GOVERNMENT OF NAIROBI CITY COUNTY



THE NAIROBI CITY COUNTY ASSEMBLY

Approved [1/6/2020

OFFICE OF THE CLERK

SECOND ASSEMBLY-FOURTH SESSION

NBI CA. PLC. 2020 / (022)

16th June, 2020

PAPER LAID

Pursuant to Standing Order 191, I beg to lay the following Paper on the Table of the Assembly, today Tuesday, 16th June, 2020.

THE REPORT OF THE SELECT COMMITTEE ON WARD DEVELOPMENT FUND ON THE WORKSHOP HELD FROM 27TH FEBRUARY TO 1ST MARCH 2020 AT TRAVELLERS HOTEL, MOMBASA

(Chairperson, Select Committee on Ward Development Fund)

Copies to:
The Speaker
The Clerk
Hansard Editor
Hansard Reporters
The Press

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NAIROBI CITY COUNTY ASSEMBLY



Approxed

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16/5/2020

SECOND ASSEMBLY - FOURTH SESSION

Topical history of 122

THE REPORT OF THE SELECT COMMITTEE ON WARDS DEVELOPMENT FUND

ON

THE WORKSHOP HELD FROM 27TH FEBRUARY – 1ST MARCH 2020 AT TRAVELLERS HOTEL, MOMBASA

Clerk's Chambers, CITY HALL, NAIROBI.

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Hon. Speaker,

The Select Committee on Wards Development Fund is established pursuant to Subsection (5) of Section 35 of the Wards Development Fund Act, 2014 and is mandated, among others, to:-

- a. Consider and recommend to the County Assembly any matter requiring action by the County Assembly pursuant to the provisions of this Act;
- b. Oversee the implementation of this Act and in this respect, shall after every two years submit a report to the County Assembly and where necessary propose any amendments to this Act, in particular with respect to the Quantum of funds repayable into the Fund in accordance with section 4 of the Act;
- c. Oversee the policy framework and legislative matters that may arise in relation to the Fund;
- d. Continually review the framework set out for the efficient delivery of development programmes financed through the Fund;
- e. Consider and report to County Assembly with recommendations, names of persons required to be approved by County Assembly under this Act.

Committee Membership

The Committee Membership comprises of:

1. Hon.Patricia Mutheu, MCA

Chairperson

2. Hon. Fredrick Okeyo, MCA

Vice Chairperson

- 3. Hon. Peter Imwatok, MCA
- 4. Hon. Chege Mwaura, MCA
- 5. Hon. Wilfred Odalo, MCA
- 6. Hon. Joseph M. Komu, MCA
- 7. Hon. Kennedy Oyugi, MCA
- 8. Hon. Leah Supuko, MCA
- 9. Hon. Sylvia Museiya, MCA
- 10. Hon. Eunice Wanjiku, MCA
- 11. Hon. Elizabeth Nyambura, MCA

Hon. Speaker,

Following the approval of schedule of Committees retreats by the Liaison Committee and subsequent approval by the Office of Speaker to sit outside the precincts of the Assembly the Select Committee on Wards Development Fund held its quarterly workshop from 27th February to 1st March 2020. The objectives of the Workshop were were to enable the Committee members to:-

- i. Understand the mandates and the general functions of the WDF Committee in the Assembly;
- ii. Understand and internalize the vital concepts and dynamics as contained in the Nairobi City County Wards Development Fund Act, 2014 and the subsequent amendments of 2014, 2015 and 2016; and
- iii. Deliberations on the lessons learnt and way forward and devise ways to achieving effective implementation of the Act.

Hon. Speaker,

Members are grateful to the Speaker and the Clerk of the County Assembly for organizing and facilitating the workshop. Members gained the basic concepts that shall set them off as they begin the journey of discharging their mandate. Members also wish to thank the workshop presenter Mr. Benjamin Magut for his insightful presentation.

Hon. Speaker,

It is now my pleasant duty, on behalf of the Committee to present and recommend this report to the County Assembly.

Hon. Patricia Mutheu, MCA, Chairperson, Ward Development Fund Committee

Date 15 06 2020

The County Assembly Committees are extensions of the Assembly established under the County Assembly Standing Orders and in accordance with Section 14 of the County Governments Act, 2012. The Committees are supposed to perform functions that the Assembly is not well fitted to consider in plenary. Following the approval of schedule of Committees retreats by the Liaison Committee and subsequent approval by the Office of Speaker to sit outside the precincts of the Assembly the Select Committee on Wards Development Fund held its Quarterly workshop from 27th February to 1st March 2020. The workshop entailed the understanding the overview of the Nairobi City County Wards Development Fund Act, 2014, the vital concepts and dynamics as contained in it and the subsequent amendments of 2014, 2015 and 2016, opportunities, challenges in implementation of the Fund and the Committee's resolutions in achieving effective implementation of the Fund.

Day 1: Friday 28th February 2020

Introductory remarks

The workshop was officially opened by a word of prayer by the Vice Chairperson, hon. Fredrick Okeyo before welcoming participants to the workshop. He urged the Members to ensure they understand and internalize what the WDF Act entails because it guides the Committee in undertaking its mandates of legislation and oversight as well as the General functions of the Committees in the Assembly.

PRESENTATIONS BY THE FACILITATOR-MR. BENJAMIN MAGUT

The facilitator began by going through an overview of the mandates of the select Committee on Ward Development Fund

He took Members through the WDF Act as shown below:-

Brief outlook of the Act

Part I- PRELIMINARY

Section

- 1- Short Title and Commencement
- 2- Interpretation
- 3- Objects and purposes

Part II- ESTABLISHMENT AND ADMINISTRATION OF THE FUND

- 4- Establishment of the Fund
- 5- Establishment of the County Management Committee
- 6- Conduct of business and affairs of the County Management Committee
- 7- Functions of the County Management Committee
- 8- Officer administering the Fund
- 9- Secondment of staff
- 10- Delegation by the County Management Committee

Part III- FINANCIAL PROVISIONS

- 11. Disbursement from the Fund
- 12. Allocation of Funds
- 13. Funds to be retained in the fund
- 14. Emergency reserve
- 15. Bank Account of the Fund
- 16. Ward Fund Account
- 17. Record of disbursement to be kept
- 18. Remuneration and allowances

Part IV-SUBMISSION OF WARD PROJECT PROPOSALS

- 19. Submission of projects
- 20. Submission of deadline
- 21. Submission form



- 23. Approval of projects
- 24. Discretion of Ward Development Fund Committee
- 25. List to be serialized

Part V- TYPES OF PROJECTS

- 26. Criteria for projects
- 27. Projects to be community based
- 28. Number of projects
- 29. Cost estimates to be realistic
- 30. Personal awards to be excluded
- 31. Counter part funding to be permitted

Part VI- THE WARD DEVELOPMENT FUND COMMITTEE AND THE COUNTY ASSEMBLY SELECT COMMITTEE

- 32. Establishment of Ward Development Fund Committee
- 33. Composition of the Ward Development Fund Committee
- 34. Functions of the Ward Development Fund Committee
- 35. Establishment of the County Assembly Select Committee
- 36. Quarterly of reports on projects and disbursements

KEY AREAS IN THE PRESENTATIONS

The facilitator took the members through the Act section by section and its subsequent amendments. The members reacted to most of the sections.

Objects and purposes of Act

Pursuant to Section 3, the Committee learnt that the object and purpose of this Act is to further objectives of the provisions of Article 186 and 207 (2)(a) of the Constitution and

ensure that a specific portion of the County annual budget is devoted to the Wards for purposes of development and in particular the fight against poverty at the Ward level.

Establishment, Administration and Legal Authority of the Fund as contained in the Constitution of Kenya and the Act

In regard to Establishment and Administration of the Fund, the facilitator taught the members on the legal authority of the Fund;-

Article 207 (1) and (2) and Article 186 of the Constitution;

- Creates the Revenue Fund where all monies to the county are paid to
- Establishes how monies from the Revenue Fund can be withdrawn or charged.

The Committee learnt that the Ward Development Fund is created pursuant to Article 207 2(a) of the Constitution

"Money may be withdrawn from the Revenue Fund of a county government only— as a charge against the Revenue Fund that is provided for by an Act of Parliament or by legislation of the county"

and Section 4 (1) & (2) of the Wards Development Fund Act, 2014 creates the Fund as follows:-

- "An Amount of not less than 5% of all the ordinary revenues of Nairobi City County in every financial year"
- "Any monies accruing to, donated ,lent or received by the fund from any other lawful source"
- "Amounts above shall be calculated on the basis of the ordinary revenues collected in the previous financial year as approved by county assembly"

The Committee further learnt that Article 174 of the Constitution provides for the objects for devolutions as among others;-

- To promote democratic and accountable exercise of power
- To give powers to self-governance to the people and enhance participation of people in excise of powers of the state and in making decisions affecting them
- To recognize the right of communities to manage their own affairs
- 4 To promote social and economic development and provision of proximate, easily accesible services through Kenya

- To ensure equitable sharing of national and local resources throughout Kenya
- Establishment and mandates of County Assembly Select Committee

The Committee learnt that the Select Committee on Wards Development Fund is established pursuant to Subsection (5) of Section 35 of the Wards Development Fund Act, 2014 and is mandated, among others, to:-

- Lonsider and recommend to the County Assembly any matter requiring action by the County Assembly pursuant to the provisions of this Act;
- Oversee the implementation of this Act and in this respect, shall after every two years submit a report to the County Assembly and where necessary propose any amendments to this Act, in particular with respect to the Quantum of funds repayable into the Fund in accordance with section 4 of the Act;
- Oversee the policy framework and legislative matters that may arise in relation to the Fund:
- Continually review the framework set out for the efficient delivery of development programmes financed through the Fund; and
- Consider and report to County Assembly with recommendations, names of persons required to be approved by County Assembly under this Act.

EXECUTIVE ACTORS IN THE FUND

Executive actors of the Fund are Ward Fund actors in the Executive Arm of the Nairobi County Government. They play a major role of the implementation of the projects. They comprise of:-

- Lounty Executive Committee Member responsible for Finance and Economic **Planning**
- County Management Committee (CMC)
- Ward Development Fund Committee (WDFC)
- County Departmental Heads

County Executive Committee Member

This is the County Executive Committee Member responsible for Finance and Economic Planning and is mandated to appoint the Chairperson of the County Wards Development Fund Management Committeee from amongst the four persons appointed in accordance

with paragraph(d) of section 5 subsection (2) of the Nairobi City County Wards Development Fund Act, 2014.

County Wards Development Fund Management Committee (CMC)

The County Wards Development Fund Management Committeee is an institution with a County Executive Function and thus reports to the County Executive who in turn reports to County Assembly on matters relating to the Fund.

Functions of the CMC

- i. To consider project proposals submitted from various Wards in accordance with the Act, approve for funding those project proposals that are consistent with the Act and send funds to the respective Wards Fund Accounts with respect to the approved projects;
- ii. To consider reallocations, resubmissions and request for funds and give approvals in accordance with the Act;
- iii. To ensure timely and efficient disbursement of funds to every Ward;
- iv. To ensure efficient management of the Fund;
- v. To undertake monitoring and evaluation of Ward Fund projects:
- vi. To ensure compilation of proper records, returns and reports from the Wards:
- vii. To receive and discuss annual reports and returns from the Wards;
- viii. Recruit the Chief executive officer and other senior staff of County Management Committee;
- ix. To receive and address complaints and disputes and take appropriate action;
- x. To submit a report to the County Assembly Select Committee on WDF on monthly basis, detailing a summary of project proposals received from the Wards in the preceding month (including their approval status), status of disbursement of funds to Wards, disbursement from County Treasury, and any restrictions imposed on WDFC Account in accordance with the Act;
- xi. To undertake audit of Ward funded projects in the constituencies;
- xii. To issue policy guidelines from time to time to ensure efficient management of the Fund;
- xiii. To receive lists of names of elected Ward Committees for onward transmission to the County Executive for gazettement;
- xiv. Submission of annual accounts of the Ward and the CMC to the Auditor General; and Report of the Select Committee on Wards Development on the workshop of the Committee held from 27TH February 1ST March 2020 at Travellers Hotel, Mombasa Page 10 of



Ward Development Fund Committee

Pursuant to section 32 of the Act there shall be a Ward Development Fund Committee which shall be constituted by the elected member of the Assembly within first thirty days (30) of a new Assembly. The Composition of the Ward Development Fund Committee is Pursuant to the section 33 of the Act.

Roles of Ward Development Fund Committee

- To prioritize and approve all project proposals from all areas in the Ward and any other projects which the Ward Development Fund Committee consider beneficial to the Ward;
- ii. Consult with the relevant County departments to ensure that the cost estimates for the projects are as realistic as possible;
- iii. Rank project proposals in order of priority provided that ongoing projects shall take precedence;
- iv. Ensure that projects proposed for funding comply with the Act. Monitor the implementation of projects;
- v. Undertake reallocations, resubmissions of projects and requisitions for funds;
- vi. Responsible for preparation of strategic plan for the Wards;
- vii. Ensure preparation of reports and financial statements and submission to the CMC;
- viii. Monitor the implementation of projects;
 - ix. Ensure recruitment of competent staff in compliance with the Act;
 - x. Responsible for responding to any audit querries;
- xi. Ensure successful closure of all Ward Fund projects; and
- xii. Ensure preparation of work plans and cash flow projections and submitted to the WDFC.

Officer of the Fund(OOTF)

Officer of the Fund is the holder of the Authority to incur Expenditure (AIE)

- i. As AIE Holder, OOTF will receive WDF money from County on behalf of the WDFCs and must sign a payment voucher or Imprest Warrant first before the County Accountant can process it and issue a cheque;
- ii. Authorises expenditure at the Ward Fund office as the AIE holder;

- iv. Maintain files and all minutes of WDFC meetings;
- v. Prepares monthly returns and submits to the WDFC for discussion before submission to the CMC;
- vi. Oversees Project Management, Monitoring, Evaluation and Reporting at the Ward level on behalf of the WDFCs;
- vii. Maintains books of Accounts and other operational and financial records and ensures their safety:
- viii. Handles correspondence between the CMC Secretariat and the Ward;
- ix. Monitors projects implementation and prepares status or progress reports;
- x. Ensures safe custody of the WDFC assets at the Ward level and coordinates their prudent use as per the WDF Act;
- xi. Maintains records of project proposals, reallocations, resubmissions and requests for funds approved by the WDFC and the CMC;
- xii. Supervises the WDFC staff, undertakes their appraisals and submits returns to the relevant institutions;
- xiii. Prepares annual work plans and budgets for WDFC and submits the same to the committee for approval; and
- xiv. Prepares appropriate financial and projects documents for operational and audit purposes

Chairperson of the Ward Development Fund Committee

Chairperson of the Ward Development Fund Committee is member of the Ward Development Fund Committee who is nominated by the elected member of the County Assembly pursuant to subsection 1(a) of the section 33 of the Act.

Role of the Chairperson of the Ward Development Fund Committee

- i. In consultation with the Member of County Assembly, and ward administrator convenes open public forum meetings in every ward for project identification after every two years;
- ii. Chair WDFC meetings;
- iii. Submitting Ward project proposal to the CMC; and
- iv. In consultation with the secretary convene WDFC meeting.

Role of the Member of the County Assembly

- Convene open public forums of registered voters in each elective Sub-ward in the Ward within forty five (45) days of being sworn for purpose of electing members of the WDFC who will then be appointed; and
- ii. Convene open forum public meetings at least once every two years in every ward in the Ward to deliberate on development matters in the ward in consultation with the WDFC Chairperson, and the ward administrator for every ward.

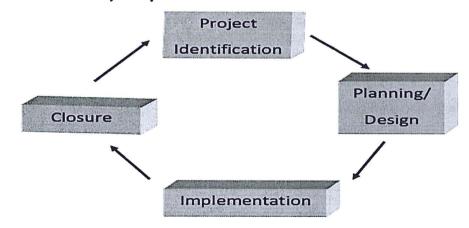
WARD FUND PROJECT IDENTIFICATION, PLANNING, PROJECT PROPOSAL, APPROVAL AND IMPLEMENTATION

A project? A system of actions or activities with clear start and finish date, initiated and completed through a network of people within the constraints of *time*, *costs* and *specifications*.

Characteristics of a project

- unique set of sequenced events;
- Has a defined scope;
- Has a start and a finish date:
- Limited resources and budget;
- Involves many people across functional areas;
- Limited by Specification, cost and time; and
- Goal oriented

Phases of the Project Cycle



The Committee learnt that a WDF project goes through four stages namely; project identification, planning and/or design, implementation and finally closing stage as shown in the illustration above.

Ward Fund Process of Project identification

Every financial year County Management Committee receives a County Allocation Schedule. The schedule indicates the amount of funds each Ward is entitled to in that financial year. The County Management Committee request for an exchequer issue, County Treasury transfers the funds from Treasury Account to CMC account.

Project Identification Section 33 (6)

The Chairperson of the Ward Development Fund Committee in consultation with the Member of County Assembly for the Ward, the sub-county administrator for the Constituency, and the ward administrator for every ward shall, within the first year of a new County Assembly and at least once every two years thereafter, convene open forum public meetings in every sub-ward in the Ward to deliberate on development matters in the sub-ward and the Ward.

The Sub-ward meetings should be held in consultation with other key grassroots community members (opinion leaders) and technical persons who should be involved in;

- a) setting of the projects objectives;
- b) identifying activities to be carried out;
- c) determining the resources required;
- d) time frames and responsibilities;
- e) expected outputs; and
- f) how monitoring and evaluation should be conducted.

The Committee further learnt the following;-

- Each Sub-ward shall come up with a list of priority projects to be submitted to the
 Ward Development Fund Committee at the WDFC Offices;
- Once the priority projects are compiled, the list is then submitted to the Ward
 Development Fund Committee at the WDFC Offices;
- The Ward CDFC chair should ensure the list of projects are tabled to the County Projects Committee to avoid duplication especially for projects that lie within the devolved sectors (pursuant to 4th schedule of the Constitution); and

 Actual cost estimates, designs and work plans should be prepared and submitted to the WDFC.

Project planning

Project planning is a critical phase in a project cycle. Proper design of priocts is a recipe for efficiency for the proper implementation of the Wards Development Fund Projects.

The Committee members learnt the following vital issues in the planning of the Projects that;-

- Section 34 (2): WDFC prioritizes the projects and allocates funds to the projects that comply with the provisions of the NCCWDF Act 2014 based on the amount allocated to the Ward;
- Consultation should be done with relevant County departments for surveys, Designs and Bills of Quantities where necessary to ensure that allocation to projects are as realistic as possible;
- The projects proposals are then approved by the WDFCs through a minuted resolution; and
- The Officer of the Fund then prepares the 3rd and 4th schedule and attaches the Minutes of the WDFC approving the projects for onward submission to the County Management Committee.

Statutory requirement

The WDFCs must comply with the following statutory allocations;

- Maximum of 3% of the total annual allocation for the Ward may be used for rent,
 utilities, allowances and staff salaries;
- Sports activities (minus cash awards) up to a maximum of 2% of total annual Ward allocation;
- Capacity Building of various operatives up to a maximum of 2% of total the annual Ward allocation;
- Environmental activities may be allocated a maximum of 2% of the annual Ward allocation; and
- 5% of the fund shall remain unallocated and shall be available for emergencies that may occur within the Ward.



Project Planning or Formulation

CMC approves the project priorities already approved by the WDFCs and releases funding for implementation.

Section 27 of the WCDF Act stipulates that all projects to be financed by the Ward Development Fund should be community based in order to ensure that the prospective benefits are availed to a widespread cross-section of the inhabitants of a particular area and must take cognizance of rights of Children, PWDs, Youths, Women and Minorities.

Projects Approval

A list of proposed Ward based projects should be submitted by the Chairman of the Ward Development Fund Committee (WDFC) to the County Management Committee after approval by the WDFC. In the Project Submission Form 3rd Schedule, there shall be a minimum of 5 and a maximum of 25 projects in each financial year.

However, projects with similar nature may be combined and considered as one project in the 3rd schedule. For every project listed in the form (3rd schedule) there shall be attached a Project Description form referred as 4th schedule.

The County Wards Development Fund Management Committee (CMC)assigns an officer (s) in the Projects departments to analyze the projects proposals. The report on the projects proposal analysis is then tabled before the Projects Technical Committee (Sub Committee) or County Committee and finally to the County Wards Development Fund Management Committee (CMC) for review and approval.

The CMC considers project proposals submitted from various constituencies in accordance with the Act and approves for funding those projects proposals that are consistent with this Act. Funds of the approved projects are then send to the respective Wards fund account. Where the CMC does not approve a proposal submitted, it refers the matter to the WDFC giving reasons as to why it has declined the proposal.

Among the items for the County Wards Development Fund Management Committee (CMC) to look at while approving projects includes;

- Does the project allocation meet the statutory requirements?
- Are the proposed projects community based?

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- Have the proposals been signed by WDFC officials as necessary (Chair)?
- Is the total amount of proposed projects equivalent to the annual allocation?
- Where a Ward exceeds its annual ceilings, the CMC shall consider the order in which they are listed as the order of priority for purposes of allocation of funds, provided that on-going projects shall take precedence over all other projects.
- Is the expected output measurable? i.e. activities to be implemented to be clear
- Are the WDFC minutes of the meeting proposing the projects attached?
- Are the 3rd and the 4th Schedules duly signed?
- Are the projects given in the 4th schedule matching with the soft copy of the code list send by Officer of the Funds?.

Disclosure of approved projects

CMC communicates the approved projects by;

- An AIE to the Officer of the Fund;
- A coded listing of the approved projects to the Officer of the Fund; and
- A cheque is also written to the WDFC account at the same time.

Projects Implementation

It is worth noting that Project Management Committee is no longer functional. The County Wards Development Fund Management Committee (CMC) is responsible for implementation of all projects.

Monitoring and Evaluation

Monitoring and Evaluation involve the collection and analysis of data on the project. Monitoring is more concerned with on-going projects and their adherence to plans. Evaluation is more concerned with the achievement of goals and other changes brought about by the project.

Therefore it is worth noting that Monitoring and Evaluation is a continuous process from inception to a closure of project.

The Committee further observed that Monitoring and Evaluation is an important process in all stages of project cycle for the following reasons;-

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- The Fund is managed by the County Management Committee which is charged with a responsibility of effective and efficient administration of the Fund; and
- ii. WDF Act, 2014, provides that the WDFCs and the CMC shall be responsible for monitoring the implementation of WDF projects and may designate a sub-committee to undertake the monitoring and evaluation role.

BACKGROUND CHALLENGES THAT FACED THE LEGAL FRAMEWORK OF THE NAIROBI CITY COUNTY WARD DEVELOPMENT FUND

A number of challenges were encountered over the years particularly within the legal framework of the Act. There were a number of concerns and attempts to give reasons to amend the Act notably from the Controller of Budget and some other interest groups. These historical challenges facing the legal framework of the Nairobi City County Ward Development Fund Act, 2014 touched on the following matters;-

- # The Role of the County Assembly in the Fund
- Election and Constitution of WDF Committees
- Composition of County Management Committee –Clerk of County Assembly
- Separation of Powers

Day 2: Saturday 29th February 2020

The Workshop's program was disrupted since all Members had to attend to an official meeting called by the President of Kenya.

Members held a brief meeting with a way forward facilitated by the chairperson of the Committee.

COMMITTEE DELIBERATIONS ARISING FROM THE PRESENTATIONS

Having been taken through some parts the Act and its subsequent amendments section after section, the Committee deliberated on the following areas;-

a. Continual review of the Act

The Committee saw the need to have continuous review of the Act because this would enable the necessary amendments. The Committee emphasized on the need to understand and have a relook into the Act from time to time. The Continual review of



the Act would ensure deletion of unnecessary sections, addition and amedments of some other sections

b. Delay constitution of Committees at Ward and County Level

The Committee noted with concern that the delay in constituting Ward Development Fund Committee (WDFC) at the Ward Level and County Wards Development Fund Management Committee (CMC) at the County level had resulted into slow implementation of the Fund. It was therefore resolved that the County Wards Development Fund Management Committee (CMC) be constituted immediately pursuant to the Act.

c. Failure by County Executive to implement the Committee Resolutions

The Committee noted that WDF projects have been ongoing from financial year 2016 raising a lot of concerns. Projects have been rolling over with little implementation. Committee resolved to follow up on WDF projects currently pending and ensure they are implemented this financial year of 2020/21.

d. On concerns raised in the Circular by the Controller of Budget(COB)

The Committee resolved to revisit the issue since most members had just joined the Committee and were not aware of the details in the COB's circular. It was resolved that through the Office of the Clerk a Legal personnel be availed to the Committee to take up the matter(issues raised in the Circular by Controller of Budget(COB) and enlighten members.

e. The Committee further resolved to follow up with the County Public Service Board on the employment status of an officer administering the fund who has been on acting capacity for long.



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