

Kenya: 9 Key Questions About Your County Integrated Development Plan | February 2018

The County Integrated Development Plan (CIDP) is a plan prepared by all counties to guide development over a five-year period. The Public Finance Management Act provides that no public funds shall be appropriated outside a county's planning framework. The CIDP should contain information on development priorities that inform the annual budget process, particularly the preparation of annual development plans, the annual county fiscal strategy papers, and the annual budget estimates.

This guide examines how to read and analyze a County Integrated Development Plan (CIDP) and is useful during preparation, validation, and approval stages of the CIDP process. The examples provided below each question are samples of what you may find in a CIDP that give insights into the highlighted question(s). Where there is no CIDP (draft or approved), the questions can be used to highlight key elements that a CIDP should have. These questions may also be useful to organizations engaging with the public prior to the county government forums on the CIDP. These organizations can assist the public in preparing for the government-led process. For example, the public may generate proposals on how the county can raise greater revenue potentially helping the county in its quest to find revenue sources considered legitimate by citizens.

DOES THE CURRENT CIDP PROVIDE A REVIEW OF THE PREVIOUS CIDP AND ITS IMPLICATIONS FOR THE CURRENT CIDP?

The preparation of a CIDP should be informed by historical performance trends in the county. CIDPs should be prepared in such a way that they consider successes and challenges from previous years. Critical questions that should be asked include:

- Were revenue targets achieved over the past five years, and, if not, are the reasons for shortcomings provided?
- Are there ongoing projects/programmes from the previous CIDP that require funding, need to be abandoned, or need to be overhauled?

- Are there proposed projects that have not yet been implemented? If so, why weren't they implemented?
- What socio-economic issues remain a challenge after the implementation of the previous CIDP and how does the current CIDP address these challenges?
- How is the county building on achievements in development over the past five years (if applicable) in the current CIDP?

EXAMPLE: CIDP REVIEW

The county was unable to generate adequate funds to implement the last CIDP. This was because the county overestimated national transfers and local revenues. In the case of local revenue, the county had projected to rely on revenues from agriculture and trade sector. However, due to the severe drought spanning the past several years, produce from the farmers has been declining. The county plans to boost revenue from the two sectors by enhancing irrigation schemes. In addition, the county projects an increase in its revenue from the tourism sector as there has been an increase in interest from domestic tourists in sceneries in the county in the past three years.

DOES THE CIDP PROVIDE A CLEAR AND REALISTIC DEVELOPMENT STRATEGY FOR THE COUNTY OVER THE NEXT FIVE-YEAR PERIOD? (SETTING OUT PRIORITIES)

CIDPs should provide a clear development strategy for the county for the next five years, including a clear theory of change. Counties have scarce resources, and CIDPs should clearly show how selected priorities will be applied where there is most need. Resources should also be used efficiently, counties should be clear on the sector(s) that will be prioritized and articulate how and why the selected sector(s) will spur development in the county. In addition, the county should develop a strategy that provides priorities within all sectors and how they will interact in order to attain the desired development changes.

EXAMPLE: DEVELOPMENT STRATEGY

County X has multiple development challenges including poor access to water, food insecurity, and limited access to health care. However, most of the challenges in the county can be linked to poor access to water. County residents have no food security due to lack of water for their livestock and for irrigation in the vast arid areas of the county. Most children are malnourished and fail to attend school. Hospital visits are mainly by residents who have no access to improved water sources and suffer from water borne diseases. The county may then decide to focus on improving the accessibility and quality of water available to its county residents as its key priority over the five-year period.

DOES THE CIDP PROVIDE FOR PROGRAMMES AND TRANSFORMATIVE PROJECTS TO BE IMPLEMENTED TO ACHIEVE THE DESIRED DEVELOPMENTAL CHANGE?

The CIDP will be a key reference document in subsequent budget preparation processes. Two key components that should be provided in the CIDP:

1. **Programmes:** Programmes define the objectives to be met by counties’ spending. Counties are required to prepare annual Programme Based Budgets informed by county plans. CIDPs should therefore provide programme level information, making it easy to track expenditure allocations in annual budget estimates.

2. **Projects:** While not every capital project will be provided in the CIDP, there should be flagship and transformative projects that are proposed to support the development agenda being advanced. Additional projects advanced within the five-year period can be proposed and approved as part of the Annual Development Plans and County Programme Based budgets, but within the overall strategies set in the CIDP. The CIDP should provide for the

- Cost of major capital projects including the estimated operational costs of such projects,
- The status of the projects showing whether they are new or on-going,
- Source of funding of projects, and
- Implementation plan for the projects across the five-year period

EXAMPLE: PROJECT IMPLEMENTATION

County residents have proposed that the country focus on improving access to water. The programmes proposed include:

	Programme	Objective
Programme 1	Water supply development	Ensure that 80 percent of county households have access to clean and safe water by 2022.

The transformative project under the water and irrigation sector:

Name of project	Cost estimates (Ksh)	Status	Location	Source of funding	Year 1	Year 2
Multipurpose Dam B	1 billion	New	Ward X	1. County government 2. Donor X	*Insert cost and description of progress	*Insert cost and description of progress

DOES THE CIDP PROVIDE A CLEAR AND REALISTIC REVENUE MOBILIZATION STRATEGY FOR THE COUNTY OVER THE FIVE-YEAR PERIOD?

It should be clear how priorities in the CIDP will be funded. This includes national transfers, donor funds, and loans. More importantly, counties also have the mandate to raise their own revenue to fund their budgets. There should be a clear revenue mobilization strategy that includes:

- **Existing revenue sources such as national transfers and local revenue:** Projections on how much revenue the county can raise should be realistic and based on historical trends.

- **New revenue sources:** Counties can explore other potential revenue sources as well. This may be extended to returns/profits to the county from undertaking investments. Counties can also borrow money to fund capital projects, though, all borrowing must be guaranteed by the national government and approved by both Parliament and the county assemblies. In cases where a county relies on debt to fund their CIDP, a clear debt management strategy should be provided.

EXAMPLE: REVENUE SOURCES

Revenue source	Description	Average collection 2013-2017	Estimate collection					Notes (Justifications)
			2017/2018	2018/2019	2019/2020	2020/2021	2021/2022	
Game park fees	Income from <ul style="list-style-type: none"> • K reserve • L conservancy 	*insert	*insert	*insert	*insert	*insert	*insert	The county will increase collection from K reserve by issuing three approvals for construction of facilities of accommodation within the park

DOES THE CIDP INDICATE AREAS OF COORDINATION BETWEEN THE NATIONAL GOVERNMENT, OTHER COUNTY GOVERNMENTS, DEVELOPMENT PARTNERS AND OTHER STAKEHOLDERS IN COUNTY DEVELOPMENT?

The CIDP provides the overall development agenda for the county, which requires coordination among various stakeholders to avoid duplication of effort and to build synergies. For non-county functions, the actor implementing the project should be clarified. The CIDP should provide for avenues of collaboration with:

- **The national government:** The county has specific constitutional functions. In order to fully realize its goals, counties must collaborate with the national government, which has complementary functions. There is also a need to align the development agenda of the county to national government plans and policies.
- **Other counties (regional coordination):** Some challenges faced by a county may require neighboring (regional) counties to work together. In other cases, there may be opportunities to resolve county needs by utilizing neighboring counties' resources. The CIDP should provide for areas of collaboration and coordination at the regional level. Any linkages should be explained in detail.

- **Donors, private sector and non-governmental organizations:** The CIDP should provide the full scope its expectations of project implementation to realize county development by any other non-state partners.

EXAMPLE: COORDINATION UNDER THE WATER SECTOR

The national government: should give further guidelines under the Water Act, 2016 on regional coordination of water projects.

Regional coordination: the county will work with county X and Y to pool resources together for the construction of a dam. Contribution to the project will depend on the number of households set to benefit from the dam in each county.

Other stakeholders: Z, a nonprofit organization, commits to conduct feasibility studies on transformative projects in 2017/18

DOES THE CIDP PROPOSE DELIBERATE STEPS TO PROMOTE EQUITABLE DISTRIBUTION OF RESOURCES?

At the root of devolution is the equitable distribution of resources to ensure less developed areas are brought to the level generally enjoyed by the rest of the county, and ultimately, the country. The CIDP should provide information that shows demarcates the least developed areas (using various parameters such as: access to improved water, health care, etc.) and the intended steps to reduce inequalities. What programmes and projects will the county undertake to develop those areas? Equitable distribution should be defined for both the recurrent and capital expenditure. The CIDP should make provisions on how public services provided in the most developed areas are maintained (holding harmless) as it promotes development in other areas.

EXAMPLE: EQUITABLE DISTRIBUTION OF RESOURCES

According to statistics collected by the county government over the past five years and published by the Kenya Bureau of Statistics, Ward X and Y have the poorest access to clean and safe water. Village Q in Ward Z and Village R in Ward V are also reported to have even lower access than the average number of households without access to water in Ward X and Y. In the next five years the county will aim to improve access to water in these two wards (X and Y) as well as in Village Q and R.

DOES THE CIDP PROVIDE AN IMPLEMENTATION, MONITORING AND EVALUATION FRAMEWORK?

The CIDP is a five-year plan and it should have an implementation, monitoring, and evaluation framework in place. Clear timeframes, baselines, targets, as well as indicators for programmes and major projects should be provided in the CIDP. It should also be clear what institution, level of government, or development partner is responsible for implementing each programme/project. This extends to how the county will be tracking development progress in least developed areas in the county.

EXAMPLE: MONITORING AND EVALUATION FRAMEWORK

Programme	Objective	Indicator	Baseline 2016/17	Target 2017/18	Target 2018/19	Target 2019/20
Programme 1: Water supply development	Ensure that 80 percent of county households have access to clean and safe water by 2022	Number of additional households that have access to clean and safe water	50,000 households (out of 65,000 households) in the county have poor access to clean and safe water.	4,000 additional households in 1) Ward X and Y, 2) Village Q in and Village R (*villages and wards with the poorest access to clean and safe water) get access to clean and safe water.	8,000 additional households in 1) Ward X and Y, 2) Village Q in and Village R get access to clean and safe water.	12,000 additional households in the county have access to clean and safe water in all wards and villages)

ARE THERE ADEQUATE JUSTIFICATIONS FOR THE PROPOSALS BEING ADVANCED BY THE CIDP, AND WHAT DATA OR EVIDENCE IS CITED IN THE PROPOSALS IN YOUR CIDP?

The CIDP should provide relevant information to support all proposals therein, and to aid in budgetary decision making for the next five years. The county planning unit has the mandate to include, both in the draft and approved CIDP, relevant information that will promote civic education and deliberations by the public and other stakeholders. Explanations on proposals and decisions made during the CIDP process should be adequate based on accessible, accurate, and verifiable data. This data may be included in the CIDP as annexes, in the main text of the CIDP, or in separate documents made publicly available. Data is important in the prioritization process and subsequent deliberations on the development strategy taken. Explanations extend to the proposed solutions to the challenge as well.

EXAMPLE: ADEQUATE JUSTIFICATIONS

The CIDP may provide that the county will focus on improvement of access to water. This is because:

- 1. The county ranks among the bottom five counties in terms of access to improved water sources in the country as reported in multiple sources, including publications by the Kenya National Bureaus of Statistics.*
- 2. The public proposed water projects in the public participation forums across the county (see public participation report).*

Regarding explanation to the proposed solutions: The county will enter into an agreement with another county that has a reliable water source such as a river and partner in constructing a dam that will supply water in both counties. Other interventions such as boreholes have not been successful in the past in resolving the challenge

IS THERE EVIDENCE OF MEANINGFUL PUBLIC PARTICIPATION IN THE CIDP PREPARATION PROCESS?

The CIDP should provide a report on the public inputs included in the CIDP preparation process, and how it influenced the final document. If these inputs were rejected, adequate reasons why should be provided. Public participation should not be reduced to discussion of capital projects only. ¹ The discussion should begin at articulating needs, and continue through deliberations on prioritizing them and deliberation on the best way to meet these needs (which could include recurrent programs). The annex gives pointers on how to structure public participation in the preparation of CIDPs.

EXAMPLE: REPORT ON PUBLIC PARTICIPATION

The content of the report should include:

1. **Selection process of the participants** (* provide description of participants including the demographic and geographical representation). For example, participation began at the village level up to the county level. Delegates were selected at each stage to represent the different geographical areas...
2. **Structures of the public participation process** (* provide description of the programmes and scripts used in running the public participation process)
3. **Proposals on the county development strategy** (*provide the priorities proposed by the participants and how these priorities were arrived at. For example, decisions were by consensus/ voting etc.)

¹ These are projects that result in creation or renewal of assets. These may also be referred to as development projects.

ANNEX: NOTES ON PUBLIC PARTICIPATION

Public participation in the preparation of the CIDP must be structured in a manner that allows the public to give meaningful input to the decisions at hand. The public should provide input on priorities for the next five years and particularly on the county's approach to development. Some of the aspects that should be defined in the public participation process and later reported by the county include:

1. **Selection of participants:** The county can rely on self-selection but to ensure there is more representation there can be deliberate measures to ensure representation from different demographics (e.g. minorities and marginalized groups) or geographical units (ward/ sub-county). This may require a delegation system by which delegates are selected from the village level to the ward level and sub-county level forums.
2. **Provision of background information/expertise/the role of the county executive:** Background information should be provided to the public to enable them to participate effectively. The county executive should provide information such as: the past performance of the county, the estimated cost of major projects, data on inequalities in the county, the state of public services in the county, and proposals on possible options to achieve anticipated development in the county.
3. **Moderating/facilitation:** the county should have specific facilitators with a good understanding of the budgetary and planning process. These facilitators should promote the use of giving justifications, from both the government and the public, in the participation process. The facilitator should ensure that everyone is participating, including minorities and marginalized groups. The facilitator should also structure the discussions around the decisions at hand.
4. **Physical and non-physical participation:** Participation can be encouraged through non-physical or physical forums. For example, an online poll on the county website asking which sector should be given priority and why, or through other means of communication such as text messages asking recipients to reply with a sector that should be a priority and why. Memoranda or written submissions should also be presented to the county government and published.
5. **Decision making:** It should be clear how decisions leading to the adoption of the CIDP were made. Was this by consensus/voting or any other way?
6. **Reporting:** There should be an active rapporteur taking minutes and the proposals and decisions made in the public participation forums. The rapporteur should also record the justifications offered

in the deliberative process. Notes should be recorded during the participation process; they should be easy to refer to during and after the public participation process, and published separately or as an annexure to the CIDP that is finally approved.