sub counties feel that, extension service are not as effective as it used to be a few years ago. • Extension officers are not accessible when needed and if one is able to access, the cost to get services is too high for a small scale farmer. • Service charges range from KES 500 – 2000 besides the cost of required supplies for the services. This excludes the cost of transport (boda boda) which usually costs between KES 200-500 per trip. • In addition, soil erosion, use of fake diseases control supplies/measures and farm implements fertilizer, seeds etc is rampant and this is a threat to farming as no one is guiding farmers through provision of technical knowledge on correct soil conservation, disease control, appropriate crops and seeds, planting methods, post harvest and access to markets. • Farming education is as important as any other education said participants across the four sub counties. Farmers need knowledge on which crops to grow, which livestock to keep, which technology to embrace and markets for farm produce. This is role of the county government and people want to see a change in this area. This goes back to issue of effective of extension services in part. 	<ul style="list-style-type: none"> • The extension services are critical incentive for farmers to appreciate farming. • The extension officers are paid salaries from the taxpayer and there is no point to double pay the officers through service charges. All transactions should be documented for the record. • Reorganization of extension services is necessary. For example, per Sub County in that, there is a sub county or division/location level extension offices managing extension services at that level.
<p>Access to general information regarding farming:</p>	

- Participants also touched on various issues which are budgeted for in the current financial year, for example fish farming.
- Fish farming has been allocated resources in the current financial year with view of providing farmers with fingerlings under program 4 of the agriculture, fisheries and livestock but farmers do not have this information which raised questions on inclusive access.

Sub programme: SP. 4.1 Fisheries Agricultural Sector Support Progi

Fisheries	Increased returns to fish production	No. of fish ponds established	40
		No. of rolls of pond liners acquired	6
		No. of fingerlings acquired	40,000
		Kg. of feeds acquired	400
		No. of trainings held	8
		No. of farmers trained	100

- Budget information on framing resources and decision making process should be accessible to farmers in timely version to enable participation and utilization of such information to improve farming.
- The shows should be held at the sub county level which should therefore culminate to a bigger show for the entire county at Kamariny Stadium at Iten so that the best practices from across the sub counties are showcased.

Agricultural Shows and Exhibitions:

- It is the view of participants that, these shows and exhibitions provide platform for farmers to learn new experiences and farming practices from other one another.
- However, centralizing the show to the county headquarters without proper measures is not effective way of empowering farmers as some at grassroots level is not able to attend and participates in showcasing the work.

TRADE AND TOURISM

RECOMMENDATIONS

Tourism:

- Participants in Kapsowar and Biretwo raised concerns over the signposts erected by the county government with view of directing tourist to tourist attraction sites.
- Out of all the signs, only one at Biretwo directing tourists and visitors to Rimoi game reserve is making

- Damage control should be done as soon as possible.
- Among the specific recommendations include creating conducive environment for private

<p>some sense as the government is doing some work there.</p> <ul style="list-style-type: none"> • All the other signposts lead to nowhere; for example, two erected in Biretwo area, one leading to Ostrich farm while the other leads a Museum tourist attraction sites both which do not exist or are not good state of a tourist attraction site. This kind of direction leading to nowhere is painting a picture of the county. • A case on point is at Biretwo where foreigners asked a lady to guide them to the Museum only to find out that it didn't exist or at least not a worth an attraction sites title. 	<p>investors to construct good hotels and improve the tourist attractions sites.</p>
<p>County Development Plan (CIDP) knowledge</p> <ul style="list-style-type: none"> • About 70% of the participants we engaged had little or no idea of the CIDP/ADPs. • 30% of those who had idea of the document identified a number of proposal made during the formulation but they have not been delivered despite these being short and midterms proposed projects. <p>For example public toilets and modern animal sale yards (Auction) in Biretwo and Chesawach ECDE in Tot.</p> <ul style="list-style-type: none"> • The 30% also agreed that at least most of the executive proposal were in line with the CIDP except a few other things which were not part of the CIDP but have been implemented. <p>For example street light in Biretwo and Kimong'o ECDE in Tot.</p>	<ul style="list-style-type: none"> • People need civic education on several process and documents, CIDP being an example. • They also need access to important documents such as the CIDP/ADPs and Budgets in simplified versions which are easily understood in order to enable meaningful participation.
<p>Public participation</p> <ul style="list-style-type: none"> • Public participation is critical component of participatory decision making process; however, members of the public perceive this process as ineffective. 	<ul style="list-style-type: none"> • Proper implementation of EMC P/P act 2014.

<ul style="list-style-type: none"> • Among key issues raised is the structure of discussion, notices given, timely access to subject matter and finally, feedback on how their input, views and proposal were considered. All these are clearly captured in part 8 of the County Public Participation Act 2014. • A case on point is the latest public forum organized by the executive on the 2015/16 budget. In Biretwo, participants informed us that, some of them were informed of the process the on same day the forum was held through phone calls and text message from friends. • There has been poor attendance from public. According to the public, one of the causes to this is captured above, secondly is lack incentive in terms of feedback. People want to know the impact of their participation so that it not just attendance. 	<ul style="list-style-type: none"> • Besides the normal forums on specific issues, people want regular discussions with their leaders on progress, process and updates on budget implementation.
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Summary implication of these requests; views and proposals on the Budget estimates, 2015/16

The implication of the views, proposals request made above on the budget are the following;

Health Services

Maintain the budget for health but adjust allocation to programs. Spread the construction of infrastructure; maternity wings, staff houses and theatre to at least three years by reducing the funding from KES 70 million to KES 40 million in 2015/16.

Reallocate the funding reduced from infrastructure to curative services to strengthen allocation from KES 85 million to KES 115 million with view of strengthening the following services;

1. Increase funding for pharmacy from KES 75 million to KES 95 million in 2015/16.
2. Introduce or if exists, strengthen monitoring and supervision function to ensure effectiveness in delivery of healthcare.
3. Initiate construction of at least one morgue in one of the major facilities in the lower ecological zone with initial allocation of KES 2 million. This should be a phased project stretched over 2 – 3yrs.
4. Initiate construction of a modern rehabilitation center unit in at least one major facility in each sub county at initial cost of KES 1 million each.
5. Enforce public health laws or at least formulate a policy that requires every household to have a sanitation facility. However, for Wards whose population is economically vulnerable, the government may subsidize implementation of this kind of policy using KES 1 million. According

to the Society for International Development (SID)/KNBS report on inequalities, Kamariny, Arror, Embobut and Endo Wards enjoy the lowest access to improved sanitation.

Revised indicators

1. Indicators for health infrastructure should be maintained but the implementation should be phased across 2-3yrs. This is effective management of scarce resources to achieve much more than infrastructure over a period of time while at the meeting immediate needs.
2. Indicators of performance for medical supplies should be explicit number of facility visits accessing essential medical drugs rather facility supplied with the commodity itself. This is very weak indicator. For example, the budget uses 100% of facilities supplied with adequate medical drugs as an indicator of performance. Well, we can supply 100% of facilities, but how do we measure “adequate”? This is not effective way of performance measurement but using percentage of visits, for example, 80% of visits accessing essential medical drugs is more accurate and measureable.

Access to water and sanitation facilities

1. Maintain funding for program 2 under water, lands, physical planning and natural resources, however, consider the mode of distribution of resources under this program. Some Wards need this commodity more than others do and that should be the focus in the 2015/16 budget.
2. This year, the objective should be aimed at addressing critical areas of need in access to clean and safe drinking water. According to the Society for International Development (SID) andKNBS report, Embobut, Kapyego, Endo and Arror Wards enjoys the least percentage of improved sources of water. Metkei, Soy south, Kaptarakwa and Moiben fall within this category as well but fairly well off.
3. These wards should at least get a priority in distribution of resources for water supply (improved). This aims at meeting two objectives; first is to minimize the chances of cholera outbreaks, especially in the lowland areas given that this now common news across various parts of the country and secondly, promote equity in distribution of resources.

Early Childhood Development Education (ECDE)

1. ECDE infrastructure is as important as its operationalization. Members of the public across the four sub counties were of the opinion that, over the next 3 years, the ECDE teacher to child ratio should be at 30:1
2. To remedy the situation in ECDE, stretch the implementation of ECDE infrastructure over two or three years so that they are implemented in phases in order to release part of the resources allocated for this program this year for hiring ECDE teachers. Reduce funding for program 2 under Education and Technical Training by KES 50 million in 2015/16 to be used for the hire

of one ECDE teacher per ECDE facility and introduce feeding program in all ECDEs and special needs education centers in 2015/16 going forward.

Agricultural extension services

1. This is one major area that the public wanted major revolution in 2015/16 for immense improvement in the extension services delivery. Some information on indicators is available **PART E: Summary of Program Outputs and Performance Indicators for sub-Program 2.5** under Agriculture, however no funding is provided for the achievements of these outputs and indicators as the same sub-program differ under **PART. F: Summary of Expenditure by Program and sub program** which is now sub-program 2.5 Cash Crops Development and Promotion with allocation of KES 9 million.
2. Change sub-program 2.5 under PART F to Extension services and make it a program on its own and increase funding to at least KES 15 million with view of making direct extension services to farmers more feasible. This can be achieved by building the capacity and providing the requisite resources to the extension officers and, restructuring the management of extension services.
3. To restructure the extension service as proposed earlier in this document, one of the key challenges to address is the movement of extension officers from one place to another. In 2015/16, the county government should purchase motorcycles, one in each location for the extension officers and devolve the management of the extension service to the Sub County level.

Delivery unit	Key output	Performance indicators	Targets 2015/2016	Targets 2016/2017	Targets 2017/2018
Sub Programme: SP. 2.5 Research and extension services					
Agriculture	Chebara developed, ATC	No of structures constructed	2 dining and kitchen	1 conference hall	1 administration block
	Dry land farming promoted	No. of demo farms established	12	12	12
	Soil and water conservation piloting promoted	No. of farm structures established	200	400	600
	Demo farm established	No. of demo farms established	20	20	20
	Research technologies conducted and disseminated	No. of farms under research demonstrations and dissemination	4	4	4
	Informed and updated market information	No. of market survey conducted	2	2	2

Oversight and supervision:

- Strengthen oversight, supervision, monitoring and evaluation; ECDE, roads and other infrastructure are poor implemented and provides clear indicators of the need to strength these units in 2015/16.

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