



THE COUNCIL OF GOVERNORS



PROJECT TITLE: STRENGTHENING THE CAPACITY OF WOMEN AND YOUTH LED COUNTIES FOR IMPROVED PUBLIC PARTICIPATION IN BUDGETING PROCESSES AND OVERSIGHT OF PUBLIC RESOURCES IN KENYA.

REPORT ON TRAINING MEMBERS OF THE COUNCIL OF GOVERNORS (COG) STAFF ON GENDER RESPONSIVE BUDGETING, PERFORMANCE MANAGEMENT, AND GENDER EQUALITY AND WOMEN EMPOWERMENT PROGRAMMING ; GRANT NO. 130838.

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EXECUTIVE SUMMARY

The use of Performance Contracts has been acclaimed as an effective and promising means of improving the performance of public and private enterprises as well as government departments. Committees within the Council of Governors' (COG) are increasingly faced with the challenge to do things but with fewer resources. Performance contracting is supposed to enhance job satisfaction for the employees with the hope that their satisfaction would lead to improved job performance. The improved job performance should in turn lead to tangible and improved financial performance.

The training on gender equality and women empowerment programming, as well as gender responsive budgeting (GRB) is intended to build the capacity of COG staff in applying gender budget analysis tools in their programming around gender equality and women's rights, it will also assist them in supporting gender budget initiatives wherever they exist.

The training will specifically seek to build understanding of GRB as a tool for promoting gender equity, accountability to women's rights as well as efficiency and transparency in budget policies and processes. It is anticipated that this training will develop skills required to effectively engage in mainstreaming gender in planning and budgeting processes at COG.

INTRODUCTION

Opening Remarks by Mrs. Jacqueline Mogeni, C.E.O – Council of Governors

OBJECTIVES

- To offer more coherent and effective support to members of COG staff in applying these tool to make progress on job performance and gender equality commitments.
- Improved service quality, efficiency, consistency and employee creativity at the COG.

PRESENTATIONS

OVERVIEW OF THE PROJECT

Wanjiku Gitonga – Project Coordinator, Council of Governors

She explained that the long term goal of the project is to strengthen the capacity of youth and women led counties to better engage women and youth in the generation, distribution and management of public resources.

The medium term outcomes of the project are as follows:

- Enhanced capacity of the four counties to develop annual development plans (ADP) and attendant documents.
- Enhanced capacity of the four counties in the management of public resources and responsive delivery of public services.
- Increased awareness of young people and women of the existing policy and legal frameworks that support their participation in county processes.
- Active and informed participation of young people and women in budgeting processes.
- Increased oversight in the management of public resources by women and young people.

The project activities are outlined below:

- Support the target four counties develop annual development plans (ADP) and attendant documents.
- Train 100 young, women and people with disability (PWD) in budget formulation.
- Train 100 youth, women and people with disability (PWD) in advocacy.
- Develop guidelines for gender and youth mainstreaming in budgeting processes.
- Support inter county exchange for the leaders and as well as for women and youth.
- Conduct periodic assessments on the level of resource allocation to women and youth.
- Conduct training for 100 county officials on existing legal and policy framework for inclusion of women and young people, prudent public resource use and responsive service delivery.

- Train 100 young men and women in fiscal management and in Gender and Youth responsive budgeting.
- Train 100 women and youth on how to track resource utilization.
- Support Internship and mentorship programmes for 80 youth in governance.
- Train 30 members of the COG staff in gender responsive budgeting, performance management and gender equality and women empowerment programming.
- Conduct quarterly social audits of county expenditures.
- Learning exchange programs for the four governors and the program management team.

Below are the indicators of the project activities:

- Increased responsiveness to gender concerns in the annual development plans (ADP) and attendant documents.
- Enhanced capacity and participation of youth, women and people with disability (PWD) in budget formulation.
- Increased participation of youth, women and people with disability (PWD) in budget formulation.
- Enhanced capacity of youth, women and people with disability (PWD) in advocacy for inclusion and fiscal accountability.
- Increased ability of youth, women and people with disability (PWD) to interrogate existing county plans and programmes.
- Enhanced inter county collaboration between youth, women and PWDs.
- Enhanced understanding of the level and impact of allocation of locally generated resources for women and youth economic empowerment
- Increased awareness amongst the youth and women on the available policy and legal frameworks that support their participation in county development processes.
- Enhanced capacity amongst the youth and women on fiscal management and in Gender and Youth responsive budgeting.
- Increased number of youth engaged in entrepreneurial activities.

- CoG staff are embracing gender responsive budgeting and gender equality in their activities and operations.
- Better understanding of the performance of county expenditures and utilization of public resources for public good.
- Enhanced awareness amongst the governors and the project implementation team on global best practices on governance.
- Enhanced awareness amongst the youth, women and PWDs on the 30% rule on access to procurement opportunities

Structure of the Project

The project implementation team at the Council of Governors includes: a gender officer, finance officer, citizen engagement expert and a knowledge management officer.

The overall coordinator of the Project is the Project coordinator and their role is as follows:

- Provide an oversight role and participate in the development of the work plan.
- Oversee the overall planning, implementation and follow up of project activities and operations of the project.
- Provide reporting updates on project progress issues and successes to ensure appropriate engagement of cog committee.
- Delivering specific activities as set out in the project documents.
- Coordinate the county teams on monthly and quarterly narrative and financial reporting.

The duties and responsibilities of the Project Accountant is as follows:

- Receive and check that all incoming invoices and payments are in accordance with the relevant contracts.
- Prepare for payment of all invoices and other costs related to the program activities.
- Prepare costs for registration in the cog systems, in accordance with the applicable accounting standards.

- Prepare financial reports and statements on a monthly and 6 monthly basis and collect bank statements on a monthly basis.
- Prepare purchase requisition for services being outsourced.
- Follow up with individual counties and guide them on financial expenditure.
- Provide administrative support to ensure that project operations are maintained in an effective, up to date and accurate manner.

County Project Coordinator:

- The county project coordinator will work closely with the COG project coordinator to oversee planning and implementation of project activities.
- Serve as the coordinator between the county procurement officer and finance officer, and key project stakeholders.
- Ensure the timely submission of all deliverables to the COG project coordinator, including narrative and financial reports and list of participants.
- Collect and share successes and lessons learned with the Council of Governors.
- To maintain close relations with key stakeholders and establish effective linkages with like-minded NGOs/ CBOs and government departments.

The main role of the finance and procurement officers will be to provide support and advice to the project coordinator at the county level concerning procurement of consultants and conferencing facilities, and on the submission of relevant financial documents to the Council of Governors

GENDER EQUALITY AND WOMEN EMPOWERMENT PROGRAMMING.

Paul Kuria – Senior Programme Officer, Gender Unit

He explained that sustainable Development Goal 5 is on achieving gender equality and empowering all women and girls and the main targets are: end all forms of discrimination

against all women and girls everywhere and eliminate all forms of violence against all women and girls in the public and private spheres, including trafficking and sexual and other types of exploitation.

The gender agenda in the COG is spearheaded by the gender youth education, sports culture and social services committee with the responsibility of ensuring county governments and council design, invest and implement robust gender equality and women empowerment programs. The Constitution 2010, the County Government Act among other enabling legislations requires the county governments to design and implement affirmative actions and programs for empowering women, PWDs and youth.

He explained that gender is a socially constructed definition of roles, behaviours and power relations between women and men. This is not to be confused with sex, that is, the biological characteristics of women and men, which normally do not change. Gender relations, however, are often dynamic and can change over time. The conception of tasks, functions and roles attributed to women and men, girls and boys in society, in both public and private life is shaped by both women and men. Through their activities they reproduce gender roles and norms by conforming to expectations. Men as well as women can promote changes in gender relations. Gender relations are reproduced not only between but also amongst women and men (e.g. mother/daughter or daughter-in-law, father/son).

Men and women often have different needs and priorities, face different constraints, have different aspirations and contribute to development in different ways. It is important to recognise, respect and work with both feminine and masculine perceptions. Furthermore, gender relations are often strongly linked to other factors that can result in inequality/disadvantage, such as ethnicity, age and education. Gender relations therefore need to be addressed in a holistic and context-specific manner. Gender norms are often deeply embedded in cultural norms, leading to a perceived tension or even incompatibility between supporting gender equality and respecting local culture and religion.

Empowerment

He explained that empowerment is about people, both men and women. It is a collective undertaking, involving both individual change and collective action. Womens empowerment means developing their ability to collectively and individually take control over their own lives, identify their needs, set their own agendas and demand support from their communities and the state to see that their interests are responded to. In most cases the empowerment of women requires transformation of the division of labour and of society as well as changes in prevalent ideologies about the roles and responsibilities of men and women.

Gender Divisions of Labour.

He stressed that men and women are usually assigned different roles in society which can be divided into productive, reproductive, community and political roles. Productive roles refer to those related to production and income, such as employment or self-employment, where production is rather narrowly defined. In many societies, men are considered to be the “breadwinners”, whereas women’s expected primary role is to be responsible for the household and care work. yet, in many societies, women engage in productive work through agricultural work and do the same work as men, but this is often not recognised because it is unpaid.

Reproductive roles refer to those related to the household and care work of children and elders, which is usually seen as women’s roles. This work is often not recognised as proper work and remains “invisible” because it is unpaid. On the other hand, due to the workload at home, women tend to have fewer opportunities to be employed outside the home, even if they would like to.

Community roles are those related to work in the community, usually voluntary, such as membership of local self-help groups. In many societies, women are engaged in such activities, e.g. preparing meals for the needy, the sharing of child care arrangements through “play groups” and similar activities.

Women often have a so-called triple workload, engaged in productive, reproductive and community work, whereas this work is often not recognised as real work in statistics and not seen as having value, even by women themselves.

Hence, the gendered division of labour often puts women in a disadvantaged position. Where a woman's role is determined by society to be in the household, she may face difficulties in participating in decisionmaking in their villages or towns, even if such decisions affect their life directly. In a wider perspective, women's voices often go missing in political debates and dialogues at a higher level, so that their needs and priorities are often not considered. This may be entirely unintentional, with men in authority assuming that they speak on behalf of women as well as men without realising that women may have different opinions. In other cases, it may simply be expected that women should hold the same views as their husbands or other male relatives. yet there are often good reasons why men and women have different perspectives, due to their different roles and experiences.

He said that taking both perspectives into account in decision-making should not lead to disharmony; it should lead to better informed decisions. In the economic sphere, women often have limited access to paid employment; and when paid, may receive lower wages than men – even when performing the same task. They also face difficulties accessing resources such as land, credit, information, education/training, and assets/property. Women are commonly dependent on men to provide these resources, a situation that is considered normal in many societies.

As a consequence, women often do not own the land, on which they work or the house in which they live. Woman's lack of assets means she may have difficulties obtaining loans for investments. In the case of the death of her husband or separation/divorce, this may even lead to her being evicted from the houses which they do not own, or being marginalised by her parents-in-law or brothers-in-law, with no protection, leaving them and their children very vulnerable.

The different expectations that society has of what men and women should do, can also limit both men and women to follow personal preferences in education and occupations.

Understanding Gender Equity

He explained that equity is concerned with the promotion of personal, social, cultural, political, and economic equality for all. The term gender equity emerged out of a growing recognition in society of pervasive gender inequities. Continuing traditions of stereotypical conceptions and discriminatory practices have resulted in the systemic devaluation of attitudes, activities and abilities attributed to and associated with girls and women. The negative consequences of stereotypical conceptions and discriminatory practices adversely affect males as well as females. However, in the short term, greater emphasis in the gender equity initiatives will be placed on improving conditions and attitudes as they affect the youth, PWDs and women. In the long-term, these initiatives will also improve the situation for boys and men.

Understanding Gender Equality

He explained that equality refers to similarity of treatment as it is legally, constitutionally and divinely given and is a fundamental human right. In the context of international human rights, the legal concept of gender equality is enshrined in the 1948 Universal Declaration of Human Rights as well as United Nations Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW), which was adopted in 1979 and is also known as the convention on womens rights. CEDAW, which has been ratified by 100? countries, states clearly and unequivocally that discrimination against women violates the principles of equality of rights and respect for human dignity. The governments of the world reaffirmed their commitment in 1995 to the equal rights and inherent human dignity of all women and men in the Beijing Declaration and Platform for Action.

Gender Mainstreaming

He explained that mainstreaming implies re-evaluation of current policies and inquiries have to be made as to what types of projects will benefit women, youth and PWDs as well as men. It should not be taken for granted that women, youth and PWDs and men have common interests. Mainstreaming presupposes that any programme or any project is initiated with the awareness that we live in a gendered world, and that the concept of gender is relational, pointing at male female relations in production and reproduction. This implies that changes for women will consequently require changes for men. The norm for gender mainstreaming planning is gender responsiveness.

GENDER RESPONSIVE BUDGETING

Victor Odanga – Finance Officer

He explained that government budgets appear to be neutral; they do not normally make a reference to men and women nor specify who is benefiting. Nevertheless, how budgets are spent depends on priorities and choices made, which then have impact on the lives of men, women, youth and PWDs. Gender budgeting can be a powerful tool through which priorities of both men, women, youth and PWDs are incorporated in the planning and budgeting cycle. In this manner, GRB promotes gender equality and works towards fulfilment of women's rights.

He explained that the ultimate aim of GRB is that a country has and implements budgets and programs that take into account the needs of men and women, girls and boys and persons with disabilities. GRB is both technical in dealing with budget numbers, and political, because it refers to choices and priorities in allocation of resources. GRB, therefore, redefines priorities and allocation of resources to reflect better the different needs and interests of men and women, explicitly taking into consideration the disadvantaged position of women, youth and PWDs.

In this sense, it is also about social equity, and should pay special attention to marginalised groups and may be expanded to include them.

He said that this means that a number of important measures need to be taken within the process, to ensure that county plans and budgets respond to gender issues in the county governments context:

1. Include women in stakeholder consultation.

This is an obvious measure but not always an easy one to implement. Due to women's time burden, unease about speaking in public, and possible restrictions on mobility, it may be difficult for women to attend meetings. Specific measures are needed to ensure that they have the opportunity, with regard to the timing of the meeting, the way it is communicated and by whom, and how the meeting is conducted, so that women feel comfortable attending and expressing their concerns and ideas.

2. Ensure that women's priorities are included in the planning.

Here we must be aware of power issues within the community and who finally decides on priorities. It is therefore important that women are represented in decision-making bodies and that male decision-makers are open to hearing their views, so that their voices do not get lost in the final prioritisation. Officials responsible for public participation, gender issues and planning need to take this into account and frame their plan accordingly. In addition, county assemblies have the mandate to approve the plan and budget and therefore should ensure that women's priorities have also been considered.

3. Include women's priorities and measures that promote gender equality in budgets and avoid activities that promote gender inequality.

Budgeting is a crucial phase; what is budgeted is what can be finally implemented. But very few people understand budgets and for open budget hearings, budgets may have to be simplified, potentially losing important details.

4. Ensure the plan is implemented to the benefit of both men and women.

Finally, it is during the implementation phase that a difference can be made. There are quality issues to consider, for instance in infrastructure some of the important issues to consider are: if the procurement process is transparent, the material corresponds to standards, transparency of execution of funds etc.

5. Evaluate how the budget was really spent and who benefited.

Any plan should be evaluated before a new plan is elaborated or revised, whether this is an operational plan or a strategic long term plan. Experiences can be taken from tools such as social audits, community score cards, in which community members identify criteria for monitoring of government services, and evaluate them accordingly or through public expenditure tracking, where citizens, with support from NGOs, examine where expenditures actually went. A more simple tool would be open budget hearings.

He explained that the budget process in Kenya is an important part of government planning and decision-making. In itself, the budget making process in Kenya is a comprehensive process. It begins in August of the current financial year to December of the next financial year.

A financial year (or fiscal year, or sometimes a budget year) is the period that governments use for accounting and budget purposes and financial reporting. It varies between countries. A full financial year in Kenya begins on 1st July of the current calendar year. It ends on 30th June of the coming year.

A financial quarter in the financial year in Kenya comprises of three months. Thus, there is the:

- First Quarter that begins from 1st July to 30th September;
- Second Quarter that begins from 1st October to 31st December;
- Third Quarter that begins on 1st January to 31st March; and
- Fourth Quarter that begins from 1st April to 30th June.

He said that the budget process in Kenya ideally should allow the public to present their views on the budget at various stages. The public presents their needs depending on the level of government.

The overall purpose of the budget is to end poverty. The budget planning process in Kenya allows the national and county governments to prioritize the needs of the people. The process also allows them to align the needs of government policy.

The Constitution and the Public Finance Management Act (2012) acts as the guide for the budget process in Kenya. This process takes place at both the national government and the county governments.

PERFORMANCE CONTRACTING

Sam Mutisya – Monitoring & Evaluation Officer

He explained that Performance contracting in Kenya is anchored on the existing Government Planning and Performance Management tools such as the National development blue-print (Vision 2030) in which the Country has developed a 5-year Medium- term plan (2018-2022) against which public agencies align their strategic plan. All other institutions derive their annual performance contracts operational plans from this document. The PCs are then cascaded downwards through departmental or divisional PCs against which public servants derive their individual targets and articulate these in their performance appraisal system through annual work plans and individual work plans.

The constitution of Kenya (2010) recognizes the importance of quality services to Kenyans. Kenya Vision 2030 is about a globally competitive and prosperous Kenya by year 2030 through three pillars, namely; economic, political and social pillars. Its objectives include improved performance and quality services delivery, promotion of transformative and accountable leadership that meets the expectations of citizens.

He defined performance contract as a management tool for measuring performance that establish operational and management autonomy between Government and public agencies, reduces quantity of controls and enhances quality of service, privatizes the style of public

sector management by focusing on results and not processes and measures performance, enables recognition and reward of good performance and sanctions bad performance.

Performance contracting is a branch of management science referred to as management control system. A performance contract is a freely negotiated performance agreement between the Government, organization and individuals on one hand and the agency itself. It is also defined as an agreement between two parties that clearly specifies their mutual performance obligations. Performance contracting is a branch of management control systems and apart of strategic management.

He explained that the success of performance contract implementation depends largely on the following factors;

- Focused leadership and participation of managers in the negotiation process
- Partnership and teamwork.
- Quarterly reviews of performance contract reports.
- Involvement of all staff at all levels in performance contracting.
- Provision of adequate resources for all activities in the performance contract.

He explained that the purpose of performance management strategy is to provide the means through which better results can be obtained from the organization, teams and individuals by understanding and managing performance within an agreed framework of planned goals, standards and competency requirements. It involves the development of processes for establishing shared understanding about what is to be achieved, and an approach to managing and developing people in a way that increase the probability that it will be achieved in the shorter and longer term.

Moreover, performance management strategy has to focus on developing a continuous and flexible process that involves managers and those whom they manage. This should set out how they can best work together to achieve the required results. It focuses on future performance planning and improvement rather than on retrospective performance appraisal.

It provides the basis for regular and frequent dialogues between manager and individuals or teams about performance and development needs. It measures outputs in the shape of delivered performance compared with expectations expressed as objectives. In this respect, it is concerned with targets, standards and performance measures or indicators. But it also deals with input-the knowledge, skills and competencies to produce the expected results

He emphasized that it as a memorandum of understanding (MOU) which is rooted in an evaluation system, which ensures improvement of performance management comprehensively. Performance contract is a central element of new public management aiming at liberal management where a manager of a public sector institution is relieved of unnecessary cumbersome rules and regulations which hinder quick decision making.

DISCUSSANTS PERSPECTIVES

- One participant pointed out that the pictorial and textual images presented in primary school textbooks also reinforce gender roles of males and females since one can discern unrealistic gender bias and stereotyping by observing the number of times males and females appear in pictures and text; the order of their appearance and in which they are mentioned; the activities they are associated with the language used to describe them and their actions and whether they are active or passive in the text.
- Another participant pointed out that young adolescents are heavily influenced by their peers on what real boys and real girls are supposed to behave like. This is also the period when most youth also form strong masculine and feminine identities based on gender roles.
- A participant sought to know more about men empowerment. Paul explained that this is often overlooked, gender is an aspect of the social identity of men as well as women. Just as there are cultural norms and expectations about

women's roles, there are also cultural norms and expectations of men as leaders, husbands, sons and lovers that shape their behaviour and opportunities. The overall pattern of gender relations favours men in the distribution of resources, opportunities and power. Men's privileged position also gives them disproportionate power in determining the values that prevail. However, male engagement in the quest of gender equality is paramount.

- A participant sought to know the link between gender equality and violence against women and girls.

Paul explained that the vulnerability of women and girls to violence is deeply rooted in unequal gender relations and the access that many societies provide men and boys to material, symbolic and relational resources. Further, violence against women and girls reinforces gender hierarchies and power imbalances between women and men within families and communities. Violence against women impacts on a country's economic development by lowering productivity and impacting on service provision.

- One participant emphasized that during employee performance appraisals, increased attention from management is important for employees because project objectives shift over time, so employees need to be given continuous guidance on what is expected from them. The frequency and quality of such meetings is crucial for goal alignment and personal development.
- A participant stressed that performance management should include recurring one-on-one meetings between employees and their managers so performance is always aligned to the right project objectives.

PHOTO GALLERY



COG C.E.O, Mrs. Mogeni giving opening remarks.



Paul Kuria presenting on GEWE



Samuel Mutisya presenting on Performance Management



Victor Odanga presenting on GRB.



Participants during the training.



Participants deliberating during the training.