

# COMMUNITY SCORE CARD (CSC)

*The status of County roads and Early  
Childhood Development Education in 3  
selected wards within the Counties of Siaya,  
Kisumu and Vihiga*

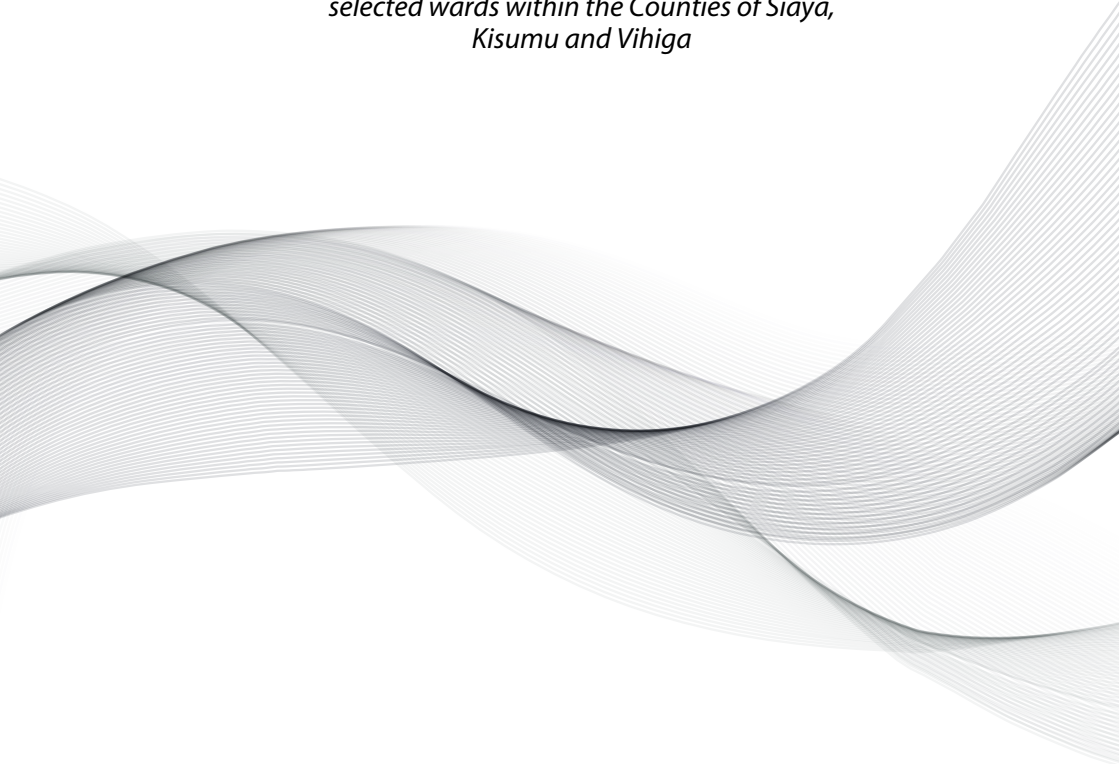




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**Cover Page:** Chanda ECDE centre in Vihiga County. Picture courtesy of the Vihiga County Government.

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Although efforts have been made to ensure high editorial standards, you may still encounter a few unintended grammatical errors.

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***Thank you!***

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### ABBREVIATIONS

<b>CIDP</b>	County Integrated Development Plan
<b>CRA</b>	Commission on Revenue Allocation
<b>CSC</b>	Community Score Card
<b>ECDE</b>	Early Childhood Development Education
<b>KAS</b>	Konrad Adenauer Stiftung
<b>KII</b>	Key Informant Interviewee
<b>MCA</b>	Member of County Assembly
<b>NER</b>	Net Enrolment Rate
<b>PET</b>	Public Expenditure Tracking
<b>CSOs</b>	Civil Society Organization (s)
<b>NSAs</b>	Non-State Actor(s)
<b>PPIMA</b>	Public Policy Information Monitoring and Advocacy
<b>ITM</b>	Input Tracking Matrix
<b>LACOT</b>	Lakeshore for Community Transformation





## **INTRODUCTION AND CURSORY**

The utmost priority for the Konrad Adenauer Stiftung (KAS) in Kenya is the promotion and consolidation of democracy. This priority is in line with the Kenyan constitution which provides for devolution as an essential element of localized-participatory governance. The constitution is keen on public participation and recognizes the role of citizens in governance. However, the underpinning of this Community Score Card exercise was based on the fact that the lifeline of public participations lies in the proactiveness by which citizens exercise their oversight responsibilities. Since 2017, the KAS Kenya office has promoted the use of Community Score Cards (CSCs) as an accountability instrument to monitor and report on community perceptions in respect to the nature and quality service delivery in the counties of West Pokot and Baringo, targeting the county road infrastructure, community security, and food security.

Progressively, CSC has created a niche as one of the flagship concepts that KAS Kenya office implement in partnership with local organizations to improve accountability in public service. The lessons learnt from Baringo


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and West Pokot Counties is that this approach was important in directly engaging communities on their perception on development, provision of services and general state of political governance. Importantly is that this approach also brought together the leaders, policy implementers and the communities to agree on how some of these perceptions can be corrected, discussing real issues that affected them, from issues such as water pans, pastures, infrastructure and how the lack of such triggered human and community insecurity. The whole idea was to allow the government to *'shoot less in the dark'* while providing interventions in a more objective sense.

In order to continue promoting meaningful engagement and to help to realize participatory governance at the local level, KAS extended the concept of the CSC to Kisumu, Siaya and Vihiga Counties where local civil society organizations were engaged in series of trainings that looked into public accountability. This is before the actual CSC exercise was conducted. The trainings included looking at tools such as social audit, Public Expenditure Tracking (PET), resource flow risk analysis, budget analysis and Community Score Card (CSC) among others. Social audit was only conducted after the partners had undergone the aforementioned trainings.

CSC was an outcome by CSOs especially those who wanted to gain an opportunity to interact with both citizens and government and at the same time gain practical experiences on evidence based advocacy. This exercise was also an off shoot of a social audit exercise that was conducted in the three counties earlier on targeting the county roads as well as the primary health care infrastructure. The focus for the CSC was on the devolved functions of governance looking at the Early Childhood Development Education as well as the county road infrastructural projects. The core idea was to infuse local voice in the planning and decision-making processes. Different people interpret public involvement in different ways and therefore yields different results and does not automatically lead to meaningful conversations on access to quality services. Such endeavors therefore, would provide the right balance of scale towards meaningful conversations.



The following areas in the three counties were selected for the exercise. Ugunja ward in Siaya County, Lugaga-Wamuluma ward in Vihiga County and Manyatta B ward in Kisumu County were targeted for the Community Score Card exercise. The exercise had preset indicators or variables on a score card which participants filled out, expressing how satisfied or dissatisfied they were. The process of scoring was done through Focus Group Discussions (FGDs) in which service users were purposively selected to assess the delivery of services by the county government. Separately, one on one sessions were conducted with select government officials to populate the input matrices. Each Ward had two FGDs based on community (service user's) sessions where scoring was done, as well as an interface and action planning.

Community members filled out the Score Cards, which had a scale of between 1-5 with 1 being the lowest score and 5 being the highest. The community members -who were the main service users in respect to the infrastructures, facilities or service, were allowed to give a score representative of their experience and perceptions. The questions were discussed in English, Swahili and local languages of Luhya and Luo for ease of understanding. To be able to participate in the scoring process, the local partner organizations discussed with the communities and prepared them that external partners from outside would be invited to participate in the CSC processes.

The input from county government officials (service providers) was based on the Key Informant Interviews (KII) conducted using an input tracking matrix designed for each of the service areas. The rationale was to allow the service providers to point out context based gaps and contradictions that can tell more beyond just the scores by the service users. By inputting into the matrices, the service providers were able to account for the actual length and amount of resource input vis-à-vis the output, the periods of completion or simply laying out what has been done and what has not as well as the challenges.

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In the interface meeting that was conducted after the scores were done, each meeting had between 8 and 9 people; 6 members of the community and 2 or 3 government officials. This was representative of one ward, where four wards were reached. Regarding the scores on ECDE, the best score was 4.8 in Lugaga, Vihiga County, where the response was on the fact that children utilized the new facilities or existing ones to learn and that most were taken care of. The county had invested in ECDE learning and cognitive/growth development material, through purchases and donations. This question also recorded relatively higher scores of 4.7 and 4.4 in Manyatta B, Kisumu and Ugunja, Siaya County respectively.

The lowest score under ECDE in Lugaga Ward, Vihiga was 2.1 on availability of the ECDE facilities, with concerns having been raised was that all that was there were classrooms which were hosted in primary schools. This means that while parents and guardians were quick to get slots for their children and while the existing facilities were well equipped, they were however not enough in respect to the population or needs from the communities. Because of the challenges of enough facilities, some of the ECDE pupils were forced to be accommodated in the lower primary school level structures. This meant that it was not a strange sight to find ECDE pupils using big desks meant for primary school children. It was also mentioned that play equipment was not available and all pupils including those in primary schools used the same toilets.

Kisumu County, Manyatta B Ward shared the same score of 2.1 on sufficiency of ECDE schools. This means that there was a big challenge with structure development and therefore there were few facilities amid the said few facilities being utilized to the brim.

The score from Kisumu County, Manyatta B Ward on county roads was dismal. The Ward scored 1.5 on sufficiency of tarmac roads and 1.8 on state of murram roads in the county. It is important to remember that Manyatta B ward was majorly an informal settlement and the challenges of marginalization and inaccessibility may have impeded service



providers' responses. Level of encroachment on roads was also high, but it was also explained both in the input matrix process and in the interface meeting that the ward was still in line for repairs and maintenance.

In Vihiga County, Lugaga Ward had a significant portion of the road network classified as murrum roads. The murrum road was not well maintained, and registered a score of 2.4 out of the possible 5.0 mainly on maintenance or state of the road. The occasional long rainy season were cited as the prime excuse to the poor maintenance exercise of the murrum roads in the Ward.

In Ugunja Ward, Siaya County, a score of 3.7 was given in respect to the sufficiency of murrum roads, The same score as Lugaga Ward and better than 2.6 for Manyatta B in Kisumu. For Ugunja, the main challenge is that most of those roads even though had a higher rating when it came to the question of being sufficient, the score went down to 2.3 when the question was on the quality of maintenance.

Last but not least, it was recommended that copies of this report should be shared with the respective 3 County Government offices; first to communicate the concerns of the service users in the three respective wards, especially looking at the scores and illustrating why the scores appear to be the way they appear. There are some concerns that may have been beyond the scope and decisions of the county government officials that were involved during the exercise, yet were critical issues that warranted redress. The evidence brought out by the report on the rating of government in service delivery is a good effort to highlight to government where they can communication as well as service provision.


In communities where Community Score Cards had created positive impact like in the case of Afghanistan's Integrity Watch<sup>1</sup> and Malawi's CARE International study<sup>2</sup>, it was possible to assess the impact of the Community Score Card by comparing the scores attained during different times. In both cases, the Community Score Card

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was conducted annually. It is therefore recommended that the Score Card is conducted annually to revisit and assess whether there have been improvements by the service providers as well as perceptions by the communities. To this end, there is need to work with the different communities and government departments/agencies in the three counties especially on the action plans. CSOs can support the implementation of this report by picking out aspects that are reflective of their programme areas, and subsequently help to hold public forums that are key in steering public interest that will eventually start to demand for the establishment of ECDE facilities/centres that can lower the pressure mounting in respect to the current few centres. Need not to forget, that the county should also make the county roads or feeder roads more accessible. This testament should be replicated in other Wards where the same challenges may seem to manifest.

It is crucial to publicize the progress (or lack thereof) of the action plan so that service users will be able to determine whether or not their suggestions are being implemented. On the demand side, it is important to collaborate with civil society organizations and the media to maintain momentum for the reforms by ensuring that the results from the CSC exercise are widely disseminated to the public.



CHAPTER ONE:  
**BACKGROUND AND COMMUNITY  
SCORE CARD OVERVIEW**

### **1.1 Background**

The programme priority for KAS in Kenya is the promotion and consolidation of democracy. Devolution is one of the newly introduced governance approaches, meant to essentially localize democracy by bringing services and political power closer to the people. Initiatives by Non-State Actors (NSAs) are becoming keen to strengthen public participation, recognizing the role active citizens play in safeguarding the intention of any governance process at their local level. Since 2018, KAS country programme has delved deeper into public accountability tailored activities and has conducted the Community Score Card in 2 counties and the current 3 counties will add up to a total of 5. The motivation behind the score card has been to monitor the delivery of services especially those that are aligned to the 14 + functions of the county governments. Different people interpret public participation in different ways but what is important is that the process is meaningful, uses evidence generated

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through tools of public accountability or social accountability and opens up conversations on service delivery.

To extend and link the theoretical understanding with practical implementation, a number of community based organizations drawn from Kisumu, Vihiga and Siaya Counties were engaged not just to understand and prioritize the different tools of social accountability but were engaged in prioritizing which social accountability tool was suited to be implemented based on prevailing political context, the simplicity of complexity of the issues to be looked at and the level at which these issues occurred. The trainings leading to the identification of community score card for this specific exercise also looked at others like the social audit, Public Expenditure Tracking (PET), resource flow risk analysis, budget analysis and last but not least, the Community Score Card (CSC). It is important to note that, initially, KAS with her partner conducted a social audit exercise that assessed the state of primary healthcare in the three counties. This was the first practical test that was used to gauge the preparedness level of the local CSOs and at the same time acting as a learning lesson.

One of the recommendations that was picked during that initial social audit exercise was to test equally the use of Community Score Card to assess community level priority issues in one ward and even village and at the same time identify existing barriers to the delivery of quality public services. Picking on county roads and early childhood development education were the two main areas where reasons would be given for the scores and suggestions for improvement generated.

### **1.2 Objective of conducting the CSC exercise**

The main objective of this exercise was to carry out a Community Score Card on the specific functions of the county governments (county roads and Early Childhood Development Education) in the counties of Siaya, Vihiga and Kisumu.



### 1.3 Specific objectives

The specific objectives of the CSC exercises were to;

- a) Obtain and analyse the feedback and satisfaction of communities (service users) on the availability, access and quality of services they get from the road infrastructure and the Early Childhood Development Education (ECDE) programmes in Ugunja Ward in Siaya, Lugaga-Wamuluma Ward in Vihiga and Manyatta B Ward in Kisumu counties.
- b) Bring together communities (service users) and service providers to identify obstacles in effective service delivery and to clarify roles and responsibilities of duty bearers and right holder at all levels.
- c) Disseminate results of assignment through political discussions in a manner that will position suggestions for improvement.

### 1.4 Demographics of Siaya, Vihiga and Kisumu Counties

Siaya County is one of the six counties in Nyanza region. It borders Busia County to the North West, Vihiga and Kakamega counties to the North East, Kisumu County to the South East and Homa Bay County across the Winam Gulf to the South. The water surface area forms part of Lake Victoria (the third largest fresh water lake in the world).<sup>3</sup> The county consists of six constituencies and thirty wards, with Ugunja being one of the Wards. The population as at 2019 census was at 989,708<sup>4</sup> One of the issues that informed the CSC exercise in Ugunja was based on the reported lack of effective social accountability platforms especially seen in the poor in the utilization of public funds in villages and wards, where Kijiji Yetu (<https://kijijiyeetu.co.ke/kinda-village-ugunja-siaya-county/>) documented a few of these scenarios. Misappropriation of resources has with time led to stifling development within and outside the ward. Vihiga County is located in the Western region of Kenya. It lies in the Lake Victoria Basin and is one of the four counties in the former Western province. It borders Nandi to the East, Kisumu County to the South, Siaya County to the West and Kakamega County to the North. The county has five constituencies and twenty-five electoral wards<sup>5</sup>. The population

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as at 2019 census was 590,013<sup>6</sup>. According to the County Integrated Development Plan (2018-2022), the county argues that there is more enrollment of pupils into ECDE centres and that this can be attributed to improved access to the centres due to the expansion of infrastructure and awareness on ECDE that has been conducted among parents and guardians.

Kisumu County is one of the six counties in Nyanza region. The county has a diverse background comprising of urban and rural set-ups as with the Luo being the dominant community. The county's strategic position serves as a gateway for Kenya into the rest of the African Great Lakes region. It is located on the shores of Lake Victoria and serves as the main commercial and transport hub for the Western part of Kenya and the East African region<sup>7</sup>. The county hosts the third largest city in Kenya, Kisumu city. It borders Homa Bay County to the South, Nandi County to the North East, Kericho County to the East, Vihiga County to the North West, Siaya County to the West and surrounded by the second largest freshwater lake in the World; Lake Victoria. The population as at 2019 census was at 1,144,777<sup>8</sup>. There lacks adequate data on the population for the specific area of Manyatta A Ward.

### 1.5 CSC Overview and Context

Community Score Cards have been recognized as an important mechanism for accountability, transparency and quality adherence. In the recent past, Community Score Cards have been engaged by communities to assess the quality of services provided and have acted as reliable tool for advocacy. They can be used to collect feedback from service users and improve communication between service providers and the communities' service consumers. Citizens can express dissatisfaction or otherwise and in a common collaboration between rights holders and duty bearers, the provision of services can sustainably change for the better.



<sup>1</sup>Tubibe Amahoro has used CSC to improve discussions on public service delivery in Rwanda. Their Public Policy Information Monitoring and Advocacy (PPIMA) project has enabled citizens to champion their cause and as a progressive result with time, the local governments in the three districts of Ngororero, Burera and Nyabihu are acing in a common understanding with service users to share information and involve them in development planning. Of course, this observation was picked overtime after three score cards were conducted. It has as well provided the ability on influencing policy implementation as well as participatory monitoring. Issues around infrastructure; (roads, community bridges, primary schools & water), function of governance that provides services (Umuganda<sup>2</sup>) and programs like school feeding et cetera have made recognizable improvement to the satisfaction of the communities<sup>9</sup>.

In Kenya, the Council of Governors is employing the CSC to evaluate projects funded by taxpayer's resources. Kirinyaga, Kitui and Nandi counties have conducted their first evaluations using the CSC and have been able to identify bottle necks as well as aspects of positive attitude change on the part of service users. While there has been a lot of debates about the quality and quantity of public participation, it is agreed that devolution has allowed for people to engage in deciding their needs and venting on poor organization of meetings that are meant to engage the public in decisions and planning.

The most important function of the Community Score Card is to facilitate dialogue between rights holders and duty bearers; by creating a level playing ground for the two to talk with each other. The interface meeting is the most important stage in the CSC process that holds the key to ensuring that the feedback of the community as well as other concrete

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1 Tubibe Amahoro is a Rwanda based Civil Society Organisation that works with local communities to promote Civic Participation and access to justice

2 Umuganda," is a mandatory nationwide community cleanup held on the last Saturday of every month from 08:00 to 11:00. Participation in Umuganda is required by law, and failure to participate can result in a fine


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measures are taken into account to remove the shortcomings of service delivery. Interface meetings provide space to adequately address issues on both sides and agree on actions to be pursued as well as the methodology to pursue such.

The CSC approach was adopted by KAS to look at two main sectors of county roads and Early Childhood Development Education (ECDE). Although pre-primary education is devolved, the National government is responsible for developing the education policy, providing the right standards and setting out the curriculum. The 2006 ECD guideline helps to avoid serious inequalities in educational ECD standards among the 47 counties in terms of the quality of the service, the levels allowed by the Kenyan Government (play group, baby class, pre-primary one and pre-primary two) procedures for recruitment of the caretakers/teachers, curricular, instructional materials and methods of delivery including delivery on children with special needs. While all these are imperative features, the study decided to focus majorly on infrastructural development and resource management, which are some of the functions that the county governments are mandated to manage.


County road works are considered cash cows for those in government. There have been complaints in the past that government officials including elected officials at the national and ward levels receive kickbacks/tokens, an issue that has led to county roads being done poorly while at the same time being maintained expensively, with no value to show for it at the end of it. Because of the belief that roads are a scheme for corruption and also taking into account the complexity of funding the same, most communities tend to avoid questioning too much because after all their feeling is that this is an issue beyond their pedigree. Issues concerning ECDE, on the other hand, only attract interest of those who have children who are of ECDE going ages of between 2-6 years. More often than not, it will be the women who have information about the goings on in the ECDE school including information regarding resources available and the state of infrastructural development.



Social accountability tools such as the Community Score Cards, have therefore not been tried out by local CSOs to provide information that could be used as evidence enough to steer dialogue on service improvement. The two selected programme areas are therefore likely to benefit from this exercise but at the same time, providing a window to engage other programmes that are equally central to local communities.

The purpose of the Community Score Card exercise would be to help on discussions objective enough to eventually improve the quality, efficiency and accountability of services at community level. It will be a two-way and ongoing participatory process which seeks to strengthen the mutual understanding between government and service users and to ensure services are sensitive to the concerns of the service users and communities at large. It will be important not only to understand the experiences of the different service users but to also to establish a feedback mechanism between users and providers as well as to strengthen or build relationships.





CHAPTER TWO:  
**BACKGROUND AND COMMUNITY  
SCORE CARD OVERVIEW**

### **2.1 Introduction**

This section looked at secondary data. Secondary data sources consisted of the CIDP, county annual development plans, reports and impact assessments of livelihoods-based interventions by different organizations. Other sources included works done by KAS on social audit.

### **2.2 Pitching the concept implementation of Early Childhood Development Education**

In Kenya, pre-primary education was recognized as an important lever for promoting the attainment of Education for All (EFA), Vision 2030 and the Sustainable Development Goals (SDGs). The Fourth Schedule of the Constitution of Kenya (2010) assigned the management of pre-primary education to County Governments. In addition, Articles 4(1) (f), 53(1)(6) and 55(a) of the Constitution makes basic education a right

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to every Kenyan child. According to the Senate County Early Childhood Education Bill (2014), County Governments would be required to ensure that all children within the County enjoyed access to quality early childhood education irrespective of their economic, social or religious background. Additionally, County Governments were obliged to provide sufficient teaching and learning resources and maintain suitable learning environment for learners at that level. County Governments were further required to provide free and compulsory pre-primary education; formulate programmes, legislations and policies for the realization of the right to pre-primary education<sup>10</sup>.

It was widely anticipated that by transferring ECDE to county governments, they would revitalize the long neglected sectors by providing sufficient access to teaching and learning resources, funding and support and maintaining an enabling environment<sup>11</sup>. Nonetheless, the responsibility for ECDE provision was devolved without adequate financial resources while at the same time, the counties lacked the right infrastructure to pick up this responsibility. The national government set aside 15 percent of its revenue for distribution to the 47 counties according to a set of predefined criteria established by Kenya's Commission on Revenue Allocation (CRA). This "equitable share" allocation to counties was intended to assist counties in fulfilling a range of responsibilities that had been devolved, including ECDE, agriculture, county roads and transport, and health.

ECDE which is the holistic development of a child's social, emotional, cognitive, linguistic and physical needs in order to build a solid and broad foundation for lifelong learning and wellbeing has not been domesticated well in most counties with the challenge of shared management between primary schools and the ECDE centres that ought to be enjoined with the primary schools. Both get their financial support from different tiers of government.<sup>12</sup>

A review of statistical literature revealed that in Kenya, ECDE Net Enrolment Rate (NER), had increased steadily from about 34% in 2006





to 50% in 2009; and further to 75% in 2015<sup>13</sup>. However, the national picture blankets significant variations across counties, with about 60% of the counties having NERs below the national average. ECDE enrolment is determined by adequacy of number of centres, availability of trained teachers and caregivers; availability of teaching, learning and play equipment, community participation, as well as nutrition and health support services.<sup>14</sup>

Republic of Kenya (2006a) recommends that an appropriate teacher: children ratio for ECDE children to be 1:10 for three to five years old, 1:15 for the six to eight years old. According to the Kisumu County Integrated Development plan 2013-2017, the teacher student ratio in the ECDE centres in the county is 1:28 and teacher recruitment of teachers was one of the Kisumu county high ranking objectives and the county had targeted to improve this from 10% to 50% (Kisumu county Development plan 2018- 2022). The ratio of 1: 28 shows that the county governments are yet to employ adequate ECDE teachers for effective learning.

It is regrettable that nationally, 3.5 million pre-school children had been left out of basic education owing to shortage of teachers and infrastructure (Daily Nation, accessed: 11/1/2014). Teacher: child ratio is important in the implementation of ECDE curriculum. The high teacher-child ratios is linked to quality performance in child care centres (Obuchere et al 2010). Understaffing hinders teacher performance, naturally teachers cannot handle this big numbers in classes effectively because it does not allow them to handle individual differences of the children and produce positive outcome.<sup>15</sup>

### **2.2.1 Siaya County**

In Siaya County, the County Government initiated a four-pronged strategy to improve access to quality ECDE, focusing on increasing enrolment, enhancing curriculum implementation, improving nutrition of learners and strengthening the management of ECDE centres (County Government of Siaya, 2014). To increase enrolment, the County

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Government prioritized construction of new ECDE centres, following one standard design, including three classrooms, an office and a store. For this the County Government, had set aside a budget of Kshs.1.4 billion for 395 centres and a further Kshs. 375 million for equipping 250 ECDC with furniture, learning materials and recreational facilities. (CIDP 2018-2022). As at 2019, the county had 700 ECD centers, out of which 200 had been constructed by the county government. Of those, 174 had been equipped with chairs and other learning materials<sup>16</sup>.

Many of the ECDE projects constructed were proposed by citizens during public participation forums, in line with section 115(1) of the County Governments Act and prioritized according to approved budgets and availability of finances. By 2016, the County Government had spent about Kshs. 120 million in constructing and furnishing new centres, most of which were domiciled in primary schools; as well as improving and equipping old ones, in accordance with guidelines of the Kenya National Policy Framework (GoK, 2016; 2006a).

The county government had also already hired 638 ECD teachers by 2019 and the governor had directed the Education CEC to employ and put on payroll new ECD teachers in a move to curb the growing demand for early childhood education in the county and bring down the teacher to pupil ratio of 1:42 down to 1:15 as per government recommendations. Towards this, the county had budgeted Kshs. 420 million in the 2018-2022 CIDP for staffing. Salaries had also been increased to Kshs. 15,000 from Kshs. 10,000.

### 2.2.2 Vihiga County

The 2018-2022 Vihiga county CIDP listed several lessons learnt from the previous government, some which included; availability of ECDE classrooms, most of which were not in use because of poor workmanship and incomplete works. To address this gap, the county had budgeted Kshs. 120 million for construction of new ECDE facilities and Kshs.58 million for completion of ongoing ECDE centres. Like in most other counties, ECDE



facilities were constructed in existing schools. As at December of 2020, the County Government had constructed 175 classrooms.

The CIDP also captured the need to recruit competent teachers for ECDE learners to foster education. Towards actualizing this, the County Government of Vihiga had in 2020 hired 814 ECDE teachers on new contracts and indicated that plans were underway to build an ECDE Teacher Training College (Vihiga CIDP 2018-2022) at a cost of Kshs.200 million.

In 2018, the Governor, Dr. Wilber Ottichilo received ECDE learning materials from the Kenya Literature Bureau<sup>17</sup> worth Kshs.31million and by close of the year 2020, about 407 ECDE centres reported having received the learning materials.

### **2.2.3 Kisumu County**

Republic of Kenya (2006a) recommended that an appropriate teacher to pupil ratio for ECDE children ought to be at 1:10, at least for three to five years old, and 1:15 at least for six to eight years old. According to the Kisumu County Integrated Development Plan 2018-2022, the teacher student ratio in the ECDE centres in the county was 1:28. The teacher recruitment of caregivers and teachers was one of the Government of Kisumu County high ranking objectives. The County had targeted to improve this from 10% to 50% in five years (Kisumu County Development plan 2017- 2018).<sup>18</sup> In an overall sense, there has been an improvement in the terms of employment for the teachers, having gained 3 year contracts from the initial 1 year contracts. They also had their salaries doubled with the least paid earning about Kshs. 20,800.<sup>19</sup>

The County had also started a programme to distribute textbooks and writing materials to Early Childhood Development Education (ECDE) Centres. The Government had spent Ksh. 25 million, distributing a total of A total of 130,820 exercise books and 294,459 textbooks to all ECDE centres in 2020.<sup>20</sup>

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Kisumu County Development Plan 2017-2022 had set aside 100 Ksh. million to equip ECDE centres with play equipment, equipping over 100 schools annually. While development of outdoor activities had been planned for, there was no budgetary allocation to it. To her credit, the County had constructed 2 modern ECDE Classes and 3 toilets at Wandiege primary school in Manyatta B ward at a cost of approximately Kshs. 3.5 million.

### **2.3 County Roads**

Roads are a priority area for the Government of Kenya. They are considered to be one of the key enablers for sustained economic growth, development and poverty reduction. The road transport programme is ranked as one of the highest priorities within the broader Energy, Infrastructure and ICT (EII) sector.<sup>21</sup> The devolution process, implemented in 2013, gave county governments responsibility for the development and maintenance of certain road categories within their boundaries, and was accompanied by fiscal empowerment allowing them to formulate, finance and implement their own infrastructure development plans. This allowed counties to invest more in their road network and to respond to local political incentives to expand access<sup>22</sup>.

Having a road within a certain distance impacts on poverty by supporting incomes and by enabling people to access public services more easily. Roads are therefore a necessary condition for progress and they play an important role in ensuring access to health and education services.

#### **2.3.1 Siaya County**

In the period 2013-17, earth roads had been reduced by 600 km through grading and gravelling and 1,170km of narrow roads had also been done<sup>23</sup>. By 2019 more than 120 kilometers of new roads had been opened by the county government and another 716 kilometers of roads were being maintained by the devolved unit, putting the total cost of both projects at Sh1.5 billion.

The roads had gone a long way to ease the facilitation of the transport sector across the county and to the neighboring counties. With improved access, the boda-boda industry, which had become a major employer, was expected to register improved returns due to less expenditure in repairs that in most cases came as a result of poor road conditions. The

local economy in the county had improved and so had socio-economic activities across the county<sup>24</sup>.

Going forward, the county government was keen on opening, grading and gravelling of new roads in all the 30 wards, with more emphasis on regular maintenance of existing county roads.



Upgraded murrum road within Siaya County

*Source :Nation News Paper (Digital Paper)- <https://cdn.nation.co.ke/pdfs/Stories-of-Transformation-Siaya.pdf>*

### **2.3.2 Vihiga County**

Vihiga County was responsible for 1,058 Kilometres of roads<sup>25</sup>. The County had observed that the rate of road deterioration had tended to exceed that of road maintenance/rehabilitation despite the adoption of various road development and maintenance strategies. This situation had been aggravated particularly by inadequate finances, low contractor capacity and poor supervision mechanisms in force. Weather changes had made it only worse. In 2020, for example, the Vihiga County Government had spent KSh117 million to rehabilitate the county roads that were destroyed during the heavy downpour in the past few months. The prolonged rains countrywide had left most roads impassable<sup>26</sup>.

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Ongoing construction of drainage systems and service lane in Mbale town


*Source : Vihiga County Government (2020)*

In their County Integrated Transport Policy, there was an urgent need to integrate road transport infrastructure planning with overall economic planning, to take into account the changing local and national economic activities and population issues. From the 2018-2022 CIDP, there were quite a number of county related road projects

that were earmarked for development or maintenance/rehabilitation within the Lugaga Ward of which included the following: Kegoye-Ehedwe-Chambiti road, Mbale-mutsyulu-isizi, Mukuli-Kesee road, Mbale-Mutsulyu-Mbihi road, Ingidi-Lusaya-wanavira bridge road, Mbale-Magada road, Kitulu-Erosoma-Vurudi road, Kisiru-matagaru road, Mbihi-Vihiga road, endeli-mpka road, Igakala-Chavufunya road, madira-voma road, mulele-magui road, and the chavufunya-chanzaruka road. There was also the idea to tarmac the Mbale-Magada-Luanda and mbale-kesee roads.

### 2.3.3 Kisumu County

Kisumu County approved the Rural Roads Maintenance Policy 2018 which established the village maintenance teams. This was meant to make create employment for residents as well as slash costs of maintaining roads by eliminating hired contractors. Kisumu had a rural road network of about 2,500km, 956km of which were crucial trade link roads.



In the 2018-19 financial year, the county spent Ksh600m to build new roads and repair old ones. Out of this, Ksh. 42 million was used to procure new construction equipment while Ksh60 million was used to pay <sup>3</sup>community roads maintenance teams.

In the 2017-18 financial year, Ksh. 35 million was used to buy equipment which the community roads maintenance teams used in the discharge of their duties. It was important to note that Kisumu County had wards that were prone to floods. The County Government was keen on securing roads in these areas too by introducing and piloting a road maintenance scheme dubbed 'the County Roads Maintenance Teams Project'. However, this project is currently being implemented in Muhoroni, Nyando, Nyakach and Kisumu West Constituencies. Kisumu Central Constituency, and specifically Manyatta B Ward are not presently projected as possible beneficiaries.

## **2.4 Conclusion**

Literature on the road infrastructure in Siaya painted a beautiful story of a county well opened up, with access to markets and other public utilities. Mostly this is because, the story is mostly told by County Government herself. The County argues to having set aside significant amounts of money in building, repairs and maintenance of roads that are earmarked as county roads.

Despite the elaborate policy instruments in place, Vihiga County on the other hand still had a lot of work to do on the road network, especially on opening up new county roads and in maintaining the existing ones. The CSC would therefore provide a forum for service users and provider to dialogue on how some of the challenges that are more contextualized to Lugaga Ward can be addressed. to take place which would enhance the government's understanding on the impact of the solutions and the perception of the community.


<sup>3</sup> Community Roads Maintenance teams are teams drawn from villages in the county and provide labour. The village teams were created through a vote in the County Assembly.

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Kisumu County had employed what they termed as the machine based approach in the repair and maintenance of roads, while engaging members of the community, with the assumption that the community would be driven by a common objective to ensure value for money and deliver more standardized work for themselves. All in all, as the demand for movement by road increased, many sections of the road network were becoming overloaded. To address the demand, additional road space would be required and deteriorating roads would have to be rehabilitated.





CHAPTER THREE:  
**FIELD STUDY FINDINGS AND  
RESULTS**

### **3.1 Introduction**

This section discusses findings from three wards, one in each of the counties. The feedback from the community and that from the county officials based on the input matrix frame have been analyzed and key issues highlighted within the discussion body.

#### **3.1.1 Methodology and Scope of Work**

The CSC exercise was conducted as a means to provide a baseline for subsequent exercises that would be used to exert social and public accountability pressure on the respective public service providers. The CSC exercise was anchored on two folds in respect to data collection, namely the Focus Group Discussions (FGD) and the Key Informant Interviews (KII). The FGD helped to generate in-depth qualitative data on user perceptions, with a view to derive feedback on the quality, efficiency and transparency of the program implementation.

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Key Informant Interviews with county government officials on the other hand assisted the research team to populate the input tracking matrices that were categorized into the county roads and ECDE. The focus was mainly Ward Administrators and departmental heads, having established that they were the authority in terms of service delivery, both in the opinion of the community and among colleagues. Conversations with departmental heads/the directors tended to be high level, while those with Ward Administrators were hands on.

The research team developed two main data collection instruments: Community Score Card and an Input Tracking Matrix (ITM). The concerns that were addressed in both instruments were informed by findings from secondary research on the two areas of focus as well as phone interviews with 13 self-help groups from across the three wards. Similar issues were presented to government officials during the ITM exercise and the feedback that emanated from the exercise helped to better the score cards. The indicators were developed to cover issues that directly involved the service users. The indicators were developed in such a way that they would make the process of scoring as objective as possible based on an expounded list of choices that informs the scorer's decisions. Each of the indicators were scored on scale of 1-5. Score one (1) signified total dissatisfaction while score five (5) signified maximum satisfaction. Each of the FGDs had 8 participants elected from the community service users.

### 3.1.2 Data collection process

The field visits for the Community Score Card exercise were conducted between the 3<sup>rd</sup> and 7<sup>th</sup> of December in the three counties. There were three different teams, with each team handling one county. The visits happened on the backdrop of the *Corona Virus Disease (COVID) 19* pandemic. Ministry of Health regulations on *COVID 19* were observed throughout all engagements. Participants sat 1.5 metres apart, the consultants had sanitizers which participants were required to use at the points of entry. Masks were also a mandatory requirement. Participants



in all FGDs were comfortable with meetings being conducted in indoor facilities, therefore efforts were made to secure large rooms to ensure social distancing was possible.

The research teams consisted of one consultant, research assistant and a community mobilizer who also acted as a local facilitator and assisted with moderation and interpretation. The first day for each team entailed training the facilitators who had been drawn from KAS' partner organizations of the Lakeshore for Community Transformation (LACOT) in Kisumu, Tembea Youth for Sustainable Development (TEMBEA) in Siaya and Vihiga CSOs Network (VICCSON). This was not too engaging given that all teams had interacted previously with social audit methodologies courtesy of KAS. Modes of conducting the CSC were agreed on as the preset questionnaires were also discussed.

The community FGDs with service users was conducted, score card training and population of score cards were done during morning hours. The research team also held separate meetings with local authorities and afterwards engaged in an interface meeting/dialogue forum. The KIs was possible in both Kisumu and Siaya Counties. In Vihiga, despite the interface meeting having been conducted at a venue within the county premises, getting all the relevant county officials to participate in the meeting proved to be a challenge. It was not possible to have all the officials who had populated the matrices, coming to the dialogue forum.

It took four weeks to conduct the Community Score Card in the three counties. The meetings with the county officials were the first to be conducted. The first day entailed training the facilitators who had been drawn from KAS' partner organizations. The facilitators were taken through the concept of CSC, its importance and the customized approach by the consultant's team.

The second and the third day were used by the research teams to conduct the FGDs and interface meetings. FGD meetings with the

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community were conducted for about two hours each. These were then followed by meetings with duty bearers (interface). At these meetings, the service providers were taken through the intention of the exercise and its importance in improving service delivery. After discussions, they rated their performance on service delivery based on the scores given by the users, while at the same time providing the discussion points on the issues as they appeared.

The participants engaged were mobilized after being sampled through stratified sampling techniques, in a manner that would represent different villages. The community mobilization teams assisted with the mobilization. An average of seven participants in each focus group ensured meaningful conversation because all the participants could participate in the two hour long first meeting.

A separate set of questions which were related to the score card had been developed to guide the FGD discussions. Discussions were conducted in English, but translated into Kiswahili and in the local ethnic language by an interpreter. Participants were then walked through how a score card exercise worked before they were each given a copy each, which they were asked to fill out individually, with help from the research team. The FGD facilitators assisted participants with interpretation and clarification while filling out the Score Card. Thereafter, the team agreed on one person who would brief the duty bearers who would join in.

The local duty bearers and selected members of the community (a few of them as agreed) sat together in an interface meeting in the subsequent days. The interface meeting began with a brief summary from one of the members. They then shared briefly on the content of the previous meetings and the duty bearers who were present, responded to the concerns that had been raised. They walked participants through the scores, giving reasons. After deliberations, an action matrix was populated, which highlighted the areas that were agreed on as the most pressing and needed action, as a way forward.

## **3.2 Early Childhood Education Development and context discussions from the service users**

In all three counties, there seemed to be a similar understanding or appreciation of what an ECDE centre entailed as per the ECDE standard guidelines<sup>27</sup>. The three County Governments had simply constructed classrooms in existing primary schools. The state of ECDE prior to devolution was argued to have been poor with most Wards not having an ECDE centre/facility. Counties had therefore decided, at individual levels, to build classrooms in already existing schools as this would address the issue of management of the schools as well as other factors like the need to ensure there is a play area and general ambience for the pupils. Apart from Kisumu, where the ECDE facility had separate toilets, the other counties had ECDE centres where the pupils shared toilets with their counterparts in primary schools.

### **3.2.1 Siaya County**

In Ugunja ward, Siaya County, most primary schools had ECDE classrooms. The county government was building two classrooms, an office and a store. Members of the community (service users) raised concerns about Raduodi school, claiming that the ECDE classes were in bad state and the school did not have sufficient space for a playground. Ulwang' ECDE was also still under construction. Community members raised concerns about lack of transparency in award of tenders for construction. Community members pointed out that while there was a lot to celebrate, they had not seen any stand-alone ECDE centre within the county to take care of distances, only ECDE classrooms within the set-up of primary schools. The county officials present agreed that indeed there was no stand-alone ECDE centre in the ward, but gave a background context, stating that when devolution began, there were almost no ECDE classes within primary schools and the existing ones were make shifts, and so the government had to start from somewhere. The most affordable and logical step was to have them hosted within already existing infrastructure.

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Concerns were raised about sharing facilities with older pupils, where learning breaks which happened almost at the same time, which did not allow for kindergarten children to have an opportunity to play, mostly for fear of being bullied. Nonetheless, it was proposed that local arrangement be explored, where ECDE pupils would take their breaks at different time, away from the other older primary school children.

### 3.2.2 Vihiga County

Lugaga – Wamuluma ward in Vihiga County was the ward in which the county headquarters of Mbale was located. The community confirmed that most primary schools had ECDE classes built within them, nonetheless, they were majorly overcrowded. They joked that they had more pupils in the ECDE than the pupils in lower primary school levels. Kegoya ECDE, for example, was reported to have a class of close to 100 children. It is however important to note that every village was reported to have ECDE classes, and therefore unlike Ugunja Ward in Siaya, the pupils did not have to travel long distances.

The Vihiga County government had put a standard of 40 desks per school, irrespective of the population. Children therefore had to share desks and sometimes they were given desks from the primary schools, which were too big for them.

Until December 2020, there had been no inventory of ECDE teachers and the caregivers. They did not have a title or job group and their salaries were treated more like ‘tokens of appreciation’. The last time they had been paid was in March of 2020. ECDE teachers remained accountable to primary school heads of the schools that hosted them. There were reports of cases where an ECDE classroom was built and the head teacher of the host primary school decided that the classroom was fit for her office, moving in and settling the pupils in ‘*her former office*’. It took the intervention of the community through demonstrations, for the head teacher to move back to her old office and hand back the classroom.

### **3.2.3 Kisumu County**

Manyatta B ward in Kisumu was located in an informal settlement near Kisumu town. The entire ward had only one government funded ECDE centre in Wandiege primary school. Parents therefore had fewer options but to take their children to school either private schools or in other neighboring wards. As was expected, the ECDE was overcrowded, with only two trained teachers. This explains the score of 2.1 on sufficiency of ECDE centres in the Ward. The score accounted for presence of also stand-alone ECDE that were majorly private entities.

County officials present alluded that the challenges of lack of ECDE centres was due to the lack of enough public land that could provide for more construction of such infrastructure even if it means ECDE only. In the interface meeting, there was a repeated appeal for the community to donate land for construction of more centres with enough playground, indicating that Wandiege school was not only crowded, but was also within a small space. Most children like in the other two wards in the different counties, did not have enough play area, which is a necessary requirement while setting up an ECDE facility. The available ECDE centre was reportedly equipped within the wholesome structure and had several other structures, hence a slightly higher score of 3.1 to mean that the score was more less pegged on that ECDE centre, in regard to the sufficiency of classroom in such centres.

The Ward Administrator shared the government's frustrations whenever they attempted to acquire land for such ventures. He argues that they would identify a piece, but during a second or third meeting with owners of land, prices changed as the argument was that the land was being sold to the county government and the illusion was that there were 'some free money'. That had been the greatest frustration and he urged members of the community to assist in securing land at reasonable prices.

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### **\*\*Average scores of the state of ECDE in the three wards\*\***

Early Childhood Development Education				
No.	Community Concerns	Siaya - Ugunja	Kisumu - Manyatta B	Vihiga - Lugaga
1	Sufficiency of ECDE schools	4.0	2.1	3.8
2	Sufficiency of classrooms	3.3	3.1	3.1
3	Availability of facilities	2.3	2.4	2.1
4	Availability of staff	4.0	4.3	4.1
5	Do the children learn?	4.4	4.7	4.8

*Table 1 Early Childhood Development Education scores*


In all three wards, the county governments had taken a decision to pay two trained ECDE teachers per school, one for pre-primary 1 and another for pre-primary 2. The respective governments were also building between 1 and 3 classrooms in at least one primary school in the wards. Closely related to availability of staff was whether the children were actually learning? This was argued to be the case as efforts were made to hire qualified and sufficient staff. In Vihiga County, although staff were only confirmed recently, it was noted that officials from the government occasionally organized quality assurance visits to schools, which explains why the rating was highest at 4.8 out of a possible 5.

In Ugunja and Lugaga- Wamuluma Wards, the impact of devolution on ECDE was clear. There were public schools with the centres in every village, parents paid school fees amounting to between Kshs.100 and Kshs. 300 per term. School feeding programs were a norm, but had its ups and downs especially when a few parents had to contribute amidst the challenge of abject poverty

### **3.3 County Roads**

Discussions on county roads were accompanied by similar accusations of corruption at the contractors as well as the county officials. Service users claimed that contractors overpriced roads to be able to give a part





of it to county officials, Majorly, county roads within the 3 wards were murrum roads.

### **3.3.1 Siaya County**

Siaya County had done well in opening up the village roads in Ugunja. There were roads in every part of Ugunja. These had been opened up during the first five years of devolution, which explains the score of 3.7 on the question about sufficiency of murrum roads.

The challenge was that most of those roads had become impassable, especially for vehicles, due to lack of maintenance, which explained the score of 2.3. The research team's vehicle got stuck twice, on two different murrum roads in the ward. County officials admitted that at the time that roads were being opened up, not all of them would require regular maintenance, as this would have budgetary implications. The road that led to the venue of the meeting (Nyasanda Technical Institute) was quoted as a perfect example of abandoned roads, yet the road also served county offices, especially those that hosted the Ward Administrator, Officer Commanding, Police Division (OCPD) as well as other government offices.

### **3.3.2 Vihiga County**

Lugaga – Wamuluma ward was fortunate to be the county headquarters and therefore enjoyed the tarmac associated with the county headquarters, which were not necessarily done by the county but the national government road agencies. Hence, this together with the maintenance done on the sides of the tarmac roads by the county government may explain the score of 3.0 on sufficiency of tarmac roads. Away from the town, the Ward also had many murrum roads which were not maintained, which is the reason for the 2.4 score.

Participants explained that the soil type in Vihiga was compact such that a lot needed to be done for roads to be passable. Because it was an expensive affair, Members of County Assembly avoided fixing the

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roads. Members of the County Assembly (MCAs) had developed a habit of avoiding challenges arising from public participation by pushing everything through supplementary budget, which did not require public participation. The county officials explained that the unusually long rainy season that had been experienced was the reason as to why the roads had not been maintained. They confirmed that maintenance work would be done starting from 2021.

### **3.3.3 Kisumu County**

Manyatta B, being an informal settlement, did not have many county feeder roads opening up the area. The few that were available had numerous potholes. The greatest issue was that of encroachment into roads, both tarmac and murram. Structures had been put up on either side of roads, majorly by small business people. This made road maintenance a big challenge, especially for murram roads, which had not been maintained for a year +. Notice had however been given to communities to vacate road reserve.

A number of participants refused to score, stating that their roads were in an extremely bad state, that they did not feel the tool that was administered would capture the magnitude of the state the roads were in.

The county had done an audit and established that it was spending too much money on roads, under the model through which contractors would be hired under Ward Development Funds, a kitty for MCAs. The county moved roads maintenance from MCAs, back to county government, under the management of a Roads Maintenance Committee, under what they are referring to as machine based programs. This decision meant that the county would do repairs and maintenance by themselves, under the supervision of county engineers, using county vehicles, hiring youth from within the area where the repair was being undertaken. It was reported that the county had acquired a quarry for this purpose. Where the county opted to use contractors, the governor ordered that

they would not be paid until they had fully delivered on the roads. This was meant to curb instances where contractors who had no capacity would apply for jobs and struggle to deliver, only to apply for part payment and abandon projects mid-way. The service provider urged the service users to elect people who had the capacity to ably represent them in Project Management Committees, so that the supervision of the road projects went well.

**\*\*Average scores of the state of County Roads in the three wards\*\***

County Roads				
No	Community Concerns	Siaya	Vihiga	Kisumu
1	Sufficiency of Murram roads in the ward	3.7	3.7	2.6
2	State of Murram roads in the ward	2.3	2.4	1.8
3	Sufficiency of tarmac roads in the ward	2.2	3.0	1.5
4	State of Tarmac roads in the ward	2.1	2.4	2.8

*Table 2: County roads*

**3.4 Action Matrices**

Action matrices were majorly aimed at institutionalizing the practice for iterative civic actions. Participants, both authorities and community members, agreed on issues they felt required to be addressed and listed ways in which they proposed to address the said challenges. Since the communities already had a relationship of working with county authorities, identification of the most pressing challenges was not an issue. In all three wards, it was agreed that the CSOs take lead in coordinating follow up on issues that were raised in the action matrix. This way, tracking of progress would be easy because the contact person was known and because it was an organization, there would be more than one person to follow up with.

The tables below have put together key concerns and proposed steps to be taken to address the concerns under the different areas of focus, in

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each ward.

### 3.4.1 Early Childhood Development Education

There was an acceptance for the need of the communities to get actively involved and to further communities, to empower them, so that they engage in a more meaningful and strategic manner. Lead persons were identified as supervisors, especially those who were already familiar with civic education as well as social audit approaches.

#### **\*\*Early Childhood Development Education Action Plan\*\***

Ward	Problem	Steps to be taken	Convener	when	supervisor
<b>Ugunja (Siaya)</b>	Lack of learning aids and facilities in ECDEs	1) Lobby to have Ksh.0.5 million set aside for each sub location per year, to get 3 ECDE facilities yearly.  2) Conduct pre-budget meetings before the fiscal strategy paper is developed	TEMBEA	Jan 2021	Peter Luya
<b>Lugaga - Wamuluma (Vihiga)</b>	Lack of an actual ECDE centre that meets National Government regulations	Lobby department of education for construction of a model ECDE centre in Lugaga- Wamuluma	VICCON	Before June 2021	Stephen Buleemi

<b>Manyatta B (Kisumu)</b>	Lack of land to develop a new ECDE facility	Lead in the process of identifying fairly priced land for construction of new ECDE facility	LACOT	Before June 2021	Patrick Olweny
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Table 3: ECDE action plan

### 3.4.2 County Roads Action plan

Participants in all three counties agreed on the importance of maintenance. It was agreed that there was a need to sensitize sub location development committees on the importance of setting aside resources for roads maintenance. Government officials who were present agreed to help in identifying point persons in the different sub locations.

#### **\*\*County Roads Action Plan\*\***

<b>Ward</b>	<b>Problem</b>	<b>Steps to be taken</b>	<b>Convener</b>	<b>when</b>	<b>Supervisor</b>
<b>Ugunja (Siaya)</b>	Lack of resources for maintenance of roads	1) Lobby sub location committees to allocate resources for road maintenance	TEMBEA	January 2021	Peter Luya
		2) Pursue legislative changes that would assign a specific percentage of roads budget for maintenance of roads			
<b>Lugaga-Wamuluma</b>	Lack of resources for maintenance of roads	3) Lobby sub location committees to allocate resources for road maintenance	VICCSO	Before June 2021	Stephen Buleemi

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<b>Manyatta B</b>	Encroachment on road reserves	4) Sensitize community on upcoming demolition, why it must happen & ways to mitigate losses	LACOT	Before February 2021	Patrick OI-weny
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*Table 4: County roads action plan*

### 3.5 Summary on Scorecard and action plans

Following the deliberations, members of the community participated actively in public participation forums when invited, but hardly in a meaningful way. Objective based decision making had therefore become a challenge for most of the county officials. County officials had therefore found a workaround which entailed inviting different groups of people to different meetings about the same thing. In the budget cycle, for example, different people would be invited to validation meetings, which would be their first meetings to attend. They would go ahead and pass whatever was presented before them. Without asking too many questions, because they had no prior exposure or understanding of projects that had been agreed on in previous meetings. Others had resorted to planning with the supplementary budget, which did not require public participation.

While citizens seemed to have an understanding of the importance of public participation and their role in it, they seemed not to understand that sometimes they would engage in give and take decisions, by allowing other villages to spend more in a given financial year to be able to achieve meaningful development on their part on another project that was different in terms of its nature and priority. It appeared that at any one time, citizens/service users wanted to see the same amounts of money spent on identical projects, which would not always yield positive results. There would be more value in agreeing to consolidate resources to achieve something in one village and then moving to the next, especially because in the three counties, wards were not too big, therefore villages were not too far apart. Equally, it was important for citizens to understand the importance of planning, in achieving desired



outcomes. The huge responsibility of decision making had been placed on the shoulders of citizens, but they had no understanding of the power of their decision, therefore, there were several incomplete projects. The content of civic education needed to change to enable citizens appreciate the power of planning and negotiations, given the reality of scarce resources.

Completion of projects started by predecessors were yet another challenge, where there was a change of guard. MCAs found a way to starve projects of their predecessors and fund their own, to give the impression that they were delivering services as promised. Concerns raised by county officials about the slow decision making and slow progress in development as a result of decisions made by citizens, were a manifestation of local democracy at its best. Although it was evident that citizens needed more exposure and capacity building on how to engage in better, governance had been brought down to a level where citizens were actually involved in making or breaking development in their locality. Citizens had appreciated their role in voicing their desires in development and were doing it the best way they knew how.







#### CHAPTER FOUR:

### **CONCLUSION AND RECOMMENDATION**

In conclusion, this exercise helped to underscore the importance of community participation in decision making processes. Majority of the participants engaged in the Community Score Card even though already had prior exposure to social auditing, had not interacted with CSC methodology and greatly appreciated the dialogue that the interface meeting afforded.


The communities were open minded, engaged and almost combative in pointing out the weaknesses and faults of the government, especially in Kisumu. The facilitators were able to moderate the interface session well and created a great opportunity for the community to enhance their understanding of the government. The process of agreeing on an action plan brought out the best of both parties.

### 4.1 Conclusion

Constitution of Kenya in 196(1)(b) directs the county governments to “facilitate public participation” in order for citizens to participate in decision-making processes. It was evident that citizens in the three counties were more involved in decision making and even knew the county officials. Members of the community who participated had some information about a meeting they had attended, even if not the most recent one. The community pointed out problems and made recommendations, not necessarily leaving it all to government to figure out. They engaged county officials in a respectful manner, seemingly aware that they had the ability to resolve their problems. County officials on the other hand were also respectful and did not talk down at citizens.

The dialogue was welcomed by both government officials and members of the public as providing more content and techniques for not only holding government to account but for engaging communities in participation platforms. It provided an opportunity for immediate and direct feedback and both citizens and county officials were able to clarify issues. It was evident that a lot more needed to be done between government and citizens.

Whenever more than one county is considered, the variances in delivery of service usually enhance understanding on the quality of leadership as well as the role citizens play in governance. Where citizens are actively involved in governance, the government finds itself on its toes, delivering for citizens and the differences are visible. When citizen involvement is coupled with a responsive leader, then service delivery becomes even better. From the conduct and responses of participants throughout the FGDs, it was possible to tell the kind of services they received from government even before interacting with the services. There was therefore a need to empower citizens more, to participate in local governance and local politics and democracy.



Insofar as politics is about ‘who gets what, when and how’<sup>28</sup> (Laswell, 1936), and democracy is the rule of the people, for the people and by the people, ensuring the people have their say how they get what they want remains the greatest challenge of the present-day democracy.

## **4.2 Recommendations**

While public participation appeared well known to the members of the community with whom the consultants interacted, it seemed that what was practiced was public participation to tick a check list, rather than to add the voice of citizens to decision making, towards making better decisions.

- There was therefore a need for civic education on the role of public participation in decision making and how best to engage, especially in the budgeting process.
- The approach to public participation also needed to be revamped to reflect the spirit of engaging the public meaningfully and incorporating their views in decision making, implementation and evaluation of projects. This can be best done through the introduction and simplification of public participation guidelines.
- In all three counties, action plans listed the host partner organizations as in charge of the actions. It would be important to share this report with organizations working in these two fields especially in helping them to internalize and find room to follow through with the action matrices.
- It was recommended that copies of this report should be shared with the respective county government offices; to communicate the concerns of the public and the reasons behind those concerns. Some of the concerns may have been beyond the scope of the officials that

## COMMUNITY SCORE CARD (CSC)

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were involved during the exercise, yet were critical and needed to be addressed. Secondly, was to express what was requested from the government in terms of support towards improved services with a view to getting commitment from the Governor.

In communities where Community Score Cards had created positive impact like in the case of Afghanistan's Integrity Watch Study and Malawi's CARE International study, it was possible to assess the impact of the Community Score Card by comparing the scores attained during different times. In both cases, the Community Score Card was conducted annually. It is therefore recommended that the Score Card is conducted annually to revisit and assess whether there have been improvements by the service providers as well as perceptions by the communities. To this end, interested CSOs have to work with the different communities and government departments/agencies in the three counties, to firstly, ensure that the budget passed and implemented is designed to offset the challenges highlighted in this report, secondly, to contribute to capacity building of government institutions to gain more knowledge on public administration and food security integrated governance techniques, and thirdly, to work with the communities to hold their own government to account.

It is crucial to publicize the progress (or lack thereof) of the action plan so that service users will be able to determine whether or not their suggestions are being implemented. On the demand side, it is important to collaborate with CSOs and the local media to maintain momentum for the reforms by ensuring that the results from the CSC exercise are widely disseminated to the public.

## ENDNOTES

- 1 <https://iwaweb.org/accountable-governance/>
- 2 <https://www.ncbi.nlm.nih.gov/pmc/articles/PMC5091339/#>
- 3 <https://www.cog.go.ke/media-multimedia/reportss/category/106-county-integrated-development-plans-2018-2022>
- 4 <https://www.knbs.or.ke/?wpdmpro=2019-kenya-population-and-housing-census-volume-i-population-by-county-and-sub-county>
- 5 <https://www.cog.go.ke/media-multimedia/reportss/category/106-county-integrated-development-plans-2018-2022>
- 6 <https://www.knbs.or.ke/?wpdmpro=2019-kenya-population-and-housing-census-volume-i-population-by-county-and-sub-county>
- 7 <https://www.kisumu.go.ke/wp-content/uploads/2018/11/Kisumu-County-CIDP-II-2018-2022.pdf>
- 8 <https://www.knbs.or.ke/?wpdmpro=2019-kenya-population-and-housing-census-volume-i-population-by-county-and-sub-county>
- 9 <http://ta-rwanda.org/wp-content/uploads/2019/04/PUBLIC-POLICY-INFORMATION-MONITORING-AND-ADVOCACY-PPIMA.pdf>
- 10 <https://ajess.kibu.ac.ke/devolved-governance-and-quality-of-pre-primary-education-in-busia-county-kenya/>
- 11 <https://ajess.kibu.ac.ke/devolved-governance-and-quality-of-pre-primary-education-in-busia-county-kenya/>
- 12 [https://www.researchgate.net/publication/327484620\\_Devolution\\_of\\_Early\\_Childhood\\_Development\\_and\\_Education\\_in\\_Kenya\\_Improvement\\_in\\_the\\_Status\\_of\\_Infrastructural\\_Facilities\\_and\\_Its\\_](https://www.researchgate.net/publication/327484620_Devolution_of_Early_Childhood_Development_and_Education_in_Kenya_Improvement_in_the_Status_of_Infrastructural_Facilities_and_Its_)

## COMMUNITY SCORE CARD (CSC)

*The status of County roads and Early Childhood Development Education in 3 selected wards within the Counties of Siaya, Kisumu and Vihiga*

### Influence\_on\_Enrolment\_in\_Siaya\_County

- 13 [https://www.researchgate.net/publication/327484620\\_Devolution\\_of\\_Early\\_Childhood\\_Development\\_and\\_Education\\_in\\_Kenya\\_Improvement\\_in\\_the\\_Status\\_of\\_Infrastructural\\_Facilities\\_and\\_Its\\_Influence\\_on\\_Enrolment\\_in\\_Siaya\\_County](https://www.researchgate.net/publication/327484620_Devolution_of_Early_Childhood_Development_and_Education_in_Kenya_Improvement_in_the_Status_of_Infrastructural_Facilities_and_Its_Influence_on_Enrolment_in_Siaya_County)
- 14 [https://www.researchgate.net/publication/327484620\\_Devolution\\_of\\_Early\\_Childhood\\_Development\\_and\\_Education\\_in\\_Kenya\\_Improvement\\_in\\_the\\_Status\\_of\\_Infrastructural\\_Facilities\\_and\\_Its\\_Influence\\_on\\_Enrolment\\_in\\_Siaya\\_County](https://www.researchgate.net/publication/327484620_Devolution_of_Early_Childhood_Development_and_Education_in_Kenya_Improvement_in_the_Status_of_Infrastructural_Facilities_and_Its_Influence_on_Enrolment_in_Siaya_County)
- 15 [http://erepository.uonbi.ac.ke/bitstream/handle/11295/101471/Okewa\\_Influence%20of%20Functions%20of%20County%20Government%20on%20Performance%20of%20Early%20Childhood%20Development%20Education%20Teachers%20in%20Nyando%20Subcounty%2c%20Kisumu%20County%2cKenya.pdf?sequence=1&isAllowed=y](http://erepository.uonbi.ac.ke/bitstream/handle/11295/101471/Okewa_Influence%20of%20Functions%20of%20County%20Government%20on%20Performance%20of%20Early%20Childhood%20Development%20Education%20Teachers%20in%20Nyando%20Subcounty%2c%20Kisumu%20County%2cKenya.pdf?sequence=1&isAllowed=y)
- 16 <https://siaya.go.ke/early-childhood-education-will-form-part-of-my-legacy-rasanga/>
- 17 <https://www.youtube.com/watch?v=ikOuytutyhs>
- 18 [http://erepository.uonbi.ac.ke/bitstream/handle/11295/101471/Okewa\\_Influence%20of%20Functions%20of%20County%20Government%20on%20Performance%20of%20Early%20Childhood%20Development%20Education%20Teachers%20in%20Nyando%20Subcounty%2c%20Kisumu%20County%2cKenya.pdf?sequence=1&isAllowed=y](http://erepository.uonbi.ac.ke/bitstream/handle/11295/101471/Okewa_Influence%20of%20Functions%20of%20County%20Government%20on%20Performance%20of%20Early%20Childhood%20Development%20Education%20Teachers%20in%20Nyando%20Subcounty%2c%20Kisumu%20County%2cKenya.pdf?sequence=1&isAllowed=y)
- 19 <https://kenyayote.com/kisumu-county-ecd-teachers-receive-double-salary-increase/>
- 20 <https://litkenya.com/kisumu-county-government-distributes-textbooks-and-writing-materials-worth-sh-25-million/>
- 21 <https://cdn.odi.org/media/documents/11225.pdf>

- 22 Ibid, 9
- 23 <https://siaya.go.ke/siaya-county-integrated-development-plan-2018-2022/>
- 24 <https://www.standardmedia.co.ke/nyanza/article/2001333892/siaya-county-opens-multi-million-roads>
- 25 <https://vihiga.go.ke/documents/INTERGRATED%20TRANSPORT%20POLICY.pdf>
- 26 <https://www.the-star.co.ke/counties/western/2020-01-21-vihiga-allocates-sh117m-to-rehabilitate-county-roads/>
- 27 [http://guidelines.health.go.ke:8000/media/KENYA\\_ECD\\_SERVICE\\_STANDARD\\_GUIDELINES\\_\\_June\\_2006\\_FINAL.pdf](http://guidelines.health.go.ke:8000/media/KENYA_ECD_SERVICE_STANDARD_GUIDELINES__June_2006_FINAL.pdf)
- 28 <https://www.britannica.com/biography/Harold-Lasswell>
- 29 <https://iwaweb.org/accountable-governance/>
- 30 <https://www.ncbi.nlm.nih.gov/pmc/articles/PMC5091339/#>

**ANNEX I COUNTY ROADS COMMUNITY SCORE CARD**

<b>WARD:</b>		<b>DATE:</b>	
<b>COUNTY:</b>			
<b>PROGRAMME/SECTOR:</b> County Roads			
NO.	COMMUNITY CONCERNS	SCORE (1-5) The details of the scores are broken down further for each question with 1 being the lowest score and 5 being the highest	<b>REASONS FOR THE SCORE</b>

## COMMUNITY SCORE CARD (CSC)

*The status of County roads and Early Childhood Development Education in 3 selected wards within the Counties of Siaya, Kisumu and Vihiga*

- 1 Sufficiency of Murram roads in the ward (1-no county government funded road) (2-less than 2 county government funded, roads majorly community made) (3-county government road to half of the public utilities) (4- county government road to all the public utilities) (5-county government road to all public utilities and beyond)

1	2	3	4	5

- 2 State of Murram roads in the ward (1 not passable on foot/motorbike/ bicycle when it rains) (2-partly passable) (3- all have a part that is passable) (4-all are passable) (5-all passable & regularly maintained)

1	2	3	4	5

- 3 Sufficiency of tarmac roads in the ward (1-none in the ward) (2-available but heavily pot holed) (3-only the highway is tarmacked) (4-roads to key public utilities are tarmacked) (5-roads to all utilities are tarmacked)

1	2	3	4	5

- 4 State of Tarmac roads in the ward (1-none in the ward) (2-available but heavily pot holed) (3-pot holed but with parts that are passable) (4-pot holes are filled, hence passable) (5-all passable & regularly maintained)

1	2	3	4	5



## ANNEX II EARLY CHILDHOOD EDUCATION COMMUNITY SCORE CARD

**WARD:**

**DATE:**

**COUNTY:**

**PROGRAMME/SECTOR:** Early Childhood Education

<b>NO.</b>	<b>COMMUNITY CONCERNS</b>	<b>SCORE (1-5)</b> The details of the scores are broken down further for each question with 1 being the lowest score and 5 being the highest	<b>REASONS FOR THE SCORE</b>
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### Early Childhood Education

1	Sufficiency of ECDE schools	(1-no ECDE school in the ward), (2-one school serves the entire ward & is crowded) (3-one school serves the entire ward but is not crowded), (4-more than one school but some are crowded), (5-several schools that are not crowded)
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1	2	3	4	5

2	Sufficiency of classrooms	(1-no designated structure), (2- one class for all kindergarten children), (3- classes available for each year but crowded),(4-classes available, not crowded but in bad physical shape), (5-classes available in good shape and not crowded)
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1	2	3	4	5

## COMMUNITY SCORE CARD (CSC)

*The status of County roads and Early Childhood Development Education in 3 selected wards within the Counties of Siaya, Kisumu and Vihiga*

- 3 Availability of facilities (1-No facilities inside or outside the classroom), (2- only sitting area & black board available), (3-Sitting area, black board with open play ground), (4-sitting area, black board & play facilities in the field), (5- sitting area, black board, play facilities both inside and outside classroom)

1	2	3	4	5

- 4 Availability of staff (1-No teacher or minder), (2- one untrained minder), (3- teacher from primary section checks on them), (4- one trained kindergarten teacher), (5- trained teacher and a minder to assist)

1	2	3	4	5

- 5 Do the children learn? (1-Not at all), (2- Minder teaches nursery rhymes all day), (3- trained teacher teaches about an hour every day), (4-yes, but never write), (5- Yes, they sing, read, write & play)

1	2	3	4	5





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