

Module 2 ■ County Planning and Budgeting Processes

6 HOURS 50 MINUTES

LEARNING OUTCOMES

By the end of this module, the you will have:

- discussed the process of budget decision-making in Kenya, focusing on public participation;
- outlined the four stages of the budget process, as well as additional details of the Kenyan budget process;
- mapped the key budget documents that should be produced and published according to the legal framework in Kenya and the four stages of the budget process;
- developed a timeline of the county and national budget processes in Kenya, indicating participation opportunities throughout the budget year;
- named additional budget-related documents and sources of budget information that are available in Kenya;
- defined some key terms used in Kenya's budget documents;
- learned to read budgets, County Fiscal Strategy Papers and County Budget Review and Outlook Papers.
- described the state of public participation in the budget process in Kenya;
- discussed key principles of public participation; and
- explored case studies of citizen participation in the budget process

Module 2 Session 1: Overview of the Budgeting Process

TASK 2.1 ■ MAPPING THE COUNTY BUDGET PROCESS AND KEY KENYAN BUDGET DOCUMENTS
45 MINUTES

TASK OBJECTIVES

- ❖ **REVIEWING THE STAGES OF THE BUDGET PROCESS AND THE KEY ACTORS INVOLVED DURING EACH STAGE**
- ❖ **DISCUSSING KEY BUDGET DOCUMENTS AND KNOWING WHEN TO EXPECT THEM**

RESOURCES NEEDED

- ✓ Kenyan budget document name cards
- ✓ IBP budget cycle infographic (The budget calendar) available at: http://www.internationalbudget.org/wpcontent/uploads/ibp_kenya_budget_calendar_2015.pdf

TASK EXPLANATORY NOTES

1. In plenary led by the facilitator answer question one in the task below.
2. Individually or in groups of two or three take name cards of key Kenyan budget documents and answer questions two and three below:
3. Refer to the IBP infographic on the Kenyan budget calendar as the facilitator takes you through the budget process at both the national and county level in Kenya.
4. Read the readings (Reading 2.1 – 2.3) at your own time for more insight on the budget process.

TASK 2.1

- 1) List in plenary the four budget stages, the actors in charge of each stage and budget documents prepared in each stage.
(Pick a card from the Facilitator)
- 2) Guess where the key budget documents in the cards might come in the four budget stages.
(Pin/ attach the documents to the stage you think the documents correspond to, giving your reasons)
- 3) Guess what the key budget documents in the cards are (what information do they contain?)

EXTRA READINGS

READING 2.1 ■ THE 7 KEY COUNTY BUDGET DOCUMENTS

Governments should produce and make available to the public in a timely manner the following eight key budget documents:

Card	Notes	National Government Equivalent
COUNTY ANNUAL DEVELOPMENT PLAN (ADP)	<p>These plans are tabled in the assembly by September 1 each year giving the county ‘strategic priorities’; how the county is responding to the changes in the economic environment as well as programmes and capital projects to be undertaken in the relevant FY (PFM S.126).</p> <p>Importance: The law is clear that no project should be in the budget that is not derived from county plans. The ADP is a good opportunity for the public to modify the proposals in the CIDP (5-year plan) and give specifics as to which sectors and particular programmes they want to prioritize in the upcoming FY.</p> <p>(Refer to Task 1.6 on Reflecting on your county’s Plan).</p>	
COUNTY FISCAL STRATEGY PAPER (CFSP)	<p>This is a paper giving the county’s performance for the current half year, financial projections, sector priorities and sector ceilings for the next year. It gives key economic data and assumptions (such as those related to economic growth or inflation) used in the formulation of the budget for the upcoming year. (PFM S.117).</p> <p>Importance: The CFSP reflects the government’s initial thinking about the budget for the coming year, with the understanding that the final budget may take into account new developments that emerge during the budget formulation period, as well as the feedback that the BPS itself will receive from the cabinet, the legislature, civil society, and the public. Nevertheless, the BPS should set the ceilings for sectors and these should generally not change with the budget.</p> <p>(Refer to Task 2.2 below on Reading Your County Fiscal Strategy Paper).</p>	BUDGET POLICY STATEMENT

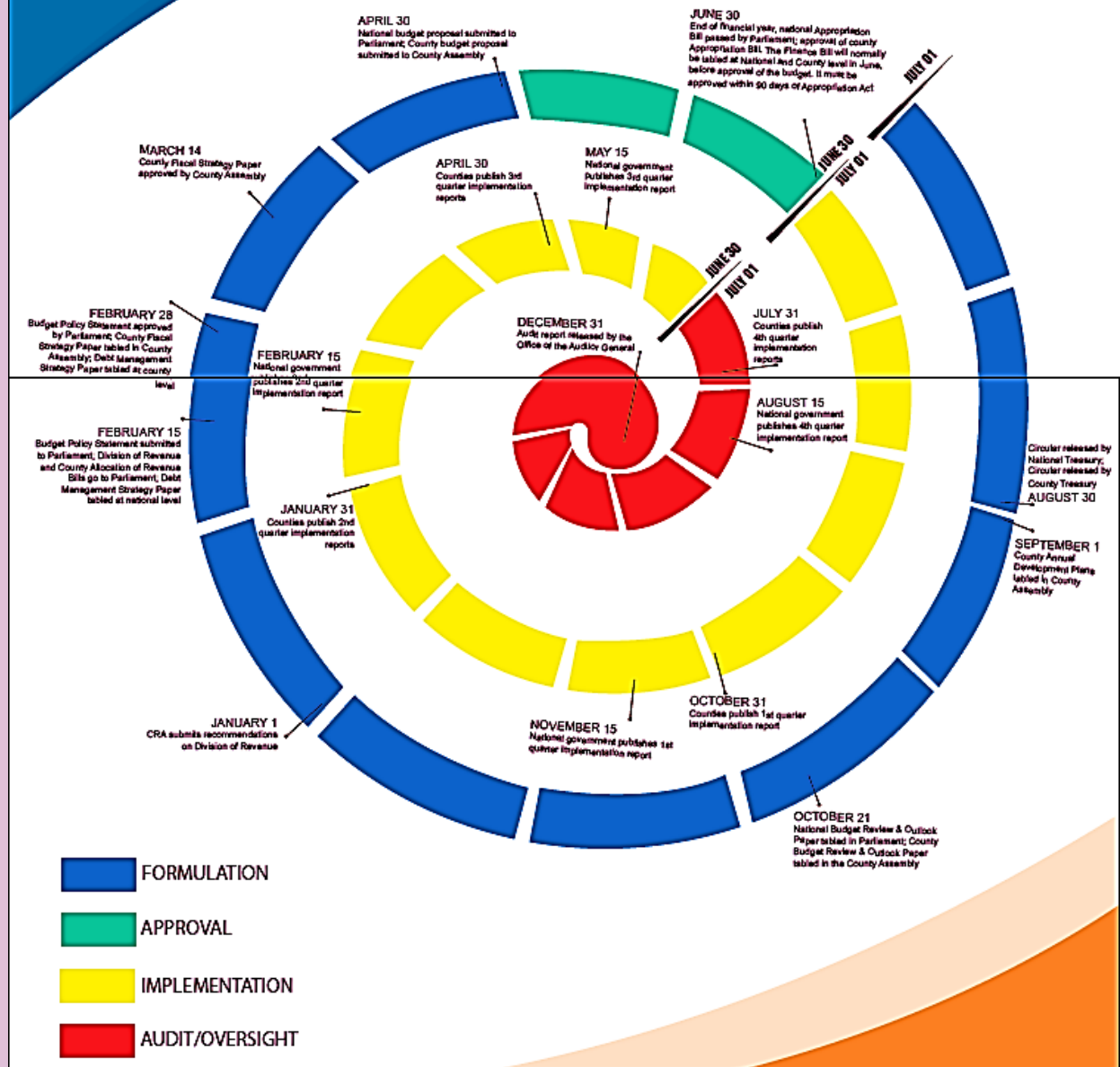
<p style="text-align: center;">COUNTY BUDGET PROPOSAL</p>	<p>This is a proposal that is sent to Parliament and should be made available to the public soon thereafter. It should include revenue and expenditure estimates, macroeconomic and debt information, multi-year budget data, and public policy information.</p> <p>Importance: The budget proposal is the primary document through which the government translates its key policy goals into action. In Kenya, note that the revenue collection measures are actually presented separately in the Finance Bill. However, the expenditure level is based on revenue estimates that were already presented in the CFSP (or BPS).</p> <p>Since government takes these decisions (on revenues, expenditures, and debt) on behalf of all citizens, it is essential that it provides a full explanation of its taxation, borrowing, and spending plans before the budget is enacted to allow for informed public debate and informed legislative discussion and approval, and so citizens know how their money is collected and spent.</p> <p>Note: A non-technical version of the budget that is commonly known as the CITIZENS BUDGET should be produced by the government to ease the process of public deliberation.</p> <p>(Refer to Task 2.5 below on 20 Questions About Your Budget).</p>	<p style="text-align: center;">NATIONAL BUDGET PROPOSAL</p>
<p style="text-align: center;">COUNTY APPROPRIATION ACT</p>	<p>A document which is passed into law as the budget to be implemented for the upcoming fiscal year. It is also known as the enacted budget for the coming year.</p> <p>Importance: This is the law of the land. It provides the baseline information for any analysis conducted during the budget year. In other words, it is the starting point for monitoring the implementation phase of the budget. It is important to understand any differences between the budget proposal and the appropriation acts, which reflect the changes made by the legislature to the executive's budget proposal.</p> <p>(Refer to Task 2.5 below on 20 Questions About Your Budget)</p>	<p style="text-align: center;">NATIONAL APPROPRIATION ACT</p>

<p align="center">COUNTY BUDGET IMPLEMENTATION REPORTS</p>	<p>These are quarterly reports produced and made available by the counties and the Controller of Budget (Constitution Art. 228). These report on actual revenues and expenditures against original targets in the budget, recent economic developments (e.g., growth, inflation, etc.), financing the budget deficit, and public debt.</p> <p>Importance: These reports provide details on budget implementation during the budget year. They provide a periodic measure of the trends in revenues and expenditure totals to date, giving explanations for any significant deviations from expectations. These provide regular information to policy makers, the press, and the public, to allow for problems in budget execution to be dealt with before the year ends (PFM Act, 2012. S. 101).</p> <p>(Refer to Task 4.1 below on 7 Questions About Your County’s Implementation Reports).</p>	<p align="center">NATIONAL BUDGET IMPLEMENTATION REPORTS</p>
<p align="center">COUNTY BUDGET REVIEW AND OUTLOOK PAPER</p>	<p>This is a paper reviewing the actual fiscal performance of the previous financial year’ as well as ‘updating the economic and financial forecast information as compared to the CFSP’. This document falls within two stages: the formulation and evaluation stage. This is because it has a review of past performance, but also outlook for the coming year.</p> <p>Importance: Performance information allows the government, the public and other stakeholders to effectively engage in the next FY budget cycle from an informed point of view. The CBROP provides provisional (proposed) sector ceilings for each sector and allows for informed sector hearings leading to the preparation and approval of the CFSP. In this sense, it is like a draft of the CFSP which allows sectors to prepare reasonable proposals for next year’s budget (PFM S. 117).</p> <p>(Refer to Task 2.2 below Reading your CBROP)</p>	<p align="center">NATIONAL BUDGET REVIEW AND OUTLOOK PAPER</p>
<p align="center">COUNTY AUDIT REPORT</p>	<p>This document produced and issued by the country’s Supreme Audit Institution (Auditor-General) on an annual basis assesses the government’s year-end final accounts and whether public resources were utilized effectively.</p>	<p align="center">NATIONAL AUDIT REPORT</p>

	<p>Importance: Audit Reports (AR) provide the public with an independent account of whether the government’s reporting of how it raised revenue (e.g., taxes) and spent public funds during the previous year is accurate. It also indicates whether the government has complied with financial management laws.</p> <p>The AR is a critical element in closing the accountability loop. At the start of the year, the legislature approves a budget that sets out how the government intends to tax, borrow, and spend public money. Thus, at the end of the year, the legislature and public require a credible assurance that the government’s account of how it actually implemented the budget can be believed, and whether it remained at all times within the law.</p>	
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READING 2.2: KENYA'S BUDGET CALENDAR

KENYA'S BUDGET CALENDAR: National and County



Outline of the Key Dates in the Graphic.

STAGE ONE: FORMULATION			
Statutory Deadline/ Timeline*	Key Budget Documents/Processes		Role of the public
	National government	County Government	
August 30	National Treasury Circular identifies “key policy areas and issues that are to be taken into consideration when preparing the budget.”	County Treasury Circular identifies “key policy areas and issues that are to be taken into consideration when preparing the budget.”	No input from the public but circular should also contain calendar for the year including participation opportunities.
September 1		Annual Development Plan (every year including the first year or a new election term) The plan must be made public within 7 days.	Public input after September 7 to the County Assembly.
September 1 to February 15. (National) September 1 to February 28. (County)	National Treasury and the various ministries and agencies undertake some consultation with the public and other stakeholders (sector hearings).	County Treasury and the various ministries/ departments and agencies undertake some consultation with the public and other stakeholders (sector hearings).	Public input September 1 to Feb 28.
October 21	National Budget Review and Outlook Paper (submitted to National Assembly by the National Treasury after approval of the cabinet).	County Budget Review and Outlook Paper (submitted to County Assembly by the County Treasury after approval of the County Executive Committee).	Public review after 15 days of tabling in National Assembly (latest November, 4) and 7 days of tabling in the County. Assembly; County Budget and

			Economic Forum to review the CBROP.
February 15	Budget Policy Statement (BPS) tabled in Parliament.	County Treasury given a short window to align County Fiscal Strategy Papers with BPS.	Public input between Feb 15 and Feb 28 at national level.
February 28	Budget Policy Statement to be approved by Parliament.	County Fiscal Strategy Paper to be tabled in each County Assembly. (The CFSP has to be made public 7 days after tabling)	Public input between Feb 28 and March 14 at county level County Budget and Economic Forum to review the CFSP.
March 14		County Fiscal Strategy Paper approval.	
STAGE TWO: AMENDMENT AND APPROVAL			
Statutory Deadline/ Timeline*	Key Budget Documents/Processes		Role of the public
	National government	County Government	
April 30	National budget proposal (estimates) submitted to Parliament.	County budget proposals (estimates) submitted to County Assemblies.	The Citizens Budget should be made available around the same time as the budget proposal/estimates.
May	National Budget and Appropriation Committee hold public hearings on the budget and tables a report with recommendations to full Parliament.	County Budget and Appropriation Committees hold public hearings on the budget and the committees table a report with recommendations to County Assemblies.	Public input between April 30 and June 30, primarily in May.

June 30 (End of Financial year)	National Appropriation Act enacted by Parliament.	County Appropriation Act enacted by County Assembly.	Public input between April 30 and June 30.
STAGE THREE: IMPLEMENTATION			
Statutory Deadline/ Timeline*	Key Budget Documents/Processes		Role of the public
	National government	County Government	
October 31 (County) November 15 (National)	National government publishes 1 st quarter budget implementation report.	Counties publish 1 st quarter budget implementation report.	Keep track of the Executive and give feedback to National or County Assemblies.
January 31 (County) February 15 (National)	National government publishes 2 nd quarter budget implementation report.	Counties publish 2 nd quarter budget implementation reports.	Keep track of the Executive and give feedback to National or County Assemblies.
April 30 (County) May 15 (National)	National government publishes 3 rd quarter budget implementation report.	Counties publish 3 rd quarter budget implementation reports.	Keep track of the Executive and give feedback to National or County Assemblies.
July 31 (County: Next FY) August 15 (National: Next FY)	National government publishes 4 th quarter implementation report.	Counties publish 4 th quarter implementation reports.	Keep track of the Executive and give feedback to National or County Assemblies.
STAGE FOUR: AUDIT AND EVALUATION			
	Key Budget Documents/Processes		Role of the public

Statutory Deadline/ Timeline*	National government	County Government	
October 21 (Next FY)	National Budget Review and Outlook Paper (submitted to National Assembly by the National Treasury after approval of the Cabinet).	County Budget Review and Outlook Paper (submitted to County Assembly by the County Treasury after approval of the cabinet).	Public review after 15 days of tabling in National Assembly (latest November, 4) and 7 days of tabling in the County Assembly; County Budget and Economic Forum to review the CBROP.
December 31(Next FY)	Auditor produces a report on the previous financial year (tabled in the National Assembly). The Public Accounts Committee (PAC) reviews the audit report and makes recommendations to the Parliament.	Auditor produces a report on the previous financial year (tabled in the County Assembly). The Public Accounts Committee (PAC) reviews the audit report and makes recommendations to the County Assembly.	The Auditor General can receive complaints from the public throughout the year. The public should also follow up on the recommendations given by the AG as well as the PAC to see if they are implemented.

READING 2.3 ■ OTHER SOURCES OF BUDGET-RELATED INFORMATION IN KENYA

Name of Document	Content	Source
GOVERNMENT DOCUMENTS		
Statistical Annex to the Budget Statement (Speech)	This report contains data covering a number of years, including the current budget year, on key economic indicators (e.g., gross domestic product, growth, prices, inflation rates, etc.), the composition of government revenues & expenditures, and the composition of the debt. The data is presented in tables, charts, and graphs, and is designed to serve as a reference for statistical information related to the budget.	Ministry of Finance www.treasury.go.ke
Division of Revenue Bill/Act	This is the bill that is tabled in Parliament to establish how much of national revenue will be given to the national government, and how much will go to all the counties together. (After this is decided, the County Allocation of Revenue Bill determines how much each individual county receives from the overall share for counties.)	The National Council for Law Reporting www.kenyalaw.org
The Budget Committee Report on the Estimates of Revenue and Expenditure	This report is published by the Budget Committee of Parliament after it completes its review and discussion of the Budget Policy Statement and the Budget Proposal. It includes a comparison of the Budget Policy Statement with the Budget Proposal and evaluates budget priorities, tax estimates, economic policies, and expenditure estimates for various policies and programs. The report concludes with recommendations and	Parliament www.parliament.go.ke

	proposed adjustments (cuts and increases) as well as reallocations in the Budget Proposal.	
The Finance Bill/Act	This is the bill tabled in the National Assembly to authorize tax and other revenue measures. In Kenya, this is presented and passed separately from the budget. (A County Finance Bill must also be passed to authorize tax and revenue measures at county level.)	The National Council for Law Reporting www.kenyalaw.org
Supplementary Budget	A supplementary budget is generally passed sometime during the budget year (usually in January/February), after the budget has been approved, to make changes due to a failure to plan fully for the needs of the government. The supplementary budget is limited to 10 percent of the total budget that was approved, unless in exceptional circumstances Parliament authorizes a larger supplementary budget.	Government Press www.governmentpress.co.ke (hard copies only)
Republic of Kenya Economic Survey	This is an annual publication normally published in May. It provides an overview of international economic conditions and analyzes the performance of the entire Kenyan economy as well as various sectors of the economy. Data is presented for both the current and past four years. Sectors include: education, health, employment, agriculture, environment, energy, transport, and governance, among others.	Kenya National Bureau of Statistics www.knbs.or.ke
Sector Reports for the Medium Term Expenditure Framework (MTEF)	These reports provide an outline of a sector's strategic goals and key programs, and review the sector's performance in implementing these programs under the MTEF in comparison to established targets. It also includes an analysis of expenditures in the sector, outlines priorities and financial plans for the 3-year period, and analyzes funding	Ministry of Finance www.treasury.go.ke

	requirements versus allocations. Lastly, it identifies issues and challenges to the sector and provides recommendations for the sector to achieve planned outputs and outcomes more effectively.	
Central Bank of Kenya Monthly Economic Review	This publication highlights recent economic developments in a given month with regard to: inflation; economic growth; the performance of key economic sectors such as agriculture, manufacturing, and tourism; public debt; and government budget performance, among others. The section on the budget looks at the progress of aggregate revenue collection and expenditure to date, the composition of revenue and expenditure, government borrowing, and the current outlook on the remainder of the budget year.	Central Bank of Kenya www.centralbank.go.ke/index.php/monthly-economic-review
Monthly Debt Bulletins	This short report provides a detailed overview of the debt situation of the country, such as the size of the debt, debt composition, the cost of the debt, a breakdown of external debt by donors, interest payments, and information on domestic debt.	Ministry of Finance www.treasury.go.ke
pre-election economic and fiscal update and a post-election economic and fiscal update	The National Treasury is required to publish the pre-election updates not earlier than four months before the polling day for any general election; and a post-election update not later than four months after the polling day of any general election.	to be prepared
CIVIL SOCIETY PUBLICATIONS		
Budget Guide	This short annual publication both summarizes and analyzes the government's proposed revenue and expenditure estimates for the upcoming budget year. A significant portion of the guide is dedicated to a sector budget analysis, in which expenditure estimates	Institute of Economic Affairs www.ieakenya.or.ke

	for key social and economic sectors are evaluated.	
Citizens Alternative Budget	The Citizens Alternative Budget (CAB) is a compilation and synthesis of budget proposals from the public, which are produced through a process of pre-budget hearings that IEA conducts with various stakeholders. IEA provides guidance to stakeholders on how to draft budget submissions, and then integrates these budget submissions to create the CAB. This document is then provided to the Ministry of Finance for possible incorporation into the upcoming budget.	Institute of Economic Affairs www.ieakenya.or.ke

GOVERNMENT WEBSITES

Ministry of Finance: The mandate of the MOF is to properly manage government financial resources. One of its key responsibilities is to initiate, guide, and coordinate all government ministries/departments in preparing the annual national budget. The MOF also manages all revenues, expenditures, and borrowing by the government. It must mobilize adequate resources to support government programs and activities, while ensuring that government expenditure is within the revenue collected. The MOF also coordinates bilateral and multilateral aid and technical assistance.	www.treasury.go.ke
Parliament of Kenya: Consists of two houses, the National Assembly and the Senate, whose key responsibilities are to exercise oversight and enact legislation. The <i>National Assembly</i> enacts legislation and also determines the allocation of national revenue between the levels of government, appropriates funds for expenditure by the national government and other national state bodies, and exercises oversight over national revenue and its expenditure. The <i>Senate</i> determines the allocation of national revenue among counties and exercises oversight over national revenue allocated to the county governments; it also debates and approves bills concerning counties.	www.parliament.go.ke
Parliamentary Budget Office: This is a research office that supports Parliament's role in the budget process, and directly supports the Budget Committee in Parliament. They conduct analysis and help Parliament to read and understand the budget proposals tabled each year by the various arms of government.	www.parliament.go.ke/plone/about-parliament/budget-office
Office of the Controller of Budget:	www.cob.go.ke

<p>The OCoB is an independent office with a mandate to oversee implementation of national and county budgets by authorizing withdrawals from the Consolidated Fund, Revenue Fund, and Equalization Fund. It also prepares annual, quarterly, and ad hoc reports to the executive and legislature on budget implementation, and advises national and county governments on measures to improve budget implementation. Through these functions, the OCoB seeks to improve transparency and accountability in the budget implementation process.</p>	
<p>Office of the Auditor General: OAG is an independent oversight body that audits and reports on the accounts of all government bodies that receive public funds, including: national and county governments; courts; independent commissions and offices established by the Constitution; state corporations; and the National Assembly, Senate, and County Assemblies. Annual audit reports confirm whether or not public money has been used lawfully and effectively. Audit reports are submitted to Parliament or the relevant County Assembly.</p>	<p>www.kenao.go.ke</p>
<p>Kenya Open Data Initiative: Launched in 2011, this initiative makes data freely available to the public through a single online portal. The 2009 census, national and sub national expenditure data, and information on key public services are among many other types of data available on the site. It is a user-friendly platform that also allows for data visualization and downloads.</p>	<p>opendata.go.ke</p>
<p>Kenya National Bureau of Statistics: KNBS is a semi-autonomous government agency that manages the National Statistical System. It collects, analyzes, and disseminates statistical data and houses the government's official statistics. It conducts the Census every ten years, maintains the national socio-economic database, establishes best practice standards for the production and dissemination of statistical information, and plans and supervises all official statistical programs.</p>	<p>www.knbs.go.ke</p>
<p>Central Bank of Kenya: The main role of the Bank is to manage the currency, money supply, and interest rates in the country. It formulates and implements monetary policy*, supports the economic policy of the government (in particular, its objectives for growth and employment), and acts as a banker and financial adviser to the government, among other roles.</p> <p>* Monetary policy is the process by which the Central Bank controls the supply of money for the purpose of promoting economic growth and stability. Two key goals are to maintain stable prices (low inflation) and low unemployment.</p>	<p>www.centralbank.go.ke</p>
<p>Kenya Revenue Authority:</p>	<p>www.revenue.go.ke</p>

KRA is in charge of the assessment, collection, administration, and enforcement of all laws related to government revenue.

Other Readings:

- i. Guide to Reading Office of the Controller of Budget’s County Reports; Companion Spreadsheet for Reading Office of the Controller of Budget’s County Reports; and Training Exercises: Reading the COB County Report available at: <http://www.internationalbudget.org/budget-work-by-country/ibps-work-in-countries/kenya/understanding-county-budgets/reading-office-of-the-controller-of-budgets-county-reports/>
- ii. Open Budget Survey Guide and Questionnaire (Question 68-96) available at: <http://www.internationalbudget.org/publications/obs-2015-questionnaire-and-guidelines-english/>
- iii. Guide to Reading Office of the Controller of Budget’s County Reports (February 2015) available at: <http://www.internationalbudget.org/wp-content/uploads/Guide-to-Reading-OCOB-Country-Reports.pdf>

KEY TAKEAWAYS

- ✓ **THERE ARE FOUR STAGES OF THE BUDGET PROCESS LED BY DIFFERENT ACTORS AND IN WHICH KEY BUDGET DOCUMENTS MUST BE PRODUCED**

BUDGET STAGE	IN CHARGE	KEY BUDGET DOCUMENT(S)
FORMULATION	COUNTY EXECUTIVE	THE ANNUAL DEVELOPMENT PLAN(ADP) COUNTY BUDGET REVIEW AND OUTLOOK PAPER(CBROP) (OUTLOOK SECTIONS) COUNTY FISCAL STRATEGY PAPER (CFSP) COUNTY BUDGET PROPOSAL
APPROVAL	COUNTY ASSEMBLY	ENACTED BUDGET/ APPROPRIATION ACT
IMPLEMENTATION	COUNTY EXECUTIVE & COUNTY ASSEMBLY	QUARTERLY IMPLEMENTATION REPORTS
AUDIT AND EVALUATION	AUDITOR GENERAL	AUDIT REPORTS COUNTY BUDGET REVIEW AND OUTLOOK PAPER(CBROP) (REVIEW SECTIONS)

- ✓ **THE PUBLIC AND THE NATIONAL ASSEMBLY PLAY AN OVERSIGHT ROLE THROUGHOUT THE FOUR STAGES OF THE BUDGET CYCLE**