



BUSIA FOR PEOPLE WAKING INSTITUTIONS TO SERVE PEOPLE

INSTITUTIONS TO SERVE PEOPLE

STRATEGIC DIRECTION

2025 – 2029



BUSIA FOR PEOPLE WAKING INSTITUTIONS TO SERVE PEOPLE

INSTITUTIONS TO SERVE PEOPLE

STRATEGIC DIRECTION

2025 – 2029

DRAFT



TABLE OF CONTENTS

ABBREVIATIONS AND ACRONYMS.....	02
ABEDEV FACTS AND FIGURES.....	03
FOREWORD.....	04
EXECUTIVE SUMMARY.....	05
1. INTRODUCTION.....	06
1.1 OUR BRIEF HISTORY.....	07
1.2 ANALYSIS OF OUR STRENGTHS, WEAKNESSES, OPPORTUNITIES AND THREATS.....	07
1.3 OUR PURPOSE.....	07
1.4 STRATEGY DEVELOPMENT PROCESS.....	08
2. CONTEXTUAL ANALYSIS.....	09
2.1 BACKGROUND ON BUSIA COUNTY AND KEY DEVELOPMENT INDICATORS.....	10
2.2 DEVELOPMENT CHALLENGES/DRIVERS AND RESPONSE.....	12
2.3 OUR VALUE PROPOSITION.....	13
2.4 STAKEHOLDER ANALYSIS.....	14
3. ORGANISATION MANDATE AND STRATEGIC PILLARS.....	16
3.1 PURPOSE.....	17
3.2 VISION.....	17
3.3 MISSION.....	17
3.4 STRATEGIC GOAL.....	17
3.5 STRATEGIC PILLARS.....	27
3.6 THEORY OF CHANGE.....	27
3.7 CORE VALUES.....	27
3.8 DESIRED END-STATE.....	27
4. STRATEGIC FOCUS AND ACTIVITIES.....	18
4.1 RESULTS.....	19
4.2 MAJOR ASSUMPTIONS AND RISKS/MITIGATION.....	19
4.3 DISCUSSION ON EACH STRATEGIC OBJECTIVES AND ILLUSTRATIVE OUTCOMES.....	20
4.4 DELIVERY STRATEGIES AND PATHWAYS.....	20
5. ORGANISATIONAL IMPLICATIONS.....	21
5.1 HOW DO WE WALK THE STRATEGY IN LINE WITH OUR ASPIRATIONS?.....	23
5.2 ORGANISATION CULTURE AND WAYS OF DOING BUSINESS.....	23
5.3 OUR CAPACITY TO IMPLEMENT THE STRATEGY.....	23
REFERENCES.....	24
ANNEXES.....	25
ANNEX 1 SAMPLE OF ABEDEV ACTIVITIES.....	26
ANNEX 2A: SAMPLE OF DEVELOPMENT PROJECTS IN BUSIA COUNTY, 2013-2027.....	28
ANNEX 2B: LIST OF PROJECTS IN BUSIA COUNTY.....	32
ANNEX 3: CASES OF CORRUPTION AND LOSS OF PUBLIC MONEY IN BUSIA COUNTY: 2013 – 2022.....	36
ANNEX 4A: ABEDEV 2025-2029 BUDGET PROJECTIONS.....	38
ANNEX 4B: ABEDEV YEARLY FUNDRAISING TARGETS, 2025-2029.....	39



ABBREVIATIONS AND ACRONYMS

ABEDEV –	ABENEGO FOR DEVELOPMENT
AfDB –	African Development Bank
AGM –	Annual General Meeting
AIDS –	Acquired Immune Deficiency Syndrome
AYG –	Abenengo Youth Group
CABDA –	Community Asset Building and Development Action
CBO –	Community Based Organisation
CEDC –	Community Empowerment and Development Centre
CEO –	Chief Executive Officer
CIDP –	County Integrated Development Plan
DANIDA –	Danish International Development Agency
HDI –	Human Development Index
HIV –	Human Immunodeficiency Virus
INGO –	International Non-Governmental Organisation
KDHS –	Kenya Demographic and Health Survey
KNBS –	Kenya National Bureau of Statistics
NGO –	Non-Governmental Organisation
RTI –	Respiratory Tract Infections
UKAID –	United Kingdom Agency for International Development
UNDP –	United Nations Development Programme
UNICEF –	United Nations Children’s Fund
USAID –	United States Agency for International Development



ABEDEV FACTS AND FIGURES

HISTORY

Abenengo for Development (ABEDEV) Organisation was established in 2018 to contribute solutions towards ending persistent problems of poverty and youth unemployment in Busia County. Our foundation is rooted in the work previously carried out by Abenengo Youth Group (AYG), a Community-Based Organisation (CBO) that focused on political and civic empowerment in Samia sub-county between 2010 and 2013.

However, AYG disbanded after its members, who were working voluntarily, moved on to other endeavours. Since its establishment, ABEDEV has undertaken various activities to influence institutions in Busia County towards effectively serving ordinary people.¹

THE ORGANISATION

We are a membership and cause-based Community-Based Organisation (CBO) operating in Samia sub-county of Busia County. We are registered with the Ministry of Gender and Social Services. Our membership is open to youth aged between 18 and 35 years who are interested in uplifting the welfare of young people in Busia County.

LOCATION AND SCOPE

Our physical offices are at Sirindiro House in Funyula township, Samia sub-county, Busia County, Kenya. Our geographical coverage is Busia County, but with an operational presence within the Samia sub-county.

LEADERSHIP AND MANAGEMENT

We are governed by a constitution² that spells out the rules and regulations guiding our activities and operations. Our highest decision-making organ is the membership through the Annual General Meeting (AGM). Through the AGM, members elect an Executive Board which oversees our policy and strategic direction. Our day-to-day activities are handled by a professional secretariat led by a Team Leader.

Reporting to the Team Leader are the Chief Facilitator of Action and the Head of Internal Controls. The Chief Facilitator of Action is responsible for providing all the necessary support to the four facilitators, each responsible for our four pillars of action, i.e. youth income opportunities, civic awareness, citizen participation and citizen-led accountability.

The Chief Facilitator of Action is also responsible for managing the different categories of volunteers and other personnel we work with to implement activities aimed at achieving our strategic objectives.³ A proposed ABEDEV organogram once the secretariat is fully constituted is shown in Figure 1.

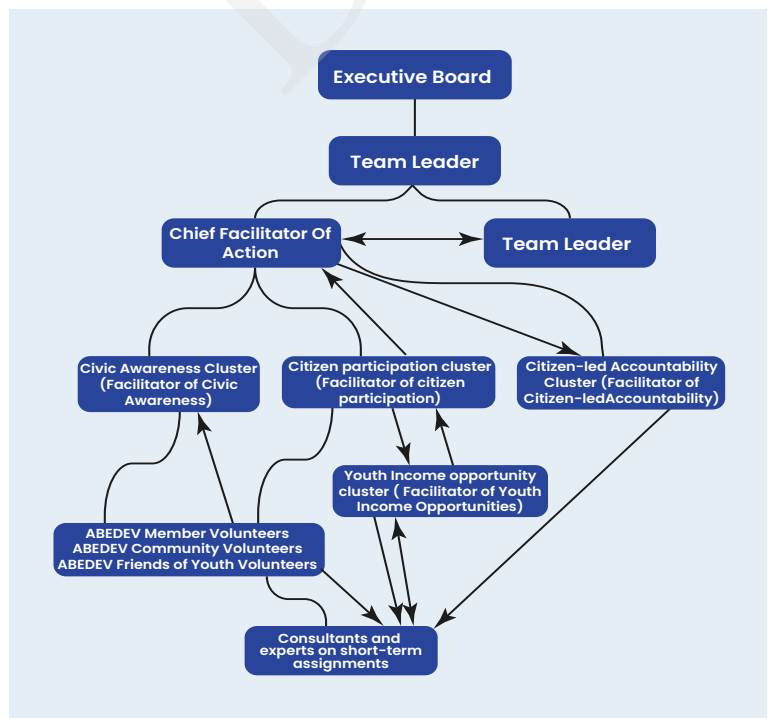


Figure 1: ABEDEV Organogram

2 Find the ABEDEV Constitution [here](#).

3 Find detailed descriptions of each of the four Clusters of Action [here](#); [here](#), [here](#) and [here](#)



FOREWORD

I am pleased to be associated with the publication of the ABEDEV Strategic Plan 2025 – 2029 ‘Busia for People: Waking Institutions to serve the People’. The strategic plan provides comprehensively consolidated strategic objectives, processes and interventions to achieve the specific strategic plan outcomes over the five years. This in effect, forms a standard guide to support the organisation’s engagements and decision making in policy, planning, budgeting and service delivery through advocating for responsive institutions in Samia Sub County and Busia County as a whole.

We are grateful to note that ABEDEV through its Executive Board has clearly defined its intention to address the challenges facing the residents of Busia County. The organisation has committed itself as a public entity to build the capacities of communities to effectively engage with duty bearers through numerous interventions described herein as guided by the Constitution of Kenya. This strategic plan is published as part of the Executive Board’s statutory duty to provide strategic direction and policy advisory on the actions of the organisation. In fact, this plan is a key resource of credible statistics and data necessary for planning and informing decision making in aligning its programmes to the national and county development plan.

It is gratifying to note that the plan highlights how the organisation has aligned its strategic objectives to Busia County’s County Integrated Development Plan (CIDP) 2023 – 2027 and other national plans to address gaps in the context analysis. A candid read through the Strategic Plan shows that ABEDEV is committed to uplifting citizens’ livelihoods through advocacy and other social accountability mechanisms that will put the government to check so as to make public institutions serve the people, adhere to accountability requisites and value for money. The fact that funding specifications and strategies are well defined are intended to ensure this plan achieves its intended outcomes during and after the execution of the plan. The clear definition of stakeholders shows that the organisation has good intentions to check how the government executes its plans in serving the public. In my view, the organisation is alive to the fact that the resource mobilisation strategy is meant to achieve the set goals of the plan over the next five years, a pointer to prospects of sustainability.

I congratulate ABEDEV for developing this plan, and for entering the Busia CSO sector as an active player, and together we shall work towards making Busia a better-governed county for the benefit of the ordinary people.

Mr. Francis O. Namuju

Executive Director, Community Empowerment and Development Centre and Coordinator CSOs Network, Busia.



EXECUTIVE SUMMARY

Busia County is among Kenya's poorest counties. The County's Human Development Index (HDI) stands at 0.43, which is below the national average of 0.60 and lower than that of neighbouring counties of Bungoma (0.48), Siaya (0.44), Kakamega (0.48) and Vihiga (0.50). The poor HDI scores affect all segments of the County's population, but with particularly severe consequences for children, the youth and women. In response to the poor HDI scores, Busia County has attracted numerous development initiatives aimed at alleviating poverty across various sectors by agencies at county, national and supranational levels.

Despite these initiatives, the County's poverty remains largely unchanged. This not only indicates that the initiatives are having minimal impact in transforming lives in the County but also that the government is not facilitating a positive transformation in the lives of the residents. The main reason for the minimal impact of the government in Busia is the prevalence of corruption. Indeed, since its inception, the County Government of Busia has featured prominently in reports of corruption. Corruption is facilitated by the personalisation of systems, ethnicisation of politics, weak technical capacity in the County Government and weak civic competence among most of the County residents. Together, these factors have affected the government's ability to improve the lives of Busia residents. As a result, the residents have been subjected to ineffective and wasteful poverty alleviation initiatives and inadequate and/or non-existent public services in County facilities.

Through this Strategy 'Busia for People: Waking to serve People', Abenengo for Development (ABEDEV) offers to contribute towards improving Busia County's HDIs. ABEDEV was established in 2018 to contribute to solutions aimed at resolving problems of persistent poverty among the youth in Busia County. Our purpose is to promote good governance by influencing institutions in the county towards serving the interests of the common people.

Through this Strategy, we set out to influence the government and related institutions in Busia towards effectiveness, accountability and responsiveness. This will be through four main interconnected clusters of interventions. These are mobilising the youth in the County through offering income generating opportunities, building their civic awareness, encouraging them to participate in government decision-making processes and facilitating them to carry out citizen-driven accountability across the County.

Through the four interventions, residents of the County should be able to consistently demand for optimal performance from the government and related institutions. This should ultimately lead to improved performance by the government, thus improving the County's HDIs. ABEDEV developed this Strategy in a consultative manner involving different stakeholders in Busia County and beyond. To fully execute the Strategy, we shall improve our internal capacity, systems and finances.

We shall also expand and deploy our volunteering approach to tap into the contribution of our three types of volunteers, namely volunteering by our youth members, community volunteers and friends of the youth in Busia. In addition, we shall seek strategic partnerships with key stakeholders including citizen groups, state agencies, the private sector, learning institutions, donor agencies, faith-based institutions and media organisations among others to achieve the objectives of this Strategy. We expect that by the end of this Strategy, our desire for a Busia County where all indicators of human progress improve and residents, especially the youth, enjoy better living conditions shall have been achieved.



DRAFT

1. INTRODUCTION





1.1 OUR BRIEF HISTORY

ABEDEV was established in 2018 to contribute to solutions aimed at resolving problems of persistent poverty and youth unemployment in Busia County. Our track record can be traced from the early days of AYG operations to current initiatives before and after our formal registration.

1.2 ANALYSIS OF OUR STRENGTHS, WEAKNESSES, OPPORTUNITIES AND THREATS

STRENGTHS	WEAKNESSES
<ul style="list-style-type: none"> We have an Executive Board composed of members with several years of experience in the development and humanitarian sector in Kenya and the African continent. 	<ul style="list-style-type: none"> We face financial constraints due to reliance on individual contributions from a few members.
<ul style="list-style-type: none"> We have a strong volunteer ethic amongst our Executive Board, our membership and Secretariat, all who work on a voluntary basis. 	<ul style="list-style-type: none"> Our internal control systems are fairly new and largely untested.
<ul style="list-style-type: none"> We work with community volunteers in community mobilisation 	<ul style="list-style-type: none"> We are susceptible to being viewed as politically motivated due to a background of political campaigning among some of our members and associates.
<ul style="list-style-type: none"> We tap into a pool of volunteer technical experts in our initiatives. 	<ul style="list-style-type: none"> We are understaffed for the work we need to do.
<ul style="list-style-type: none"> We have a physical office which makes us visible and accessible to members of the public. 	<ul style="list-style-type: none"> We have an expansive geographical area of coverage which may not be adequately served.
<ul style="list-style-type: none"> We have a strong background and capacity in civic empowerment and citizen engagement work. 	
<ul style="list-style-type: none"> We have a network of allies and peers drawn from other organisations in the governance, democratisation and development sectors. 	
<ul style="list-style-type: none"> We are an active and respected member of the Busia Civil Society Organisations (CSOs) network. 	
OPPORTUNITIES	THREATS
<ul style="list-style-type: none"> Existence of like-minded CSOs in Samia sub-county and Busia County. 	<ul style="list-style-type: none"> Lack of political goodwill towards civic empowerment of ordinary residents.
<ul style="list-style-type: none"> Willingness of some formal agencies and institutions to engage with ABEDEV. 	<ul style="list-style-type: none"> Resistance, intimidation and obstruction from some formal agencies and institutions.
<ul style="list-style-type: none"> Positive prospects of collaboration and building alliances with CSOs, INGOs, and NGOs engaging in development and governance work. 	<ul style="list-style-type: none"> Lack of access to critical information.
<ul style="list-style-type: none"> Opportunities offered by Information Technology (IT) to enhance our work and social media to enhance visibility. 	<ul style="list-style-type: none"> Entrenched culture of dependence among a majority of community members.
<ul style="list-style-type: none"> Leveraging on the push amongst development actors towards localisation to enhance community development. 	<ul style="list-style-type: none"> Changing donor priorities that could derail focus on our priorities.

1.3 OUR PURPOSE

To promote good governance by ensuring institutions in Busia County serve the common people.



1.4 STRATEGY DEVELOPMENT PROCESS

This strategy, 'Busia for People: Waking institutions to serve People'⁴ was developed in a participatory manner in three distinct stages. First, our Executive Board and Secretariat sourced data and ideas on development challenges facing young people in Busia County.

The data collected was validated and used in the development of the first draft strategy that informed the initial programmatic direction of the organisation. With the expansion of the Board, new ideas were generated leading to a refocusing of the strategic direction, with emphasis on citizen-led institutional reform as ABEDEV's unique contribution to overcoming the challenges facing young people in Busia County.

The revised draft was submitted to a validation process involving the Board and the Secretariat during the ABEDEV annual retreat in March 2024. This strategy will serve as the guide for ABEDEV activities in the 5 years (2025 – 2029).

DRAFT

⁴ Apart from being the name of the County, the term 'busia' has two additional meanings in the Luhya language. First, 'busia' means waking up, particularly with the arrival of dawn. The second meaning of 'busia' is to mobilise, or bring together for a particular purpose. All these meanings have been taken into consideration in settling for the title of this Strategy.



2. CONTEXTUAL ANALYSIS



DRAFT

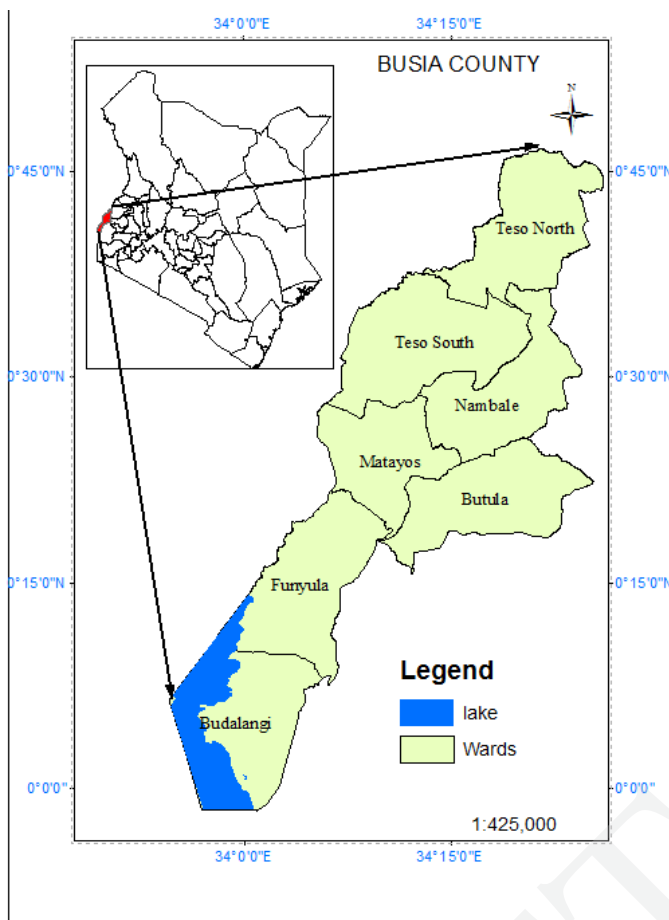




2.1 BACKGROUND ON BUSIA COUNTY AND KEY DEVELOPMENT INDICATORS

Busia County is made up of 7 sub-counties: Samia, Bunyala, Butula, Matayos, Nambale, Teso North and Teso South (See Figure 2 below). Each sub-county is subdivided further into wards, locations, sub-locations and villages, with the latter three categories administered under the Ministry of Interior and Coordination of National Government. The County borders Siaya, Bungoma and Kakamega counties, as well the Republic of Uganda. This provides it with an array of unique cross-boundary opportunities and challenges given the close cultural and historical ties between the residents of Busia and the citizens of the Republic of Uganda. It also has a share of Lake Victoria and at least three permanent rivers – Sio, Malaba-Malakisi and Nzoia – which traverse it to feed the Lake, often causing floods downstream in Bunyala sub-county.

Figure 2: Administrative Map of Busia County, Kenya



Source: Busia County Government website, 2024.

Busia County scores poorly on many development indicators, with most of the indicators falling below the national average. It has an annual population growth rate of 2.2% (Kenya Population and Housing Census, 2019). By 2025, the population is projected to grow to a total of 1,005,542, i.e. 496,361 male and 509,181 female (Kenya Population and Housing Census, 2019).

Its poverty index stands at 58.3% (Kenya National Bureau of Statistics [KNBS] Kenya Poverty Report, 2021). A detailed breakdown of the poverty rate indicates that Busia's monetary poverty rate is worse than the national average, standing at 68.2%, which is nearly twice the national rate of 35.7% with approximately 609,070 people in Busia being monetarily poor. The multidimensional poverty rate is 70 percent, which is 2% higher than the monetary poverty rate of 68.2% with a total of 625,114 people being multidimensionally poor. When disaggregated by age groups, 63.8% of children in Busia are multidimensionally poor. This is 11% higher than the national average of 52.5%. Among the youth, 74% are multidimensionally poor compared to a national average of 48.1% while for the elderly population, 68% are multidimensionally poor compared to a national average of 55.7% (Busia County Integrated Development Plan [CIDP], 2023).

The core drivers for multi-dimensional poverty for children (aged 0 – 17) include poor housing (89%),

poor nutrition (66.8%), lack of education (55.3%), and poor sanitation (40.2%). For youth (aged 18 – 34), the core drivers include poor housing (84%), lack of education (70%), poor nutrition (66%), and low economic activity (43%). Among adults (aged 35 – 59), the core drivers of multidimensional poverty include low economic activity (89%), poor housing (87.5%), lack of education (84%), and poor nutrition (62.5%). For the elderly (aged 60+), the core drivers of multidimensional poverty include poor housing (89.1%), poor nutrition (81.4%), lack of education (57.7%), and poor sanitation (40.7%) (Busia CIDP, 2023).

Concerning women, multidimensional poverty incidences are higher than the national average. Almost 8 out of 10 women (79%) are multidimensionally poor, representing more than 4 times the rate of the best performing county (Nairobi). The monetary poverty rate among women in Busia County stands at 63% (higher than the



national average) and more than 4 times that of Nairobi (15%). Around 55% of women in Busia County are both monetary and multidimensionally poor. Another 23.7% are only multidimensionally poor but not monetary poor, implying that financial means alone do not ensure access to basic services. Only 8% are monetary poor but not multidimensionally poor. Deprivation rates in Busia County for women's rights and basic needs are higher than the national average in housing, education, and nutrition. For children, about 6 out of 10 children in Busia County are multidimensionally poor compared to the national average of 5 out of 10 children. The rate for Busia County is 9 times higher than Nairobi County and with the lowest poverty rate (Busia CIDP, 2023).

The County's Human Development Index (HDI) is 0.43, which is below the national average of 0.60. When compared to the neighbouring counties of Bungoma (0.48), Siaya (0.44), Kakamega (0.48), and Vihiga (0.50), it has the lowest HDI in the region. Nearly all the critical indicators of development in the County, including life expectancy, infant mortality, education and literacy, access to healthcare, water and sanitation, gender parity and GDP per capita, are poor. Life expectancy in Busia County is 64.3 years compared to the national average of 66.7 years. The low life expectancy in the County is partly due to the high prevalence of HIV and AIDS, which is estimated at 7.8%, 1.1 percent higher than the national prevalence of 6.7%. The County accounted for 1.4% of new HIV infections in children and 2.0% in adults in Kenya in 2022 (Busia CIDP, 2023).

Busia County's low life expectancy is attributed to a high infant mortality rate, which stands at 84 per 1000 live births, significantly higher than the national average of 31 per 1000 live births. The under-5 mortality is estimated at 53 deaths per 1000 live births against a national figure of 41 deaths per 1000 live births. The County's neonatal mortality is estimated at 22 deaths per 1000 live births against the national average of 21 deaths per every 1000 live births. 15% of children under five years in the County are stunted compared to the national average of 18%. All these factors are influenced by a high disease burden and inadequate access to healthcare services in the County (Kenya Demographic and Health Survey [KDHS], 2022).

Indeed poor access to health services in the County is attested to by the long distances to health facilities, with only about 10.3% of the County population living within less than 1 km of the nearest health facility, while 19% live within a radius of 1.2 – 4.9 km from the nearest health facility. The majority, about 70.7%, live more than 5 km from the nearest health facility. Additionally, only 55% of females aged 15 to 49 in the County have access to and use modern family planning services, compared to the national figure of 57% (Busia CIDP, 2023).

In terms of access to water, the average distance covered to get access to a watering point is approximately 1.5 km in the County. Around 70% of the County's population use latrines while 30% use the bush for ablution. This further compounds the poor health indicators in the County, with water-borne diseases such as respiratory tract infections (RTI), skin diseases, diarrhoea and typhoid remaining among the most prevalent diseases in the County after malaria.

For education indicators, literacy level in the County stands at 75.3% for the population aged 15 years and above, compared to the national level of 81.5%. 23% of the County's population has no formal education. Only 16% of the population has attained secondary education, while 62% have completed primary education. Additionally, 19.9% of males and 18.4% of females aged 3 years and above have completed secondary education, compared to 25.0% for males and 24.1% for females at the national level. Additionally, 55.3% of males and 58.7% of females aged 3 years and above have completed primary education, as opposed to 48.7% of males and 50.9% of females at the national level.

The most common energy source in the County is firewood, with only 6% of the population having access to electricity. 89.55% of residents rely on kerosene for lighting, while only 3% use electricity. As for housing, 81.1% of the population lives in houses with mud, earth, or wood walls, while only 0.7% have houses made of stone. For roofing, 46.4% of the population use iron sheets and 53.05% use grass.

In terms of GDP per capita, Busia County has a high dependency ratio, with 107 people dependent on every 100 people of working age (Busia CIDP, 2023; Institute of Public Finance, 2023). The County has a high potential for agriculture in most parts. Agricultural activities prevalent in the County include crop farming (99%), livestock keeping (74%), horticulture (52%), farm casual labour (11%), fish keeping (3%), marketing of crop produce (6%),



and marketing of livestock produce (3%). However, agricultural productivity is marked by interrelated challenges of a) insufficient labour due to lack of youth enthusiasm for agricultural activities; b) low income from agricultural activities due to low prices for agricultural produce; c) lack of adequate inputs including adequate fish and livestock feed and fertiliser; d) post-harvest losses due to lack of storage and preservation techniques; e) use of outdated technology; f) poor marketing strategies; i) non-supportive policy and regulatory environment.

These factors are exacerbated by effects of climate change, including reduced rainfall, soil erosion and flooding, especially in the southern parts of the County (Sorre, 2017). As such, the massive agricultural potential of Busia County and its attendant positive effects of increased food productivity, youth employment creation and agriculture-based industrial growth is not fully realised.

Access to land, the County's most productive resource, remains constrained. Only 31.35% of land parcels in the County have title deeds, while 68.65 % of households reside on ancestral lands with no official documents of ownership. The effect of this is particularly negative on women, who are locked out of land ownership due to cultural factors. Samia sub-county itself is partly arid and semi-arid, requiring irrigation for it to be agriculturally productive. Lack of access to land and an undeveloped agricultural base has contributed to a high unemployment rate in Busia County, standing at 70% of the County population. The majority of the population, constituting 70% of the County's labour force, is engaged in subsistence/peasant activities on family farms. The remaining 29% of the labour force is distributed over other economic activities such as fishing, trading, and employment in the formal and informal sectors, with only 1% engaged in blue-collar jobs.

In addition, inequality is a significant concern in the County, with Busia ranking among the top six most unequal counties in Kenya besides Tana River, Kwale, Kilifi, Lamu, and Migori. This is made worse by inequality along gender identities, with the County's Gender Inequality Index (GII) standing at 0.43. It is indicative of the significant disadvantages women face in accessing both productive resources such as land and job opportunities and reproductive health services (Kenya Human Development [KHD] Report. 2009).

2.2 Development Challenges/Drivers And Response

Busia County has numerous development initiatives across various sectors aimed at alleviating poverty among local residents. Each ward in the County has a multitude of initiatives funded by sub-national, national, and supra-national bodies.⁵ Despite these initiatives and their intended objective of alleviating poverty, the County continues to display poor indicators of development in most dimensions of human well-being. This not only indicates that the initiatives are having minimal impact in transforming lives in the County but also that the government and its institutions, including the County Government of Busia, are not facilitating a positive transformation in the lives of the residents.

The main reason for the minimal impact of the government, its institutions, and its initiatives in Busia is the prevalence of corruption within these entities. Despite Kenya's 2010 constitution aiming to create a more effective sub-national level of government to promote locally led, equitable and sustainable development, this goal has not been achieved in Busia County. Instead, the sub-national government and its institutions have come under the influence of local governing elites who have diverted them from their potential for local transformation and perverted them towards serving the interests of the elite, largely manifested in corruption and mismanagement of resources.

Indeed since its inception, the County Government of Busia has featured prominently in reports of corruption and resource mismanagement. Between 2017 and 2022, corruption and mismanagement may have resulted in Busia County losing at least KES 6.5 billion, which is close to the entire allocation for the County from the national Treasury for the year 2019/2020.⁶ Corruption is aided and facilitated by several factors, which can be broadly categorised into two, namely technical and socio-political factors. Technical factors are associated with failures in the capacity of the County Government's systems. According to the Auditor-General, the Busia County Government faces challenges of weak governance systems.

As a result, its financial decisions and activities are characterised by irregular expenditures, lack of proper documentation, non-surrendered imprests, irregular salary and loan advances, huge pending bills, payment



for work not done and services not delivered, diversion of own-generated revenue, gross violations of financial regulations, failure in the reconciliation of books of account, irregular acquisition of County equipment and poor delivery in the construction of County infrastructure.

The lack of technical capacity in the County Government can be partly attributed to socio-political factors. These factors not only contribute to the lack of technical capacity but also to the impunity and general lack of accountability within the government. Among these factors are the ethnicisation of politics, the personalisation of systems and a lack of civic competence among most of the residents. Ethnicisation of politics leads to the employment of unqualified staff, resulting in a lack of technical capacity in the County Government. It also leads to a lack of accountability, as senior county officials under investigation for suspected corruption often claim ethnic persecution and mobilise along ethnic lines to avoid scrutiny. Additionally, ethnic mobilisation makes it difficult for county residents to judge and elect candidates based on integrity during elections.

Personalising systems leads to the control of county institutions and their use to advance the interests of the county's governing elite, often at the expense of the public interest. This can be seen in the allocation of resources such as school bursaries, procurement of county services and goods, and employment of county personnel, where most of the benefits go to close associates and loyalists of senior county officials.

A majority of residents in Busia County are not only poor but also lack civic competence, which leads both to manipulation through ethnic politics and voter bribery. Poverty and lack of civic competence imply that the residents do not exert requisite bottom-up pressure on the County Government to fulfil its obligations. Additionally, poverty and poor civic competence make the residents vulnerable to bribery during elections, encouraging county officials to engage in corruption to acquire the resources for voter bribery in future elections.

The combination of technical and socio-political challenges along with their specific drivers have affected the capacity of the County Government of Busia to fulfil its mandate. These challenges have affected the government's ability to improve the lives of the county's residents. As a result, residents of Busia have been dealing with inadequate or non-existent services in county facilities and ineffective poverty alleviation initiatives.

The Ethics and Anti-Corruption Commission (EACC), the World Bank and other national and multilateral institutions have supported efforts to reduce corruption and improve capacity. However, the success of these efforts has not been clear, especially in alleviating poverty and uplifting the living standards of the majority of the residents. This is mainly because the efforts are driven from the top and lack the sustained pressure needed to ensure a more effective and efficient government in Busia. ABEDV proposes to engage in efforts to create sustained citizen-led pressure that will influence the County Government to be more efficient and effective, ultimately improving the lives of the majority of residents in Busia County.

2.3 Our Value Proposition

Given the centrality of institutions in alleviating poverty and promoting the general welfare of the people (Acemoglu and Robinson, 2012), the government and its institutions in Busia County are the most critical players in the welfare of the residents of Busia. We believe that the most sustainable way to lift the majority of Busia County residents out of poverty is by ensuring that the County's government and institutions prioritise the welfare of the residents in line with the aspirations of Kenya's constitution. We propose to address this primarily by mobilising residents to consistently demand optimal performance from the County Government and its institutions. We believe that this can be realised through ensuring constant and sustained pressure from Busia residents, an endeavour that will ensure ownership of the entire process of governance by them. We believe that putting the residents in the driver's seat is critical in shaping the future of the County and in ensuring that their agenda is responded to by the County Government. We believe that meaningful participation will be key and will provide space for the residents to voice their concerns and get corresponding response from their leaders.

Specifically, we shall work to eliminate the socio-political factors which are at the heart of the wastage of resources and poor performance in the County Government such as lack of civic competence, ethnicisation of politics and personalisation of institutions. We shall achieve this through mobilising young people in Busia County for civic empowerment, participation in County Government decision-making processes and to demand accountability across the county. On the one hand, civic empowerment will aim at building adequate capacity amongst Busia youth which would then provide constant and consistent pressure on county institutions to



function in line with their mandate of promoting the welfare of ordinary people. Once empowered, the youth will organise into various civic, development and non-state actor groups and engage in activities including mobilising other county residents across ethnic, religious, gender and other identity lines and conscientizing them on their citizenship rights and the obligations of the county institutions.

We believe that the groups of empowered youth will further engage in decision-making processes of the County Government and in pushing for citizen-driven accountability through the deployment of tools for building government accountability such as community scorecards, participatory budget monitoring, citizen charters and social audits among others. These tools will create opportunities for the youth to shape the performance of county institutions by providing citizen-generated data on the performance of the institutions and fostering an interface between duty bearers in the county institutions and county residents. This in turn should lead to improvements in service provision including an increase in budgetary allocation, reductions in corruption and improvements in infrastructure and relations between service users and providers of public services.

2.4 Stakeholder Analysis

Our main interventions in achieving the objective of making the County Government of Busia serve people's welfare are civic empowerment of the youth of Busia, mobilisation of residents to participate in county decision-making processes and the deployment of citizen-driven accountability. To achieve success in the three interventions, we will collaborate with various key stakeholders. A full list of the stakeholders can be found [here](#), [here](#), [here](#) and [here](#). Table 1 below provides a summarised sample of the stakeholders.

Table 1: Key stakeholders in ABEDEV interventions

Cluster of Intervention	Citizen groups	State agencies	The Private Sector	Donor agencies
Mobilising for civic engagement through Youth Income Opportunities	<ul style="list-style-type: none"> Socio-economic groups e.g, farmer groups, petty trader groups and dairy farmers 	<ul style="list-style-type: none"> Departments of Agriculture Department of Labour 	<ul style="list-style-type: none"> Busia Chambers of Commerce 	<ul style="list-style-type: none"> Grant makers in the youth livelihoods sector
Civic empowerment	<ul style="list-style-type: none"> Civic groups – Busia Bunge La Mwananchi, Community Empowerment and Development Centre (CEDC), Akukurunut Development Trust (ADT) etc Student unions – Samia University and Colleges Students Association etc 	<ul style="list-style-type: none"> Training institutions – Bumbe Technical Training Institute, Busia KMTC, Alupe University etc County Public participation agency – Busia County budget directorate, Busia County service delivery unit, County Assembly of Busia 	<ul style="list-style-type: none"> Training institutions – Computer training colleges, Driving school colleges Media organisations – Citizen, KTN, KBC, Western Nyota TV, Emuria FM etc 	<ul style="list-style-type: none"> Grant makers in civic empowerment



Cluster of Intervention	Citizen groups	State agencies	The Private Sector	Donor agencies
	<ul style="list-style-type: none"> Socio-cultural groups – Samia Council of Elders Associations of PWDs – Busia Disability Network CBO WROs – Busia Survivors Faith-based organisations – Ember Kenya Socio-economic groups – Bukani Fish Farmers Cooperative Society 			
Citizen-driven accountability	<ul style="list-style-type: none"> Budget monitoring groups – Community Empowerment and Development Centre (CEDC), SUPKEM, Dhamira Moja CBO & Busia Community Development Organization (BUCODEV) Social audit groups – CEDC Citizen-led monitoring groups – Busia Bunge la Mwanchi, SUPKEM 	<ul style="list-style-type: none"> Office of the Auditor-General EACC CAJ Office of Controller of Budget 	<ul style="list-style-type: none"> Media organisations – Citizen, KTN, KBC, Western Nyota TV and Emuria FM etc 	<ul style="list-style-type: none"> Grant makers in social accountability
Citizen participation	<ul style="list-style-type: none"> Community mobilisers Faith-based organisations Socio-cultural groups Socio-economic groups WROs and Associations of PWDs 	<ul style="list-style-type: none"> County public participation agency County Assembly of Busia 	<ul style="list-style-type: none"> ☑ Media houses ☑ Social media influencers 	<ul style="list-style-type: none"> ☑ Grant makers in citizen participation



3. ORGANISATION MANDATE AND STRATEGIC PILLARS



DRAFT
**EQUALITY
FOR
ALL**



3.1 PURPOSE

To promote good governance by ensuring institutions in Busia County serve the ordinary residents.

3.2 VISION

A Busia County where the government facilitates the enjoyment of better living conditions for ordinary residents.

3.3 MISSION

Empowering the youth of Busia County and facilitating them to demand for optimal performance from the County Government and its institutions.

3.4 STRATEGIC GOAL

Deploy civic empowerment, citizen participation and citizen-driven accountability as the main means through which to make the government and its institutions in Busia County serve ordinary residents.

3.5 STRATEGIC PILLARS⁷

- Youth Income Opportunities: Providing opportunities for youth in target areas to engage in income generating opportunities within the circular economy as the basis of mobilising them for civic engagement within Busia County.
- Civic Awareness: Undertaking civic competence and active citizenship campaigns for civic groups to overcome factors that encourage poor governance in Busia County.
- Citizen engagement in government decision-making: promoting youth participation in County Government's decision-making processes.

Citizen-led Accountability: Facilitating youth-driven accountability of the County Government and its institutions in Busia to promote the Government's optimal performance..

3.6 THEORY OF CHANGE

IF through opportunities which avail to youth an income we mobilise them for civic empowerment, citizen engagement in government decision-making and citizen-driven demand for accountability, THIS should lead to an intolerance of personalisation and poor performance of government institutions as well as a rejection of ethnic politics and voter bribery among county residents, THUS improve technical capacity in the county government and its institutions, reduce corruption and resource wastage and enhance performance by the government and its institutions AND ultimately, lift the living standards for a majority of ordinary residents of Busia County.

3.7 CORE VALUES

- Volunteerism as a means of achieving our vision.
- A 'can-do' attitude in our endeavours.
- Solidarity with the youth living in poverty.
- Integrity, requiring us to be honest, transparent and accountable at all levels.

3.8 DESIRED END-STATE

By the end of this strategy, we desire a Busia County where all indicators of human progress have improved and residents enjoy better living conditions.

7. Refer to the detailed descriptions of each of these four strategic Clusters of Action here; here, here and here



4. STRATEGIC FOCUS AND ACTIVITIES



DRAFT

**4.1 RESULTS⁸**

Desired Change/ Impact	Busia County where all indicators of human progress have improved, and residents enjoy better living conditions.			
Outcomes	• Increased government capacity to deliver on its mandate.			
	• Improved delivery of government services.			
	• Reduced corruption and wastage of public resources.			
Outputs	• Improved income for target youth in Busia County.			
	• Increased civic empowerment among the county youth.			
	• Active youth engagement in the decision-making processes in Busia County.			
	• Youth-led monitoring of public services and expenditure.			
Approaches	• Provision of income generating opportunities for youth in Busia County as a mobilisation strategy for civic engagement.			
	• Capacity building of youth groups on civic engagement and active citizenship.			
	• Evidence-based Advocacy, lobbying, campaigning and government engagement for good governance.			
	• Thought leadership, innovativeness and learning.			
	• Alliance-building, partnership and localisation.			
	• Gender equality and social inclusion.			
	• Conflict sensitivity, resilience and sustainability.			
Strategic Pillars	Youth Income Opportunities	Civic conscientisation amongst county residents	Citizen engagement in government decision-making	Citizen actions for government accountability
Root causes	Lack of civic competence among county residents		Ethnicisation of politics	Personalisation of institutions
Context	Poverty, low scores on HDI.		Poor public service provision.	Corruption and wastage of public resources.

4.2 MAJOR ASSUMPTIONS AND RISKS/MITIGATION

Assumptions	• Youth engaged in income generating activities are interested in improving governance in Busia County.
	• County residents aspire for better governance which facilitates improvement in the County's HDIs.
	• The government and related institutions in Busia County are willing to embrace positive change and facilitate improvement in the County's HDIs.
	• Donors are willing to invest in civic empowerment of county residents.
	• Civic-focused organisations exist and are willing to partner and coalesce towards improved governance in Busia County.
Risks	Mitigation
• Entrenched culture of dependence and ethnic manipulation amongst residents may be difficult to overcome through civic empowerment	• A multifaceted approach to civic empowerment targeting all aspects of politics, society and economy which entrench the culture of dependency and ethnic manipulation.



<ul style="list-style-type: none"> Civic groups may be too focused on competition and a narrow set of objectives, hence not coming together to improve governance in Busia 	<ul style="list-style-type: none"> Build within civic groups an understanding of the bigger picture, i.e. better governance for improved living standards for residents of Busia County.
<ul style="list-style-type: none"> Government and related institutions in Busia County may be unwilling to embrace change. 	<ul style="list-style-type: none"> Employ a multifaceted approach, including legal options and positive voter pressure to promote reform in the County Government of Busia and related institutions.
<ul style="list-style-type: none"> Donors may not have the requisite patience for civic empowerment to deliver results. 	<ul style="list-style-type: none"> Tap resources from an array of sources beyond institutional donors.

4.3 DISCUSSION ON EACH STRATEGIC OBJECTIVES AND ILLUSTRATIVE OUTCOMES

We seek a Busia County where all indicators of human progress have improved and residents enjoy better living conditions. To achieve this vision, we intend to mobilise the youth in Busia County, increase their civic competence, promote their engagement in government decision-making processes and facilitate their demand for accountability.

We believe that with increase in civic competence, the youth would be able to overcome some of the socio-political factors such as ethnic-driven politics, manipulation through bribery and civic apathy, which negatively affect the government's ability to deliver on the mandate of uplifting the lives of residents. On the other hand, citizen engagement in government decision-making processes and citizen-driven demand for accountability would be hands-on interventions that would directly influence government priorities and address corruption and wastage of public resources that are widespread in the County Government.

In the immediate term, all our interventions would result in an empowered citizenry that should then be able to provide oversight on how the County Government spends public resources and provides public services. In the longer term, the interventions would lead to increased government capacity to deliver on its mandate, improved delivery of government services and reduced corruption and wastage of public resources. This would ultimately lead to improvement in all indicators of human progress within the county, with residents enjoying better living conditions.

4.4 DELIVERY STRATEGIES AND PATHWAYS

We acknowledge that ABEDEV alone cannot make Busia County improve all indicators of human progress and have residents enjoy better living conditions. A vision of such magnitude requires more than one actor to deliberate and chart well-thought-out actions to achieve it. To this extent, we shall embrace approaches, strategies and pathways which help us achieve this vision.

From the outset, we shall anchor our interventions on a platform of income generation for the target Busia youth. This is critical to respond to the condition of poverty in which the youth currently find themselves. Without an income, mobilisation of the youth and their long-term commitment to civic engagement as we envision it in this Strategy may not be possible. We therefore shall run an intervention providing tangible income generating opportunities for the youth.

Once mobilised via the income generating cluster of action, the youth shall then undergo capacity building on civic awareness, citizen participation and citizen-led accountability. In doing so, we shall work with other like-minded entities, layering our intervention on work they have already done, and tapping into their capacities, talents, networks and resources through alliances, partnerships and collaborative work. We shall root our approaches on evidence to ensure that we remain credible as an organisation and that our work stands the test of time.

On the other hand, our capacity-building efforts will not be complete without linking them strongly to evidence-based advocacy, lobbying, campaigning and engagement with the government to advance the objectives of achieving our vision. To ensure that we get as much impact from the interventions for all segments of society, we shall consciously promote gender equality and social inclusion, conflict sensitivity, resilience and sustainability as cross-cutting considerations in all our activities.



5. ORGANISATIONAL IMPLICATIONS





5.1 HOW DO WE WALK THE STRATEGY IN LINE WITH OUR ASPIRATIONS?

The successful implementation of our 'Busia for People' Strategy will require building a strong organisational culture which encourages a 'can-do' attitude among all our members, partners and volunteers. In addition, it will require actual investment in two major areas, namely our operational costs and in our three core interventions. The details of each of these areas is discussed in the foregoing.

5.2 ORGANISATION CULTURE AND WAYS OF DOING BUSINESS

Since its inception as AYG, ABEDEV has been driven by the core values of volunteerism, solidarity with the powerless, excluded and underprivileged and fairness and love for justice. This Strategy reiterates these values, emphasising them in our ways of doing business under the envisioned strategic period. It also embraces additional values of integrity, honesty and accountability.

Together, these values will be at the centre of our organisational culture and shall inform our ways of doing business hence steering us towards achieving our vision of a Busia County where the government facilitates better living conditions for ordinary residents.

We seek to continue tapping into volunteerism as the main means through which we pursue our objectives. Volunteers contribute to our work either by directly funding our activities or by making in-kind contributions. To make the best out of volunteerism under this Strategy, we shall work with three types of volunteers, namely youth volunteers (YVs), community volunteers (CVs) and friends of the youth in Busia (FoYB).

Youth volunteers will come from amongst the youth members of ABEDEV. Community volunteers shall be constituted by non-youth members of ABEDEV who hail from Busia County. Friends of Busia youth shall consist of any willing contributors to ABEDEV mission, objectives and activities but who do not necessarily hail from Busia County. They may be individuals or entities such as partner and donor organisations. We anticipate that each of the three categories of volunteers shall make an invaluable contribution to our mission as envisaged under this Strategy.⁷

5.3 OUR CAPACITY TO IMPLEMENT THE STRATEGY

In executing the mandate contained within this strategy, ABEDEV shall focus on improving capacities in two main areas. These shall be in both our human and financial resources capacities. This is elaborated further below.

5.3.1 HUMAN RESOURCE CAPACITY

The successful implementation of our four core interventions, namely youth income opportunities, civic awareness, citizen participation and citizen-led accountability shall require setting in place a team consisting of Chief Facilitator of Action, Head of Internal Controls, four competent facilitators of action and volunteers. The Chief Facilitator of Action shall be directly accountable for the successful implementation of our four clusters of actions, directly supervising the cluster facilitators responsible for the day-to-day management of the clusters of actions. S/he shall be assisted by the Head of Internal Controls, who shall ensure that our resources are used prudently and in ways which advance our organisational objectives. The four facilitators of action under each cluster shall work with teams of volunteers recruited from amongst our members based on interest and capacity in any of our four core clusters of actions. The Team Leader shall provide overall oversight on the entire team, directly supervising both the Chief Facilitator of Action and Head of Internal Controls. The Team Leader shall directly report to the Executive Board.

5.3.2 FINANCIAL CAPACITY, REQUIREMENTS AND RESOURCE MOBILISATION PLAN.

Successful implementation of our programmatic interventions would require a total of Kshs.7.2 million over the 5-year Strategy period.⁸ The total investment is balanced out such that about Kshs. 2.0 million, representing 30% of the total budget will be spent on the operational costs, while Kshs. 4.7 million, representing 70% of the total budget will be spent on the organisation's strategic programmes. To meet our resource objectives, we shall engage in a robust resource mobilisation drive targeting both individual and institutional donors.

1. Agnes Mugure Sorre , 'Effects of Climate Change on Rural Livelihoods in Busia County,Kenya'. International Journal of Agriculture and Earth Science Vol. 3 No. 8 ISSN 2489-0081 2017. www.iardpub.org



DRAFT





REFERENCES

2. Commission on Revenue Allocation, County Overview, Busia County. Accessed at: <https://cra.go.ke/country-busia/>
3. Daron Acemoglu and James A. Robinson, Why Nations Fail. London: Profile Books Ltd, 2012:15
4. Economic Survey on Busia County Fact Sheet, Institute of Public Finance. Accessed at: <https://ipfglobal.or.ke/wp-content/uploads/2023/10/Busia-County-Kenya-County-Fact-Sheets-3rd-Edition-by-CRA.pdf>
5. Exploring Kenya's Inequality: Pulling Apart or Pooling Together, Society for International Development, 2009.
6. Republic of Kenya, County Integrated Development Plan, 2018–2022: Busia County, 2018.
7. Republic of Kenya, The 2019 Kenya Population Housing and Census. Accessed at: <https://housingfinanceafrica.org/app/uploads/VOLUME-I-KPHC-2019.pdf>
8. Republic of Kenya, The Kenya National Bureau of Statistic: Kenya Poverty Report 2021
9. Republic of Kenya, County Integrated Development Plan 2023 – 2027: Busia County. Accessed at: <https://repository.kippra.or.ke/bitstream/handle/123456789/4612/Busia%20County%20Integrated%20Development%20plan%202023-2027.pdf?sequence=1&isAllowed=y>
10. Republic of Kenya, Kenya Demographic and Health Survey 2022: Busia County. Accessed at: <https://dhsprogram.com/pubs/pdf/GF57/GF57Busia.pdf>
11. Republic of Kenya, Kenya Human Development Index per county. Accessed at: https://data.humdata.org/dataset/kenya-human-development-index-per-county?force_layout=desktop

Annex 1 Sample of ABEDEV activities

1. Carrying out civic education forums within Funyula Constituency/Samia sub-county in the run-up to

DRAFT



ANNEXES

the 2022 General Elections to sensitise voters on their roles and mandate to participate in elections. This activity targeted youth, women and persons with disability whose capability to vote was constrained by factors such as poverty and political manipulation.

2. Facilitating a candidates-facing-voters' debate in Funyula Constituency in the run-up to the 2022 General Elections. The purpose of the activity was to interrogate the manifestos of the aspirants and gauge their understanding of the roles they would play as Members of the County Assembly in Busia County. Members of the public interrogated the aspirants on their different pledges. The meeting resulted in a social contract between the public and the aspirants indicating the priorities which successful aspirants currently follow to deliver their development agenda.
3. Facilitating public oversight of development initiatives implemented by the County and National governments across Busia County, with a specific focus on Samia sub-county.
4. Successfully lobbied for the Funyula CDF and Member of Parliament to pay for about 30 Samia students who were pursuing degree courses at Bumbere Technical, an affiliate of Masinde Muliro University of Science and Technology in 2011. The students were about to drop due to fees arrears yet the MP had entered into an agreement with MMUST that he would fully pay the dues from CDF only to abandon the agreement.
5. Organising a successful Busia County CSOs meeting with the Senator of Busia County, Hon Okiya Omtata on 27 March 2023. The meeting provided a platform for the CSOs and the Senator to exchange views and perspectives on the priorities that both sides pledged to work on to enhance development in the County.
6. Constituting and leading a consortium of twelve vibrant CSOs within Busia County for purposes of coordinating CSO activities in Busia County. Through its leadership, the Busia CSO network regularly releases statements on the state of the County aimed at holding the County Government accountable for the use of public funds, with the latest such statement being on 6 December 2023.
7. Mobilising residents of Busia County to participate in the County's budget calendar activities through attending public participation forums and making inputs in the budgeting process.
8. Providing citizen-led oversight on the Busia County Assembly through releasing quarterly reports on the performance of the Members of the County Assembly (MCAs) based on their attendance, participation and generation of bills in the County Assembly.

ANNEX 2A: SAMPLE OF DEVELOPMENT PROJECTS IN BUSIA COUNTY, 2013-2027



S/N	Project Name	Ward	Objective	Budget Allocation and Financial Year (KES)	Funding Agency	Status (Fully operational, on-course, stalled/incomplete)
1	Muluanda Ginnery	Namboboto Nambuku	Provide a ready market for cotton growing farmers in the county.	30 Million	GoK and the Busia CG	Not operational as farmers have not fully embraced cotton growing.
2	Mundika Hybrid Water System	Bukhayo West	Increase access to water supply at reduced costs	45 Million	World Bank through Kenya Devolution Support program (KDSP)	Operational - total of 7500 residents are enjoying the safe clean water
3.	Lower Nzoia Irrigation Project	Bunyala South	Mitigating floods and increasing acreage under irrigation in Bunyala through gravity irrigation away from pump-fed irrigation with an aim of achieving food security and enhancing nutrition and standards of living	Information Not Available (INA)	World Bank, KfW, National Government in partnership with Busia County Government	On-going - to be completed in May 2025
4.	Bukani Aquapark	Namboboto/ Nambuku	Enhancing fish production for sustainable livelihoods	Information Not Available (INA)	World Bank and Busia County Government	Operational
5.	County Dairy Heifers project	Countywide	Increasing Busia county milk production, availing quality breeds for dairy animals & improving income through dairy farming	10 Million	Busia County Government	Completed - Dairy Heifers distributed to farmer groups across the county
6.	Simba Chai Cassava processing plant	Amukura	Enhance value addition and offering stable market for cassava farmers	8 Million	Busia County Government	Complete but not yet operational
7.	Wakhungu tilapia and catfish hatchery	Nangina	Increasing fish production in the county and ensuring self-reliance on seed production	Information Not Available (INA)	Busia County Government	Operational



8.	ERP project business process, system study and Gap Analysis	County headquarters	Improve County Own Revenue Management system	28 Million	Busia County Government	No work was done on the same despite the County having paid the full amount
9.	Mother and Child Specialised Hospital	Angorom	Improve maternal and child health services in the county	109.5 Million	Busia County Government	Not completed - The project is only 75% complete but by 30 June 2022 the contractor had been paid a sum of KES 109,503,079 representing 99.99% of the total contract sum.
10.	Acquiring County Fire Fighting Equipment	Busia municipality	Provide firefighting services to the residents of Busia municipality	52 Million	Busia County Government	Records indicate that the equipment was over-inflated and was bought second-hand. The equipment is also faulty, having been packed at County offices since it was purchased.
11.	Mudimbi Poultry Park	Bunyala North	Enhancing poultry production and sustainable livelihoods	Information Not Available (INA)	Busia County Government	Completed but is not operational

Source: Busia County Government website, April 2024; Auditor General's reports, 2014 – 2022



ANNEX 2B: LIST OF PROJECTS IN BUSIA COUNTY

S/N	Project Name	Ward	Objective	Budget Allocation (KES) and Financial Year (FY)	Funding Agency	STATUS (Fully operational, on-course, stalled/incomplete)
1.	Construction of modern ablution block at Bukiri Market	Agenga/Nanguba	Provide ablution block to serve traders at Bukiri market	222,270 FY 2023/24	County Government	Stalled
2.	Construction of Simbachai cassava processing plant	Amukura Central	Provide market for farmers' cassava and employment opportunities	8,000,000	County Government	Information Not Available (INA)
3.	Completion and equipping of Aturet Dispensary	Amukura East	Provide easily accessible health services	600,000 FY 2015/16	County Government	Information Not Available (INA)
4.	Construction of X-Ray room and Laboratory at Lukolis Dispensary	Amukura West	Provide easily accessible X-Ray and laboratory services	1,200,000 FY 2016/17	County Government	Information Not Available (INA)
5.	Construction of water kiosk, installation of water tank and Installation of solar powered pump in Ojaimi, township and Amerikwai Ojaimi, Township and Amerikwa	Angorom	Provide easily accessible clean water	5,000,000 FY 2020/21	County Government	Information Not Available (INA)
6.	Completion of Alote dispensary	Angurai East	Provide easily accessible clean water	1,600,000 FY 2014/15	County Government	Information Not Available (INA)
7.	Extension of water pipeline to Muru Karisa and drilling a borehole at Katotoi	Angurai North	Provide easily accessible clean water	3,000,000 FY 2021/22	County Government	Information Not Available (INA)
8.	Drilling and solar powering of borehole	Angurai South	Provide easily accessible clean water	4,000,000 FY 2020/21	County Government	INA
9.	Purchase of 12 dairy cows to farmers and spray pumps	Bukhayo Central	Increase household income through dairy farming	2,000,000 FY 2021/22	County Government	Information Not Available (INA)
10	Completion of Buyofu dispensary	Bukhayo East	Provide easily accessible health services	2,000,000 FY 2014/15	County Government	Information Not Available (INA)



11.	Construction of kaludeka – mudende box culverkaludeka – mudende	Bukhayo North	Enhance easy transportation and movement of goods and services	1,491,163 FY 2016/17	County Government	Information Not Available (INA)
12.	Increasing security in Mundika Market–Roots hotel area	Bukhayo West	Enhance security of traders and increase hours of trading	500,000 FY 2016/17	County Government	Information Not Available (INA)
13.	Completion of Busagwa maternity wing	Bunyala Central	Provide accessible maternity services	5, 800,000 FY 2021/22	County Government	Information Not Available (INA)
14.	Construction of Sisenye Market shades	Bunyala North	Provide market shades for local traders	1,500,000 FY 2015/16	County Government	Information Not Available (INA)
15.	Purchase of land for ECDE at Khusuna	Bunyala South	Construct an ECDE learning center for easy access to learning	500,000 FY 2018/19	County Government	Information Not Available (INA)
16.	Purchase of land for Bulemia water project	Bunyala West	Provide a space for putting up a water project to serve community members	3,130,101 FY 2018/19	County Government	Information Not Available (INA)
17.	Drilling, development, test pumping, water quality analysis at Mnazi moja & Edama Nasira	Burumba	Provide accessible and clean water to the residents	3,007,416 FY 2015/16	County Government	Information Not Available (INA)
18.	Rehabilitation & protection of spring wells	Busibwabo	Provide accessible clean water for use	900,000 FY 2015/16	County Government	Information Not Available (INA)
19.	Rehabilitations of small dams and pans–Sumba pan	Bwiri	Provide accessible, clean water for use	593,792 FY 2016/17	County Government	Information Not Available (INA)
20.	Construction of pit latrine Akites Market	Chakol North	Enhance ideal waste disposal services to users of the market	300,000 FY 2016/17	County Government	Information Not Available (INA)
21.	Construction of mother and child specialised hospital – alupe	Chakol South	Provide accessible healthcare services to mothers and children	109,503,079 FY 2019/20	County Government	By June 30/2022 the contractor had been paid a sum of KES 109,503,079 representing 99.99% of the total contract sum



22.	Drilling water and installation of solar pump at Bugengi	Elugulu	Provide accessible clean water for use	3,000,000 FY 2020/21	County Government	Information Not Available (INA)
23.	Drilling a bore-hole and equipping hand pump at Nyalwanda church, Sigomere (B) village, Simoni (B) village and Musoma primary school	Kingandole	Provide accessible clean water for use	1,400,000 FY 2020/21	County Government	INA
24.	Fencing Malaba health centre Phase I	Malaba Central	Enhance security of the healthcare centre	2,500,000 FY 2018/19	County Government	Information Not Available (INA)
25.	Construction of ECD classroom at Kolait primary school	Malaba North	Provide accessible ECD education	2,400,000 FY 2018/19	County Government	Information Not Available (INA)
26.	Installation of floodlight to provide security to locals	Malaba South	Provide security and enable local traders to extend trading hours	200,000 FY 2014/15	County Government	Information Not Available (INA)
27.	Installation of floodlights to provide security to the locals	Marachi Central	Provide security and enable local traders to extend trading hours	1,200,000 FY 2014/15	County Government	Information Not Available (INA)
28.	Repair and maintenance of Buyayi water project, installation of solar power and pipeline extension to the community	Marachi East	Provide accessible and clean water	3,196,959 FY 2014/15	County Government	Information Not Available (INA)
29.	Bore-hole drilling, installation of solar/electric power at Tingolo village (Muruka)	Marachi North	Provide accessible and clean water	1,500,000 FY 2018/19	County Government	Information Not Available (INA)
30.	Construction of water kiosk & pipe extension at Bukhalala, Sitoto, Mukhwayo, Madola and Bujumba	Marachi West	Provide accessible and clean water	1,700,000 FY 2020/21	County Government	Information Not Available (INA)



31	Construction of pit latrine and purchase of furniture and fencing of Mabunge polytechnic in Nangoma, Lunga, Busende and Mabunge	Matayos South	Enhance hygiene, security and equipping of the polytechnic	950,000 FY 2014/15	County Government	Information Not Available (INA)
32	Purchase of land for Siteko ECD	Mayenje	Provide accessible ECD education	1,000,000 FY 2014/15	County Government	Information Not Available (INA)
33	Equipping and repair of Kisoko ekondokhera apolonius water project	Nambale Township	Provide accessible and clean water	3,100,000 FY 2019/20	County Government	Information Not Available (INA)
34	Equipping Busulere borehole and pipe extension at Busulere	Namboboto/ Nambuki	Provide accessible and clean water	2,900,000 FY 2020/21	County Government	Information Not Available (INA)
35	Construction of Siwongo market	Nangina	Provide shelter to the local traders	4,400,000 FY 2018/19	County Government	Stalled

Source: Busia County Government website, April 2024; Auditor General's reports, 2014 – 2022

DRAFT



ANNEX 2C: LIST OF PROJECTS AND INITIATIVES BUSIA COUNTY

S/N	Project Name	Ward	Objective	Budget Allocation & Financial Year (KES)	Funding Agency	Status (Fully operational, on-course, stalled/incomplete)
1.	Ageng'a Nutrition Centre	Ageng'a/Nanguba	Training nutritionists and the community members to overcome nutrition-related diseases	Information Not Available (INA)	DANIDA	Partially active since 1976
2.	KEFINCO	Across the 4 wards (Ageng'a/Nanguba, Nangina, Bwiri & Namboboto/Nambuku)	Provide accessible and safe drinking water to residents of Samia	Information Not Available (INA)	Finnish Government	Dormant
3.	Dirakho Qudra	Namboboto/Nambuku	Provide alternative energy source to villages in Samia who cannot access KPLC power connection	Information Not Available (INA)	World Bank	Active since 2012
4.	Bukani Open Land Aquapark (100 fishponds)	Namboboto/Nambuku	Enhancing fish production for sustainable livelihoods	Information Not Available	World Bank & County Government	Active since 2018
5.	Luchululo Irrigation project	Nangina	Increase food security in Samia through irrigation	Information Not Available (INA)	National Irrigation Board of Kenya	Initiated in 2009 but currently stalled
6.	Revival of Luanda Cotton Ginnery	Namboboto/Nambuku	Enhance livelihoods and increase income through cotton farming	30 Million FY 2020/21	National Government	Initiated in 2014 and currently work in progress
7.	Luanda Border Point	Namboboto/Nambuku	Enhance cross-border trade	Information Not Available (INA)	National government	Initiated and Launched in 2008 and stalled to date
8.	Construction of 210 ECD classrooms	Spread across the 35 wards in Busia County	Improve learning facilities & access to ECDE across the County	Information Not Available (INA)	Busia County Government	Completed



9.	Revolving fund for tertiary and university students managed by HLEB	Eligible students across the County from needy background	Enhance access to tertiary education	Information Not Available (INA)	Busia County Government	On-going
10	Bursary disbursement to needy students	Spread across the 35 wards in Busia County	Enhance access to secondary education for students from needy background	Information Not Available (INA)	Busia County Government	On-going
11	Equipping County Vocational Training centres	Spread across the 35 wards in Busia County	Improve facilities and access to vocational training opportunities across the County	Information Not Available	Busia County Government	On-going

12	Lobbied 4 Universities to establish satellite learning campuses in the County	Teso North, Teso South, Nambale & Budalang'i Constituencies	Increase access to tertiary education & training opportunities within the County	Information Not Available (INA)	Busia County Government in partnership with KCA, Moi University and MMUST Universities	Operational
13	Constructed a medical training college	Busia township	Enhance access to training opportunities in the medical field by County residents	Information Not Available (INA)	Busia County Government	Completed
14	Purchased 7 ambulances, 1 for every sub-county	Teso South, Teso North, Matayos, Nambale, Samia, Butula & Bunyala Sub-counties	Enhance access to timely healthcare services	Information Not Available (INA)	Busia County Government	Completed
15	Constructed a warehouse for drug storage	Matayos sub-county	Improve storage of drug supplies to the county	Information Not Available	Busia County Government	Completed
16	Construction of health infrastructure in all health facilities	Across the 35 wards of Busia County	Increase access to health services	Information Not Available	Busia County Government	On-going

17	Bought 14 tractors which are now helping people to plough their farms (A total of 100 acres per ward is ploughed at a subsidised fee)	Tractors stationed in each of the 7 sub-counties in Busia	Improve food security through mechanised agriculture	Information Not Available (INA)	Busia County Government	On-going
----	---	---	--	---------------------------------	-------------------------	----------



18	Supply of farm inputs to farmers throughout the county	Across the 35 wards of Busia County	To provide vulnerable farmers with farm inputs to increase food production, improve nutrition and livelihoods in the County	Information Not Available (INA)	Busia County Government	On-going
19	Established Agricultural Development Fund to offer low interest credit to farmers	County-wide	Improve access to credit facilities for farmers across the County	Information Not Available (INA)	Busia County Government	On-going
20	Renovated Busia Stadium	Busia township	Improve access to sporting facilities	Information Not Available (INA)	Busia County Government	Completed
21	Established and renovated youth empowerment centres	Across the 7 sub-counties	Establish and equip youth-friendly centres	Information Not Available (INA)	Busia County Government	Completed
22	Purchased 2 water boozers to facilitate distribution of water to off grid areas	Municipalities of Busia and Malaba	Increase access to clean water by residents in the County	Information Not Available (INA)	Busia County Government	Completed
23	Construction of Solar Powered boreholes	Across select wards in Busia County	Improve access to safe and clean water by residents	Information Not Available (INA)	Busia County Government	On-going
24	Increased distribution networks of piped water by 150 KMs	Across the 35 wards in Busia County	Increase access to safe water by residents of Busia county	Information Not Available (INA)	Busia County Government	Completed
25	Upgrading of 8.8 KMs of roads to bitumen standards in Busia and Malaba towns	Busia and Malaba municipalities	Upgrading feeder roads in Busia and Malaba municipalities to bitumen standards, open up access to markets, government offices in Funyula, Bumala and Port Victoria	Information Not Available (INA)	Busia County Government	Completed



26	County government opened new roads and maintained all the existing ones	Across the 35 wards in Busia County	Easen transport and communication and movement of goods and services across the county	Information Not Available (INA)	Busia County Government	On-going
27	In 2015, the county hosted an international investor conference, through this conference, the county government has brought on board a number of investors. These include; West Kenya, Juice factory at Ikapolok, Fish processing at Marenga beach, Flour milling factory, and cassava processing factory	Investment projects spread across the 7 sub-counties	Showcase the potential of Busia and attract investors	Information Not Available	Busia County Government	Completed
28	Wakhungu state of the art Tilapia and Catfish Hatchery	Nangina	To produce about 1,500,000 fingerlings annually towards increasing fish production in the County	Information Not Available (INA)	Busia County Government	Operational

29	Busibi Helper project	Namboboto/ Nambuku	Multiple (child health care, nutrition, vocational training, water and sanitation and ECDE	Information Not Available (INA)	Child Fund	Active since 1986
30	Buduong'i ICS centre	Agenga/Nan-guba	Multiple (Child Education and Housing support)	Information Not Available (INA)	Child Fund	Shifted to Busia town
31	Odiado IPA	Nangina	Multiple (PWD)	Multiple (PWD)	Child Fund	Shifted to Busia town since 2020



ANNEX 3: CASES OF CORRUPTION AND LOSS OF PUBLIC MONEY IN BUSIA COUNTY: 2013 – 2022.

FINANCIAL YEAR	AUDIT QUERIES AND REPORTS OF CORRUPTION	TOTAL LOSSES (KSHS)
2017/18	• Unvouchered expenditure Kshs. 242,647,121	401, 778, 536
	• Lack of tangible documents Kshs. 20,545,116	
	• Amount paid in different accounts Kshs. 2,091,296	
	• Outstanding Imprests Kshs. 23,730,533	
	• Salary advance Kshs. 6,220,449	
	• Pending accounts payables and pending staff payables Kshs. 53,123,569	
	• Huge borrowing not refunded Kshs. 53,420,452	
	• ERP Project Business Process, System Study and Gap Analysis Study to support strengthening systems on own source revenue – The County Government paid a research consultant at a cost of Kshs. 27,999,320 for the consultancy between 17 November 2015 and 17 November 2018. No work was done	
2018/19	• Lack of support documents Kshs. 73,014,823	702,911,693
	• Violations of financial regulations Kshs. 29,876,200	
	• Long outstanding balances Kshs. 15,382,300	
	• Failure to reconcile books of account Kshs. 401,330,151	
	• Weak internal control system Kshs. 28,093,378	
	• Pending bills Kshs. 155,214,841	
2019/20	• Lack of support documents Kshs. 110,866,636	632,329,272
	• Failure to reconcile books of account Kshs. 394,652,865	
	• Weak internal control system Kshs. 111,235,177	
	• Long outstanding balances Kshs. 15,574,594	
2020/2021 & 2021/2022	• High Pending Bills – FY 2020/21 the county had a total of Kshs. 740,655,335	3,933,000,000
	• High Pending Bills – FY 2021/22 the county had a total of Kshs. 1,770,154,174	
	• Lack of supporting documents for expenditures worth Kshs. 686.93 million, violation of financial regulations where expenditures worth Kshs. 967.76 million against the financial regulation provisions in the two financial years, failure to reconcile books accounts for expenditures.	
	• Irregular Insurance Costs – Kshs. 207,943,228 was paid to an insurance company for provision of staff medical cover which was against the insurance policy, Human Resource Policies and Procedures Manual for the Public Service, 2016.	
	• Emergency Relief and Refugee Assistance – Kshs. 72,007,512 was paid to relief without following section 110 of the PFM Act, 2012.	
	• Outstanding imprests relating to the months of October, 2020, March, 2021 and April, 2021– of Kshs. 1,150,000 which was against the Regulation 93(5) of the Public Finance Management (County Governments) Regulations, 2015.	
	• Irregular Acquisition of Fire Fighting Engine Kshs. 52,000,000 was paid for the 2nd hand fire fighting machine yet the market price for the new machine ranges between Kshs. 15 to 20 million.	



	<ul style="list-style-type: none"> Irregular Construction of Mother and Child Specialized Hospital at Alupe - Despite the contractor being paid 99.9% of the contract sum. The site verifications revealed that the project was behind schedule by eighteen (18) months, with works such as roofing, windows, doors, external finishes, electrical works, plastering and plumbing costing Kshs. 40,127,749 not yet done. 	
2020/21 & 2021/2022	<ul style="list-style-type: none"> County Assembly of Busia for lack of provisions of supporting documents, failure to reconcile books of accounts, violations of financial regulations and weak internal control systems 	731,000,000
2013 - 2022	Other corruption cases flagged by the EACC: <ul style="list-style-type: none"> EACC arrests senior official of Busia Public Service Board. Link: https://www.the-star.co.ke/news/2023-11-07-eacc-arrests-senior-official-of-busia-public-service-board/ EACC report reveals scale of corruption in Kenyan counties. Link: https://nairobiawmonthly.com/eacc-report-corruption-kenya-counties/ Kenya: Busia County Governor arrested on corruption charges. Link: https://www.aljazeera.com/news/2018/7/4/kenya-busia-county-governor-arrested-on-corruption-charges Busia County Public Service Board CEO arrested. Link: https://www.kbc.co.ke/busia-county-public-service-board-ceo-arrested/ Court finds governor Ojaamong has a case to answer. Link: https://www.standardmedia.co.ke/nairobi/article/2001373237/ojaamong-to-put-up-a-defence-in-graft-case 	

Sources: The Office of Auditor General (OAG) Reports between 2017 and 2022 and newspaper reports.

NB: For FY 2019/2020, Busia County received a total allocation of KES 6.01 billion⁹ from the National Treasury. The total amount lost to corruption since the 2013 inception of devolved government is thus more than the entire annual allocation to the County.

DRAFT



ANNEX 4A: ABEDEV 2025–2029 BUDGET PROJECTIONS

1. OFFICE OPERATIONAL COSTS			
Office rent	10,000.00	60	600,000.00
Work equipment	150,000.00	5	750,000.00
Board meetings	25,000.00	15	375,000.00
Team Leader Salary	42,000.00	60	2,520,000.00
Chief Facilitator of Action salary	30,000.00	60	1,800,000.00
Head of Finance and Internal Accountability salary	25,000.00	60	1,500,000.00
Facilitator of Action Civic Awareness Salary	22,000.00	60	1,320,000.00
Facilitator of Action Citizen-led Accountability Salary	22,000.00	60	1,320,000.00
Facilitator of Action Citizen Participation Salary	22,000.00	60	1,320,000.00
Facilitator of Action Youth Income Opportunities	22,000.00	60	1,320,000.00
Volunteer Stipends	22,000.00	60	1,320,000.00
Internal governance costs	12,000.00	10	120,000.00
Annual General Meeting	15,000.00	5	75,000.00
Organisational Capacity Building costs	18,000.00	20	360,000.00
TOTAL OPERATIONAL COSTS			14,700,000.00
2. PROGRAMME COSTS			
Civic Awareness Cluster of Action Costs	1,200,000.00	5	6,000,000.00
Citizen-led Accountability Cluster of Action Costs	1,500,000.00	5	7,500,000.00
Citizen Participation Cluster of Action Costs	1,500,000.00	5	7,500,000.00
Youth Income Opportunities Cluster of Action Costs	2,000,000.00	3	6,000,000.00
Monitoring, evaluation and learning Costs	600,000.00	5	3,000,000.00
Branding and communication costs	400,000.00	5	2,000,000.00
TOTAL PROGRAMME COSTS			32,000,000.00
TOTAL COST			46,700,000.00
MISCELLANEOUS			4,670,000.00
GRAND TOTAL			51,370,000.00

**ANNEX 4B: ABEDEV YEARLY FUNDRAISING TARGETS, 2025–2029**

	Percentage	Year 1	Year 2	Year 3	Year 4	Year 5
Operational Costs	28.62	2, 805,219	3, 433,910	4, 578,547	4, 578,547	3, 433,910
Programme Costs	62.29	6, 106,599	7, 475,180	9, 966,906	9, 966,906	7, 475,180
Total Costs	90.91	8,911, 818	10,909,091	14, 545, 454	14, 545, 454	10, 909, 090
Miscellaneous costs	9.09	891, 181	1, 090, 910	1, 454, 545	1,454,545	1,090,909
GRAND TOTAL	100.00	9,803,000	12,000,000	16,000,000	16,000,000	12,000,000

DRAFT



Get In ***Touch*** —



P O BOX 316 – 50406
Funyula, Kenya



+254 724 617 096
+254 739 094 962



abenengofordevelopment@gmail.com



Sirindiro House, Funyula township,
Samia sub-county, Busia County