GOVERNANCE, GENDER & CLIMATE JUSTICE TRAINING MODULE FOR WOMEN MEMBERS OF COUNTY ASSEMBLY

Presented to:

By

SPECTRUM AFRICAN RESEARCH AND DEVELOPMENT INSTITUTE (SPARDI)

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Contents

Abbreviation

ADP	Annual Development Plan
ACBIRR	Annual County Budget Implementation Review Report
ARUP	Agriculture Rural and Urban Development
AUGP	Africa Union Gender Policy
CBEF	County Budget Economic Forum
CBROP	County Budget Review Outlook Paper
CEC	County Executive Committee
CEDAW	Convention on Elimination of All Forms of Discrimination Against Women
CECM	County Executive Committee Member
CFSP	County Fiscal Strategy Paper
CIDP	County Integrated Development Plan
GHG	Green House Gas
GoK	Government of Kenya
GRB	Gender Responsive Budgeting
KPIs	Key Performance Indicators
MCAs	Member of County Assemblies
M&E	Monitoring and Evaluation
NEMA	National Environmental management Authority
NEPAD	New Partnership for African Development
PBB	Project Based Budget
PWDs	Person with Disabilities
SPARDI	Spectrum African Research and Development
SDGs	Sustainable Development Goals
UDEF	United Nation Democracy Fund
UNFCCC	United Nation Framework Convention on Climate change
VAWG	Violent Against Women and Girls
WEL	Women's Empowerment Link

Acknowledgment

We wish to recognize and thank individuals who contributed to the successful development of this manual on Governance, Gender and Climate Justice.

Women Empowerment Link (WEL) is a Nonprofit, Nonpartisan, Non-governmental Women's rights organization that has been working in Kenya for the last twelve years. It envisions a world in which women and girls realize and embrace their rights by empowering women and girls to realize their full potential, worth, and strength politically, socially, and economically. WEL in partnerships with government and non-governmental entities enables change through its four thematic areas including transformative leadership, elimination of violence against women & girls, sustainable livelihood for women and climate justice.

In Kenya, women's participation in local governance (county level) is not sufficient. First, women's representation in local elected bodies (county assemblies) does not comply with the 2/3rd gender rule, inclusion of not more than two-thirds of the members of representative organs from the same gender guaranteed by the Constitution of 2010 and the Devolution Act of 2012. Second, the capacity of women, currently elected as representatives and the capacity of future representatives is not sufficient. The women elected members of county assemblies still lack the connectivity with other women, do not have needed capacity of oversight, legislative functions and- advancing women's political and development agenda. More so, there is inadequate mechanism created for women to participate in local decision-making, legal, and policy support for women.

WEL promotes women's participation in politics and governance through capacity building and mentorship programs including strengthening capacities and skills for women aspirants, elected and nominated women leaders, movement building at community level, sensitization campaigns and policy advocacy at county and national level. In addition, WEL has been on the forefront in policy formulation and advocacy on gender responsive frameworks that seek to strengthen structures for prevention and response to VAWG, strengthening referral networks and community led activism.

Nakuru, Kitui, and Homa Bay Counties have been selected by WEL to ensure increased representation of women in governance and political processes. This will be by increasing the knowledge and awareness of women's potential in decision-making processes, enhancing the capacity of women in elected bodies and governments; and creating an enabling legal and policy environment to promote women's participation in decision-making. Thus WEL is developing a training manual to enable capacity strengthening of women leaders in the County Assembly on mentoring of the young women into leadership, debating and lobbying, gender responsive budgeting, mainstreaming of women led climate solutions in budgets/ County Government priorities, and policy formulation.

Why this Manual?

This manual is specifically develop to enable:

1. Increased capacity of women leaders to develop a mentorship to guide other young women in leadership opportunities.
2. Improved capacity of women leaders to develop a work-plan on how to fast track the enactment of gender responsive policies and bills in the three counties.
3. Enhanced understanding of women leaders on the importance of investing in local led climate solutions to formulate budgets that support women's participation in locally led solutions.

Who should use this Manual?

This manual is formulated to build the analytical skill of the technical team members in analyzing budgets from a gender lens with a view to inform the MCAs or relevant committees on pertinent gender based issues for debate and consideration for amendment. In addition to this, the manual seeks to enhance the skills of the technical officers in conducting social and financial oversight from a general perspective but also through the gender lens so as to provide adequate guidance to the MCAs and their respective committees.

How to use the Manual?

The training manual will be used as a guide for training women leaders to influence women's concerns in their communities. Trainers will apply the methodology and ensure sessions are completed within an appropriate time and evaluation is carried out at the end of the training.

Training Methodology

The training will adopt a participatory learning which is learner-driven and trainer-assisted methodology to cover contents of this Manual. It is highly recommended that the choice of training methods for each unit be premised on principles of adult learning. Stress is made of the use of participatory methodologies in helping adults to learn. The Trainer/Facilitator is expected to select suitable methods that safeguard, promote and acknowledge the unique characteristics of adult learners and their specific social justice concerns.

Specific methodologies to be applied I the training:

- Brainstorming
- Lecture
- Group discussions
- Plenary session with Question and Answer

Pre and post training assessment

The progress of each session will be assessed continuously based on feedback from the learners/ participants. At the beginning and end of each day a formal evaluation will be carried out to determine the baseline and the extent to which objectives have been met. The evaluation will touch on matters ranging from content, evaluation, and material to housekeeping issues.

Overview of the training components and time allocated

Unit	Description	Time (hours)
1	Gender responsive budgeting	3.5 hours
2	Climate change Governance in Kenya	3.5 hours
3	Lobbying and debate	3.5 hours
4	Setting legislative agenda	3.5 hours
5	Intergenerational leadership	4 hours
6	Community Collaboration	3 hours

1.1 Introduction

The budget making process is a complex yet one of the most critical processes in County Assemblies. By its very nature, the process is long winded and riddled with numerous stages and technical documents supporting the process towards formulation of the budget estimates and summaries. Being a complex process, the majority of the legislators within County Assemblies essentially depend on the technical officers for guidance on the processes. This brings out the pressing need for the technical officers in county assemblies to clearly understand the budget making process, the roles of MCAs in the processes and appreciate these in the context of gender responsive planning and oversight. This module seeks to address these prevailing challenges by building and enhancing the capacities of technical staff members in County Assemblies towards formulation of gender responsive budgets in Count Assemblies The module is envisaged to support the budgeting process through to oversight.

1.2 Objectives

By the end of this module, the participants should be able to:

1. Understand the concept of gender responsive budgeting.
2. Create awareness on policy frameworks for guiding gender responsive budgeting.
3. Explain guideline for gender responsive budgeting

1.3 Definition of Gender Responsive Budgeting

Gender-Responsive Budgeting (GRB) is an approach to fiscal planning that provides a platform to assess and address the different needs and contributions of men and women, boys and girls. GRB focus is particularly on the budget because it is the most important policy tool of the government. It ensures integration of gender in different aspect of public finance management including:

- Revenues,
- Expenditures and
- Allocations.

1.4 Characteristic of Gender Responsive Budgeting

1. It calls for informed planning and adjustment of budget policies to ensure equitable benefit to all groups.
2. GRB brings together two issues that are not commonly associated with one another and these constitute gender equity and public financial planning and management and it emphasizes that gender equality principles should be incorporated into all stages of the budget making and implementation processes.
3. GRB ensures that the different needs and interests arising from the biases of being men and women, boys and girls are simultaneously identified as well as those of other special interest groups such as persons with disabilities (PWD), minorities and the elderly are considered and addressed.
4. GRB usually allows for re-prioritization of government allocations to address gender inequalities.

1.5 Significance of GRB as a budgeting approach

The need for a gender responsive approach to budgeting emerged following:

- The realization that conventional government fiscal planning approaches target the citizen as a block but the budget affects and impacts the diverse categories of the citizen in different ways.
- The involvement of men, women, youth and other interest groups in society has always been relatively low leading to the formulation of supply-led budgets that take a top down approach which may not adequately address the needs of the various genders and interest groups in society.
- The GRB approach provides for and strongly advocates for the incorporation of views and inputs of the diverse stakeholders at the planning stage thus changing the approach to a bottom-up and provides a platform for the formulation of a demand-led and all inclusive budget for the citizen.

1.6 Principles in Gender Responsive Budgeting

The principles that seek to transform the budget making process to ensure inclusion of both genders, particularly women include:

a. **Openness and accountability**

This principle has been adopted pursuant to Article 201 (a) read together with Article 196, 1 (b), and Article 35(CoK, 2010) that mandates County Assemblies to facilitate Public participation and makes access to relevant public information a right. Further, the County Governments Act requires the County Governments to facilitate involvement of the public in all planning processes. This principle is embedded to ensure meaningful involvement of the various genders and interest groups in County Planning and budgeting processes.

b. **Equitable Distribution of Resource**

This principle is based on Article 201 of the Constitution and provisions in the County Government Act (2012) and Public Finance Management (PFM) Act (2012) which provide for equitable distribution of resources including making special provisions to cater for the needs of marginalized groups in society including women.

c. **Regular Monitoring and Implementation**

This principle has been adopted in accordance with the pursuant to PFM Act that requires the County Treasury to provide quarterly financial and program reports to the assembly. These reports are considered critical in assessing the programs and activities being implemented and the impacts and effects they are having on the various genders. They are also essential towards informing the future planning processes and as such ought to be prepared and submitted in line with the stipulated regulations. This is proposed with the understanding that it is not enough that resources are allocated but that progress, outputs, outcomes and impacts are tracked to inform future planning.

Activity: Group Discussion

1. *Can GRB be a tool for gender mainstreaming?*
2. *What are the requirements for successful gender mainstreaming?*
3. *What does it take for gender equality advocates to influence the mainstream?*

1.7 The Policy framework for gender

The issue of gender and its significance in social, economic and political spheres of citizens cannot be overemphasized. As a result several international policy frameworks have been formulated to ensure that there is a continued push and secured commitment to mainstream gender in public and development processes towards a more balanced world.

1.8 The international policy framework for gender:

At the international level, several policy frameworks have been formulated and they include among others the UN Sustainable Development Goals (2016 - 2030) adopted in the general assembly for the 2030 agenda for Sustainable Development, the Convention on Elimination of All forms of Discrimination against Women (CEDAW) and the Beijing Platform for Change.

International Framework	Description
UN Sustainable Development Goals (SDGs)	SDG 5 (Gender Equality) and SDG 10 (Reduced inequalities with greater attention to the needs of disadvantaged and marginalized populations)
Convention on Elimination of All Forms of Discrimination Against Women (CEDAW)	Requires party states to address all forms of gender based discrimination, including facilitating equal access and control over resources in all spheres of life (socio-economic, cultural, and political) as defined in the Convention. Kenya became a signatory in 1979 and GOK provides status reports every four years.
Beijing Declaration and Platform for Action	Advocates for the advancement of equality, development and peace for all and equitable gender participation in all sectors with equal treatment of women in social, economic and political spheres. Kenya is a signatory and the country's commitments are referenced in the National Policy on Gender and Development

1.9 The regional policy framework for gender

At the regional level, Kenya is a signatory to various treaties key of which include the African Union Gender Policy, the Maputo protocol and the Abuja declaration of 2001 that have specific provisions and commitments for the member countries.

Regional Framework	Description
The African Union Gender Policy (AUGP)	The African Union and affiliated member states assented to the AUGP which provides a framework for the realization of gender equality, fairness between men and women, non-discrimination and fundamental rights in Africa through 8 gender policy commitments and the Gender Action Plan.
The Maputo Protocol (African Charter on Human and People's Rights of Women in Africa)	Under NEPAD and at the 2nd meeting of the African Union in July 2003 in Maputo, the African Heads of State and Governments

	endorsed the Maputo Protocol on Agriculture which contained several important decision key among them the allocation of at least 10% of the national budget to agriculture and rural development
The Abuja Declaration of 2001	The African member states committed themselves through the Abuja declaration to institute all necessary measures to ensure that the needed public resources are made available and effectively utilized and that at least 15% of the annual budget be committed to improvement of the health sector.

> *Activity: Importance of Gender Responsive Budgeting*
>
> 1. *What are the benefits of GRB work for the government?*
> 2. *What are possible questions to assist with incorporating gender in programming?*

1.10 The National Policy Framework

At the national level the Constitution of Kenya, 2010 makes express provisions towards ensuring equitable access to resources and opportunities for all genders and disadvantaged groups. This is echoed in the Kenya Vision 2030. The specific provisions within the international and national policy frameworks are discussed in the section below:

National Framework	Description
Constitution of Kenya, 2010	Recognizes gender equality, equity, non-discrimination, social justice (Article 19 (2)] mandating that Public finance system to promote an equitable society including making special provisions for marginalized groups and areas [Articles 10 (b), 21(3), 81,100, 117 and 201]. Article 203 advocates for equity as criteria for the determination and distribution of revenue among national and county governments taking into account economic disparities and affirmative action for disadvantaged populations. Provides for political, social, economic and cultural needs as fundamental freedoms in the Bill of Rights [Article 23 (2)];
Vision, 2030	Mandates the government to pursue holistic gender mainstreaming in policy formulation, program planning and implementation and in budget formulation. Advocates for affirmative action for at least 30% representation of women at all decision making levels.
National Gender Policy	The National Gender Policy was formulated to mainstream gender concerns in the national development process in order to improve the

social, legal/civic, economic and cultural conditions of women, men, girls and boys in Kenya.

The policy focuses on creating an enabling environment for the provision of gender sensitive services and meets the specific gender needs of women and men and promoting gender equality in decision making.

1.11 Guideline for Gender Responsive Budgeting

This session covers the budget cycle at the County level in accordance with Chapter 12 of Constitution of Kenya and takes into consideration key enabling legislation such as PFM Act, 2012, County Governments Act, 2012, Controller of Budget Act, 2016 and the Public Audit Act, 2015. The budget cycle and processes as is described herein also takes cognizance of provisions of supportive legislation such as the Public Finance Management Act

> **Budget Stages**
>
> Policy planning and target setting
> Policy formulation and approval of County Budget
> Implementation and execution
>   Fiscal, program review and
>   audit

(County Government) Regulations of 2015 and County Assembly Standing Orders where applicable. The legal framework outlines the various aspects of the budgeting process such as planning and prioritization, resource allocation, steps to be followed in preparation of budgets and execution as well as reporting and audit within a stipulated timelines and calendar.

The budget cycle has been broken down into four broad stages with a diverse range of activities within each stage in accordance with the established legal framework. The responsibility of preparing and formulating the budget and fiscal policies lies with the Executive while the County Assembly has the critical role of consideration and approval of the County Governments Budget. To ensure that every stage of the budget cycle is gender responsive, a set of guidelines is provided for action by the County Assemblies.

> *Activity: Actors*
>
> 1. *Which actors (e.g. NGOs, ordinary citizens, and elected representatives) are likely to be involved at each step of the budget process?*
> 2. *Which actors could be involved at each step?*

Stage1: Policy planning and target setting

At this stage, the County Treasury through the CECM – Finance is mandated to manage the County budget process and is thus required to prepare and submit key budget documents for consideration and approval by the County Assembly. Some of the key budget documents are:

1. The budget circular
2. The County Integrated Development Plan (CIDP)
3. The Annual Development Plan (ADP)
4. The County Budget Review and Outlook Paper (CBROP)
5. County Fiscal Strategy Paper (CFSP)

The CIDP, ADP and CFSP are prepared and submitted to the County Assembly for legislative processing and approval. At this stage, it is instructive to note that the County Assembly is vested with the role of scrutinizing and examining submissions with a view to approve such submissions with or without amendments. It is therefore important that the Assembly ensures that the plans, policies and the Fiscal Strategy Paper are engendered and designed to be gender responsive.

The process Activities, Actions by County Assembly and responsible entities

Budget Process Activities	Action for MCAs
Establishment of County Budget Economic Forum (CBEF)	Ensure establishment and representation of citizens as provided for by the guidelines.
Planning and budget circulars	Promote and advocate by way of recommendation the inclusion of express provision and statements on gender mainstreaming on planning and budgeting circular.
Preparation and approval of CIDP & ADP	Oversight to ensure effective and meaningful citizen participation in the processes County Assembly to undertake public participation including awareness creation and sensitization of the citizen on public participation in all planning processes. Analysis and scrutiny of CIDP/ADP and preparation of sectoral reports
Preparation and submission of CBROP	Inform the county fiscal outlook as contained in the CBROP for purposes of ensuring adequacy and prioritization in resource allocation to critical budget to areas affecting citizen such as agriculture, health, water and sanitation
Preparation and submission of CSFP	Ensure participation of citizens in the proposed ceiling in the CSFP.

1.12 Guidelines for actions by County Assemblies

1. Assess the ways in which gender balance /representation was considered among County Stakeholders in developing County planning framework and policies.
2. Enquire and examine the sources and relevance of information and sex-disaggregated data used to inform County policies and plans. In line with the evidence based approach, interrogate the extent to which the data was incorporated and utilized.
3. Identify and highlight the gender specific priorities, targets and Key Performance Indicators outlined for approval in the CIDP, ADP & CFSP.
4. Assess the extent to which County plans and resource framework are in line with the national gender priorities in national plans and the BPS and are geared towards addressing existing gender gaps as well as domestication of global and regional gender goals and objectives.
5. Analyze and scrutinize proposed resource allocation by vote, programme and sub programme for actualizing interventions towards gender initiatives.

6. Interrogate and map the County institutional framework and implementing agencies responsible for actualizing gender initiatives. This is to ensure clear distribution of roles and responsibilities and provide a basis for effective oversight.

Stage 2: Formulation and Approval of the County Budget: Estimates of revenue & expenditure

This forms the second stage of the budget cycle and in this stage, the CECM – Finance is required to submit for review and approval the estimates of development and recurrent expenditure, supporting documents and any Bills/legislative proposals required to support the legislative processing of the county estimates not later than 30th April of every financial year. Submission of the budget estimates provides an important platform for the County Assembly to influence the Budget while ensuring submissions at this stage are in line and consistent with Assemblies resolution on the CFSP discussed in stage one. Formulation and preparation at this stage primarily entails financial programming within the approved resource ceilings as contained in the CFSP into itemized draft budget and Programme Based Budgets (PBB).

This stage also entails preparation and submission of the revenue measures by the Executive upon approval of the County Appropriation law. The proposed measures are submitted through the County Finance Bill which details the tax measures to be implemented towards local revenue collection. The underlying objective within this phase should be to ensure that resources are allocated towards promotion of gender equity and equality and impact of revenue proposals on the interests and needs of all genders and interest groups are taken into consideration. During this period, the financing for counties under both equitable share and conditional allocation is also finalized and any changes to the earlier approved financing framework can be considered and factored at this stage.

The budget process and actions by County Assembly and Responsible Entities

Budget Process Activities	Action for MCAs
Submission of draft itemized and programme based budget	Oversight to ensure effective and meaningful citizen participation in the processes Review the proposed estimate in line with established guidelines. Ensure participation of citizen in consultation process led by the CEC for finance
Preparation and approval of County Appropriation Bill	Pre-publication scrutiny & alignment with the approval of with the approved estimates of revenue & expenditure (itemized and PBB)
County Finance Bill	Review, scrutiny and processing of finance bills. Ensure citizen participation and engagement

1.13 Guidelines for actions by County Assembly

1. Assess and seek to understand how gender balance /representation was considered among County Stakeholders selected for developing both the programme based budget and draft

itemized estimates. Determine how and where in the county were the engagements done and what legal basis was used to ensure compliance

2. Identify and document the gender specific priorities, targets and Key Performance Indicators (KPIs) outlined as per Programme based budget estimates. To what extent are they linked to national gender indicators?
3. Scrutinize the budget to identify the gender specific objectives, outputs and outcomes or ensure inclusion of the same if not provided through proposed amendments.
4. Assess levels of resource allocation by sector/department, vote and by programme and sub programme for actualizing interventions towards mainstreaming gender initiatives and likely outcomes and impact on gender.
5. Assess and determine if there are affirmative action programmes/ projects and interventions addressing the needs of the care economy. Identify and highlight the existing resource gaps in relation to gender priorities and propose specific actions to address. Further assess what priorities were left out and likely mitigation measures proposed in the medium term;
6. Assess or enquire about the sources of information and data used as a basis for expenditure allocation.
7. Assess the proposed program and check the degree of alignment with the proposal or measures set forth in the CBROP especially in its forward and outlook positions and subsequently in the CFSP.
8. Scrutinize the Finance Bill to understand the proposed revenue raising measures, impacts on various genders and propose remedial or corrective measures.

Stage 3: Budget Implementation and Execution

This stage starts after the approval of the County Government budget estimates and following the approval of the Appropriation Bill by the County Assembly. In the course of implementation, the Accounting Officers are required to submit to the County Treasury reports on the financial and program performance not later than 15 days at the end of every quarter.

This stage therefore provides a critical avenue for the Assembly through the various sectoral committees as well as the County Budget and Appropriation or Finance Committee to review and scrutinize the quarterly reports. This is with a view to determine the level and status of budget performance including programmes and projects approved for implementation. The assembly also considers any proposed legislation that may be necessary to address budget execution challenges and shortfalls. For purposes of Gender Responsive Budgeting and in view of the assembly's mandate to ensure service delivery to county residents, the assembly and its relevant committees should also carry out planned and regular monitoring and evaluation during the course of the fiscal year under consideration.

Budget Process Activities	Action for MCAs
Consideration and review of quarterly review reports	Review and scrutinize of Reports from the County Committees Executive
	Statements, questions and motions on budget implementation and execution
	Review and scrutiny of CoB reports and submission of findings and recommendations to the County executive.

| In a year monitoring and evaluation | Continuous M&E on projects, programmes and policies (preferably as per the respective committees other relevant work plan)

Conduct site visits and fact finding missions to confirm information in the quarterly and financial report.

Request for status/progress updates and on ongoing and completed initiatives |
|---|---|
| Processing and approval of supplementary budget including supplementary appropriation | Review, scrutiny and processing of the supplementary budget (revision and reallocation)

Approval of reports on supplementary appropriation bill |

1.14 Guidelines for action by County Assembly

1. Assessing the progress and status of programmes and activities addressing gender needs as per the given targets, KPIs and outcomes.
2. Assess level of adherence to approved budgets, county appropriation Act and Finance Act and document emerging deviations and impact on gender outcome.
3. Analyze financial and program reports and compare emerging findings with projections in the CFSP and ADP with regard to the various genders and mainstreaming initiatives as earlier approved and make recommendations for consideration by the Executive
4. Provide structured templates for capturing essential information on the on-going programs such as sex-disaggregated data and utilization of the emerging findings to provide recommendations for further consideration.
5. Conduct in-depth analysis of County Treasury reports to assess the degree to which the allocated resources are being utilized to address outlined gender needs.
6. Assess the status and performance of specific gender interventions and extent of compliance to other statutory requirements such as meeting requirements of ensuring strict adherence to preference and reservation of county procurements and guiding principles to outlined groups, women and youth.
7. Scrutinize supplementary budget proposals against approved budgets and plans and assess likely impacts on gender interventions and make concrete recommendations;
8. Ensure establishment of a gender sensitive M&E framework and other tools critical to tracking of county expenditure and assessing benefit incidence by sex disaggregated data.

Stage 4: Fiscal and Program Reviews and Audits

This stage involves a review of reports relating to the financial and programme performance for the previous year, and processing of audit reports. The assembly's investigatory/watchdog and relevant committee (County Public Accounts and or Investment Committee) examine and engage the executive on issues raised by the auditor general in the appropriation accounts with the view to determine proper utilization of county resources in a lawfully and effective way.

Budget Stages and Actions by County Assemblies

Activities	Action for MCAs

Preparation and submission of annual County budget implementation review report (ACBIRR).	Tabling/scrutiny of annual County budget implementation review report
Review of 4th County Treasury Report	Review, scrutiny and processing of the 4th quarter report. Compare and securitize ACBIRR with CBROP provisions and targets.
Review of the report of auditor general on financial statement on County Executive and County Assembly	Consideration/scrutiny of the report of auditor general on financial County statement on County Executive & Executive and County Assembly. Approval of the report by the County Assembly
Review and consideration of CBROP	Review (expenditure), scrutiny and processing of CBROP in line with Committees the approved budgets and planning framework.

1.15 Guidelines to support the actions by County Assemblies

1. Assessing the extent to which the various programs addressed existing gender needs as per the reporting in the CBROP
2. Scrutinize and examine how effectively and efficiently the resources have been utilized in achieving the outlined outputs relative to committed targets and expected outcomes. This also includes value for money concerns as per the audit report
3. Assess reports to identify if there are gender specific programmes, sub-programmes, activities that were budgeted for but not implemented.
4. Analyze expenditure reports vis-a-vis budgetary allocations for the gender based programs and activities and determine any variances that may exist and its effect on achieving gender outcomes in the medium term;
5. Ensure establishment of a framework / mechanism to continually assess how the resources budgeted for specific interventions are being utilized as well as analyze reports on emerging outcomes and impacts;
6. Comparison of national gender goals and indicators with achievements by the county in the period under consideration.

1.16 References

1. Gender Mainstreaming Training Curriculum for the County Assemblies Service, 2018
2. The County Assembly Gender Responsive Budgeting Guide, 2018
3. Training Manual Gender Responsive Budgeting by Women Empowerment Link

2.1 Introduction

Kenya continues to grapple with the challenges posed by climate change despite contributing minimally to global GHG emissions, which account for less than one percent of total global emissions. The frequency and magnitude of extreme climate events such as droughts, storms and floods, continues to increase, leading to loss of lives, diminished livelihoods, reduced crop and livestock production, damaged infrastructure, among other adverse impacts. Climate change is therefore a significant threat to Kenya's future development, including achievement of Kenya's economic blueprint Vision 2030 and SDG goals that focus on enhanced food and nutrition security, affordable housing, increased manufacturing, and universal healthcare. Indeed, climate change is a major threat to Kenya's social, economic and environmental well- being disproportionately affecting women, children and vulnerable communities including those dependent on agricultural or coastal livelihoods.

2.2 Objective

1. To create an understanding of Kenya's climate finance governance institutions.
2. Explain Kenya's climate finance legislative framework.
3. Explain mainstreaming of climate change in budgeting.
4. Appreciate gender related climate change activities for mainstreaming

2.3 Climate Governance Structure in Kenya

Following the Paris Agreement on climate change, a significant shift took place regarding the use of climate finance at national levels. Legal and regulatory frameworks and political support within and outside government remains important. The regulatory framework in Kenya entails:

Regulation	Description
United Nations Framework Convention on Climate Change	The Kyoto Protocol and the Paris Agreement establish important mandates for countries regarding the mobilization and provision of climate finance, with clear guidelines on how to do so to support climate response actions
The Constitution	Establishes a commitment to ecologically sustainable development. Articles 2(5) and 2(6) of the Constitution state, respectively, that "rules of international law shall form part of the laws of Kenya" and "that any treaty ratified by Kenya shall form part of the law of Kenya." Thus, the UNFCCC and the Paris Agreement, which provide for financing for climate actions, form part of Kenyan law
National Climate Change Response Strategy	Provides a framework for integrating climate concerns into development priorities, government planning and budgeting.
Climate Change Action Plans	The plans set out priority adaptation, mitigation and enabling actions and promote mainstreaming of climate change actions into development planning and budgeting processes
The National Climate Change Framework Policy (2018)	Guides integration of climate change considerations into planning, budgeting, implementation and decision-making at the national and county levels and across all sectors.

To ensure proper governance of climate finance in Kenya, multi-stakeholder engagement has been created in the mitigation of and adaptation to climate change. Kenya's key climate finance governance institutions include:

Institutions	Function
National Climate Change Council	Provides legislative and policy direction, supervision, oversight and guidance on climate change across all levels of government
National Treasury	Coordinates and facilitates activities related to climate finance, including the activities of the climate finance mechanism (Climate Change Fund) and the Inter-Ministerial Climate Finance Technical Advisory Committee
National Environmental Management Authority (NEMA)	Accredited to serve both as the National Implementing Authority for the Adaptation Fund and as a Direct Access Entity for the Green Climate Fund.
Directorate of climate change	Develops National Climate Change Actions Plans that outline priority actions to be funded through various climate finance sources and channels
County based structures	Oversee implementation of County Climate Fund and initiative at the County level
Climate Change Act, 2016	It enhances climate change resilience and low carbon development for the sustainable development of Kenya." The Act establishes the National Climate Change Council (Section 5), Climate Change Directorate (Section 9) and Climate Change Fund (Section 25).
National Policy on Climate Finance, 2018	The policy provides mechanisms to help the country improve its ability to mobilize adequate resources to adapt to and mitigate the effects of climate change
County Climate Finance Framework	Section 19 of the Climate Change Act, 2016 sets out the role of county governments in climate change issues, which includes integrating and mainstreaming climate change actions into county climate change development plans. These are the County Integrated Development Plans (CIDP), broken down into Annual Development Plans, County Sectoral Plans and County Spatial Plans. Further, the Act establishes a climate change unit headed by a CEC in charge of climate change affairs at the county level. This is an institutional coordination mechanism for climate change matters

2.4 Climate Finance Governance Principle

Governance refers to the process of making and implementing decisions. Good governance principles include strategic vision, transparency, accountability, integrity, participation and responsiveness, effectiveness, and efficiency, as well as respect for the rule of law in alignment with the Paris Agreement.

a. **Transparency**

Transparency refers to the open disclosure of information relating to rules, plans, processes and actions. It allows people outside an institution to monitor its work and to take action when something is not as it should be. Within a transparency framework, duty-bearers must answer for

their actions and decisions. In the climate finance context, an institution involved in climate finance discloses (makes available or upon request):

- Its mandate and a full description of its staff and their responsibilities
- Any other financial or political interests that decision-makers may have
- Full details on applications submitted, the status of applications, decisions, the decision-making criteria, the decision-making process, and a description of the persons involved in decision-making
- Information on opportunities for external parties to observe decision-making processes
- Details on how to register a complaint.

b. **Accountability**

Accountability is a mechanism designed to ensure that affairs are conducted or entities are managed with due regard to the interests of those with an interest in the entity's affairs. Accountability guarantees that the actions and decisions taken by public officials regarding government initiatives respond to the needs of the community, thereby contributing to better governance and poverty reduction. It also means that decisions and actions are subject to oversight, guaranteeing that the stated objectives are met. Good governance involves accountability in terms of improving the delivery of public services, measuring performance, providing incentives to achieve targets and imposing sanctions in case of non-performance.

Citizens can hold decision-makers to account when they have access to information. This is essential to good governance. Effective financial reporting mechanisms and auditing practices require institutions to:

- Provide predictable, timely explanations of their decisions
- Offer a clear process through which individuals affected by those decisions can request a review and register complaints
- Establish an effective whistle-blowing policy to expose wrongdoing that protects whistleblowers from reprisals
- Create a dedicated body within the institution to handle complaints and clear procedures for following up on reports of wrongdoing
- Subject their decisions to timely and enforceable review
- Consult with members of the public regarding their decisions or actions and establish and impose penalties if those provisions are breached. Such consultations should be meaningful and regular and civil society input should be reflected in final decisions

c. **Integrity**

Integrity refers to behavior and actions consistent with a set of moral or ethical standards embraced by individuals and institutions that create a barrier to corruption. They include the following:

- Develop codes of professional conduct that are enforced for all staff. These should be publicly available and include clear sanctions for noncompliance;
- Conduct background checks or integrity screenings (ideally, by an external body) prior to appointment or employment. These should cover such issues as vulnerability to the influence of politically-connected persons, employment history, reference checks, credential verification and adverse media coverage

- Ensure that all staff participate in integrity training to ensure that they understand the codes of conduct that govern them, their relevance and importance. Non-attendance should result in sanctions
- Implement policies and background checks to guard against conflicts of interest. These should cover additional employment, inside information, other business interests, gifts and other forms of benefits, community, family and other expectations and opportunities. Appointments to the institution should be made based on a clear set of professional criteria and should be subject to disclosure requirements which are subsequently verified
- Impose restrictions to prevent staff from interacting with business groups who might seek undue influence
- Create mechanisms to protect staff against arbitrary dismissal.

2.5 Source of Climate Finance in Kenya

The Kenyan government is making significant investments in climate change and implementing climate change relevant projects and programmes.

- Most of these resources, around 45 percent, are in the energy sector.
- Forestry and land use projects and water and sanitation activities each account for an additional 20 percent of resources.
- Some county governments have allocated approximately 1-2 percent of their development budget to climate change.

a. Government ministries and agencies

They receive financing through budgetary allocations to implement climate change and/or climate-relevant projects.

b. National and county climate change funds

In 2016, Kenya enacted the National Climate Change Act, which establishes a Climate Change Fund. The Fund receives allocations from the national budget to finance climate change adaptation and mitigation. Under Kenya's devolved governance structure, the counties have created county-specific climate funds to support those activities at the county level.

2.6 Climate Finance Challenges in Kenya

- The structure of global climate finance is fragmented, complex and bureaucratic, making it difficult to access funds;
- Given Kenya's vulnerability, adaptation and resilience-building are key. However, investment favors climate change mitigation activities;
- Climate finance lacks an agreed definition and appropriate transparency;
- Coordination and tracking mechanisms are weak; and,
- Greater awareness and capacity are needed to develop bankable project proposals that meet the standards of multilateral climate funds.

2.7 Mainstreaming Climate Change in Budgeting

Mainstreaming refers to integration of climate change in the budgeting process as part of budget planning, implementation, expenditure management and financing.

Budgeting for Climate Financing

To mainstream climate change effectively in the development process as required under the Climate Change Act, 2016, deliberate efforts must be taken to ensure that climate change considerations inform the budgeting, planning and finance processes.

Mainstreaming climate change within the development process is expected to bolster efforts to achieve low-carbon development pathways. It is also expected to enhance climate finance accountability at the local and global levels. The county budgeting processes provide useful opportunities to integrate climate financing.

- Expenditures should be allocated accurately within the framework of available and agreed budget resources.
- Programs should prioritize climate-related expenditures or mainstream them within programs, but with a level of clarity to allow for distinctions.
- Budget allocations and expenditures should not worsen existing gender inequality and other cross-cutting social issues resulting from the negative effects and impacts of climate change. This should be ensured by merging existing gender equality policies with the climate budget practice.
- Conducting a gender-based assessment of climate change budgets
- Incorporating a gender perspective at all levels of the budgetary process and restructuring revenues and expenditures to promote, rather than weaken, gender equality.

2.8 Importance of Integrating Climate Financing in Budgeting Processes

Integrating climate finance in Kenya's budgeting process helps to:

a. Maximize budgetary allocation of public sector resources to climate change adaptation and mitigation efforts;
b. Track public sector expenditures related to climate change adaptation and mitigation and their effectiveness against policies and plans; and,
c. Strengthen monitoring and reporting of climate change adaptation and mitigation efforts.

2.9 Challenges to Integrating Climate Financing in Budgeting Process

These challenges include:

a. Inconsistencies in official financial information, with slight differences between published figures and actual financial records. This is addressed using the actual financial records held by the Integrated Financial Management System (IFMIS) unit of The National Treasury (TNT);

b. Plans developed off-system that may not be clearly linked to budgets, but counties execute budgets derived from these plans;

c. The lack of accounting of climate finance provided by development partners to non-state actors because no mechanism exists to enforce reporting on these resources.

d. Institutional capacity gaps to mainstream climate change into budgeting.

2.10 Identifying Activities for Climate Financing

Activities that are eligible for climate financing are identified under the national climate change policies and strategies: the Climate Change Act, 2016; the National Policy on Climate Finance; GESIP 2016-2030; NCCAP; MTPs; Vision 2030; CIDPs; ADPs; and Sector Development Plans. These activities are implemented under the Sector Working Groups at the county levels. They must meet the following criteria:

a. **Mitigation** - contributes to the objective of stabilizing GHG concentrations in the atmosphere at a level that would prevent dangerous anthropogenic interference with the climate system. This is achieved by promoting efforts to reduce or limit GHG emissions or to enhance their sequestration.

b. **Adaptation** – reduces the vulnerability of human or natural systems to current and expected impacts of climate change, including climate variability, by maintaining or increasing resilience, strengthening the ability to adapt to, or absorb, climate change stresses, shocks and variability, and/or by helping reduce exposure to them.

c. **Enabling environment** – involves a range of crosscutting enabling actions required to implement the priority adaptation and mitigation actions. These actions equip government and stakeholders with the knowledge, skills, technologies and financing needed to deliver and report on adaptation and mitigation actions. They encompass activities from information and knowledge generation, to capacity development, planning and implementation of climate change adaptation actions.

Activity: Identifying women climate related project

Identify climate-related projects that have been proposed in the following development plans and classify them as adaptation or mitigation:

   a.   CIDPs in your County

Examples follow of the types of activities that are eligible for climate financing under the Sector Working Groups.

Sector	Adaptation	Mitigation	Enabling Environment
Agriculture, Rural and Urban Development (ARUD)	• Adopt flood and drought early warning systems • Diversify livelihoods and crops • Uptake agricultural insurance • Adopt of climate-smart agriculture	• Practice agroforestry • Adopt minimum tillage systems • Manage manure and efficiency in livestock management • Use biogas	• Build community-level capacity to raise awareness and educate on disaster management and flood hazards
Energy	• Adopt climate change-resilient technologies, such as clean cooking solutions, modern coolers and scrubbers	• Increase production of non-forest biomass fuel briquettes (such as agricultural waste, sawdust and human waste) • Develop renewable energy	• Conduct research into new and emerging energy technologies in the energy sector that will reduce GHG emissions
Environmental Protection, Water and Natural Resources	• Climate proof water harvesting and water storage infrastructure and improving flood control • Develop early warning systems in areas susceptible to floods • Restore degraded landscapes (ASALs and rangelands) • Practice water efficiency	• Carry out afforestation, reforestation (Implement REDD+ Initiatives) • Rehabilitate of degraded lands, including rangelands • Adopt climate-resilient solid waste management	• Implement Blue Economy Master Plan • Implement policies and regulations, including fiscal policy • Increase accessibility of Disaster Risk Reduction (DRR) information and tools for climate-change adaptation negotiators and managers
Health	• Reduce incidence of malaria and other vector-borne diseases expected to increase because of climate change • Provide comprehensive health insurance, including for climate change-related health impacts	• Recycle wastes from hospitals and other health facilities	• Implement policies and legal framework
Education	• Increase accessibility to climate-change learning materials, Internet connectivity and tools. • Synchronize school calendar with weather-related events.	• Design green buildings (classrooms, dormitories) • Adopt a green schools programme • Use renewable energy - biogas	• Enhance community awareness • Integrate climate change in education curriculum

National Security	● Frame and prioritize climate change as a national security risk/threat ● Strengthen coordination among climate change security agencies ● Invest in more climate-resilient and agile military ● Increase Department of Defense (DOD) commitment	● Include a climate change line in the DOD budget to mitigate climate risk and threats ● Reduce carbon footprint of security facilities ● Enhance security operations, especially in areas prone to climate-related crime	● Build capacity on climate change's role as a 'threat multiplier' in the geopolitical landscape and its implications for Kenya's national security ● Build capacity on climate change risk management and planning considerations facing DOD as it seeks to maintain force readiness
Social Protection, Culture and Recreation	● Reduce risk of vulnerable groups to climate-related disasters and reduce risks to communities and infrastructure	● Use vulnerable groups as agents of change in issues related to climate mitigation	● Build capacity within vulnerable group on the effects and impacts of climate change

> **Activity: Reviewing the Budget for Gender and Climate Responsive Budgeting**
>
> *1. Review the FY 2022/2023 budget and identify a climate change project that was included through the budgeting process.*
>
> *2. Explain how the project identified in (1) moved through the budget process.*

2.11 Reference

1. A Training Handbook Climate Finance: Budget Coding, Tracking and Reporting.
2. Background Report on National Climate Change Priorities and Relevant Capacity Development Goals and Initiatives in Kenya.

3.1 Introduction

Legislative debate is a key tenet of conducting legislative business, a primary function of members of the county assembly in Kenya. While significant efforts and initiatives are made to prepare women to vie for elective positions, similarly, efforts should be made to ensure that women in representative houses are equipped to carry out the key functions of a legislative house. This unit will focus on enhancing the knowledge and skill of women county legislators in legislative debate, standing orders and legislative business processes.

3.2 Objectives

By the end of this unit, participants will:

1. Understand the basic rules of debate at the county assembly.

2. Understand the procedures of conducting house business in the county assembly.

3. Understand the processing and consideration of bills.

3.4 Debating

Debate refers to discussion on the merits of a pending question; that is, whether it should or should not be agreed to. Debates are an opportunity for legislators to discuss government policy, proposed new laws and current issues. It allows legislators to voice the concerns and interests of their constituents, and MCAs can speak about issues brought to their attention by the public.

Debates are designed to assist legislators to reach an informed decision on a subject. This decision is then often expressed in a vote (called a 'division'), for or against.

3.4.1 Rules of Debate in the County Assembly

These are the guidelines expected to be observed by members for the orderly conduct of business before the County Assembly[1]. These rules are provided for in the County Assembly standing orders. They include:

a) **Language:** Proceedings are to be transacted in the official languages, being English, Kiswahili, and the Kenya sign language. Noteworthy, a member must speak in the same language and conclude his/her contribution in the language the member started with.

b) **Reference to the speaker:** All requests to speak to a motion must be channeled through the chairperson. Furthermore, a member speaking to a motion shall address the speaker at all times.

c) **Number of members speaking to a motion:** At any one given time, only one member shall speak to a motion. In the event that two or more members have requested to speak, the member called by the speaker shall speak to the motion.

d) **Reference to written materials:** Members shall not read speeches. Nonetheless, a member can read short extracts from written documents and the speaker shall allow printed papers in support of the argument being prosecuted. An entire speech may only be read when the speaker is satisfied that it is necessary for precision of facts and avoidance of doubt on the matter being prosecuted.

e) **Speaking to a motion for which a question has been put**: No member shall speak to a motion after the question has been put by the speaker, regardless of whether it is decided in the affirmative or negative.

f) **Speaking twice on a question:** No member shall speak more than once to a question except under the following circumstances:

i) In the committee of the whole assembly.

      ii) When required to offer an explanation on some material part of the member's speech.

      iii) When replying to a substantive motion which she/he had moved.

      iv) When speaking to an amendment to a substantive motion before the county assembly.

g) **Points of order:** Any member may raise a point of order at any time during the speech of another member through the speaker. If the request is acceded to, the member shall be required to indicate the standing order upon which the point of order is raised.

h) **Personal statement**: A member wishing to explain the indulgence of the County Assembly - a member may explain matters of a personal nature with the indulgence of the house.

i) **Anticipating debate:** No member shall, while contributing to another motion, raise matters relating to a bill, report, or motion before such matter is brought before the house for debate.

j) **Reference to proceedings of select committees:** Members shall not refer to the proceedings of select committees before the committee(s) has laid its report on the table of the County Assembly.

k) **Contents of speeches:** Members shall not discuss, adversely refer to, or discuss the conduct of the governor, the speaker, a judge, head of state or government, a representative of a friendly country, or holders of an office(s) whose removal is dependent upon a decision of the County Assembly without a substantive motion for which at least three days' notice is required.

l) **Retraction and apologies:** Whenever the speaker determines that a member has used exceptionable words that demean or impute improper motive on the dignity of the assembly or a member of the assembly, the member shall be ordered to withdraw and apologize. In the event that the member defies the order, she/he shall be deemed to be of disorderly conduct and shall be sanctioned by the speaker in accordance with the provisions of the standing orders.

m) **Matters sub judice (pending in court):** A matter is considered sub judice if civil or criminal proceedings relating to it are ongoing in a court of law or constitutional tribunal and deliberating on it by the assembly is likely to influence fair determination of the matter(s). Determination of whether a matter is subjudice or not shall be based on the criteria set out in the standing orders. The sub judice rule is based on the assumption that the privilege of freedom of speech in the assembly places a corresponding duty on members to use their freedom responsibly. Therefore,

members shall not refer to any particular matter(s) which is active in a court of law or constitutional tribunal, or which, by the operation of any written law, is secret, save in exceptional circumstances where the speaker may allow reference to such matters.

n) **Declaration of interest:** A member who wishes to speak on any matter in which he or she has a pecuniary or proprietary interest shall first declare that interest. This is meant to eliminate the eventuality of conflict of interest.

o) **Allegations of fact(s**): Members must not allege specific matters of fact as being true unless they can substantiate them by producing evidence that reasonably justifies such allegations. A member shall be responsible for the accuracy of any fact(s) she/he alleges to be true and shall be required to substantiate immediately on not later than the next sitting day, as may be ordered by the speaker.

p) **Debate on amendments**: Any member contributing to an amendment(s) shall confine himself or herself to the amendment. A member who speaks to an amendment but has not spoken to the main question shall reserve the right to speak to the question once the amendment is disposed of, save for the circumstances contemplated by the standing orders.

q) **Reserving the right to speak after seconding a motion**: A member who has been called upon by the mover to second a motion may reserve the right to contribute to that motion at a later time by simply bowing to signify agreement to have seconded the motion.

r) **Questions for which the mover has a right to reply**: At the point of deliberation on a question of a motion whose mover has the right to reply has been proposed, any member may move the house to close debate on the question. This is done by way of a motion, "that the mover be now called upon to reply". However, the discretion whether to put the question or not rests with the speaker. If he or she decides to put the question and the assembly decides in the affirmative, then the mover replies forthwith. s) Questions for which the mover has no right to reply: Closure of debate: at any point of debate on a motion for which a question has been proposed, any member wishing to close debate on the question may move the motion "that the question be now put". Unless the speaker is of the opinion that the motion is an infringement on the rights of members, she/he shall proceed and put the question, "that the question be now put". If it is decided in the affirmative, the speaker shall put the question accordingly in accordance with the standing orders.

t) **Adjournment of debate:** This provision is invoked when a member wishes to postpone debate on a motion for a question to a future sitting through the motion – "that the debate be now adjourned". If the speaker is satisfied that the motion is not tantamount to an abuse to the proceedings of the County Assembly she/he shall put the question forthwith. If carried, debate is adjourned but if negative, debate continues. Note: The import of the motion is similar to the one for the motion for reporting progress when the assembly is in committee.

u) **Limitation of debate**: Is meant to impose a limit on the duration of a debate on any particular motion and/or the maximum time each member wishing to speak to the debate may be entitled to. Such motions are commonly moved at the commencement of a session or part of a session but may also be moved during a sitting of the assembly, provided that such a motion is moved after a question has been proposed but before commencement of debate on the specific question for which limitation of time is sought.

v) **Irrelevance or repetition:** While speaking to questions before the assembly, members shall ensure that their speeches are relevant to the subject matter of the motion. Persistent irrelevance or tedious repetition of arguments already advanced by the member in question or any other member who has already spoken on a question may necessitate the speaker to discontinue the member's debate after warning the member. Irrelevance could cause the speaker to discontinue a member's speech.

w) **Personal interest:** A member who wishes to speak on any matter in which he or she has a pecuniary or proprietary interest shall first declare that interest.

x) **Anticipation:** It shall be out of order to anticipate the debate of a bill that has been published in the Gazette. A member cannot also anticipate the debate of a motion for which notice has been given.

3.4.2 Procedure of Conducting Business in the County Assembly

Statements

A *Statement* is a brief request or pronouncement presented to the house by a member of the County Assembly or chairperson of sectoral committee(s) to convey or seek information on a particular matter.

There are four types of statements:

General Statements – raised by a member on an issue(s) of topical concern in the county. A member who wishes to raise a general statement must hand a written notification to the speaker before such time as prescribed if the statement is to be made on that day.

County Assembly Business Committee Statement – is an informative statement presented by a designated member of the County Assembly business committee, bringing to the attention of the assembly the business prioritized for consideration by the assembly for the subsequent week.

Statement by the Leader of the Majority/Minority Party – presented by the majority leader or the minority leader, as the case may be, relating to their responsibilities in the assembly or the activities of a committee.

Committee Statements – These are inquisitive statements sought by a member of the County Assembly from the county executives through a committee chairperson relating to the matters of concern within the mandate of a committee. All members' requests for statements from committee chairpersons must be addressed to the Clerk in writing for transmission to the speaker for approval.

Statements take the form of questions since their primary objective is to seek information.

Before processing statements, care must be taken to ensure that the request meets the threshold of the standard criteria. The following guidelines may be applied when handling members' statement requests:

a) The request should fall within the subjects under the mandate of a particular committee.

b) The request ought to be seeking to address a matter of a county scope and not specific to a certain ward, area, or region. If it must tackle a matter within an area/ward, it should be structured in a manner that funnels in from the general to the specific.

c) It should not be a pretext for a question or seek an expression of an opinion.

d) The request should not seek to repeat in substance any matter already addressed by the assembly within the preceding six months.

e) The request should not refer to or seek information on a matter already before a committee.

f) The statement should also not seek information that is readily available in ordinary works of reference or official publication.

g) The request should not be made on a matter(s) that is subjudice.

h) Should not be requested from a committee by a member of that particular committee (by virtue of being a member of the committee, one can raise any matter during committee sittings rather than through statements).

In case the statement request is urgent or requires a multi-sectoral response by virtue of touching on a matter that cuts across various county executive departments or is urgent, such statements may be directed to the leader of the majority/minority party (whichever is in government), who then reports the response to the assembly.

When a request is made to the leader of the majority/minority party, she/he may confirm whether a replying statement would be done the following week or later.

Statements requested through this avenue maybe be utilized for issues that:

> a) Are of a county scope and raise cross-cutting issues under more than one committee or department.

> b) May not be properly addressed by a single committee due to its urgency or nature.

> c) May be properly addressed under the office of the leader of the majority party.

While presenting requests for statements, members should confine themselves to the text of the statement as approved by the speaker.

Responses to Statements

Ordinarily, the chairperson of the committee to which the request was made presents responses on statements to the assembly orally. Whenever a reply is orally presented to the assembly, the speaker may allow limited comments or supplementary questions on the replying statement.

Supplementary questions should not introduce a new subject but should be confined to the subject matter of the original statement by seeking clarification.

In some cases, the reply statement is laid on the table of the County Assembly. This method may be applied under the discretion of the speaker and occurs when the member who requested the statement is not in the assembly at the time the reply is to be made, or where there is inadequate time to allow it to be read.

Personal Statements

A short factual pronouncement by a member on a matter of personal character such as a personal apology, correction of information made in a speech made by him/her in the house, or a reply to allegations/ misrepresentation of facts made against him/her in the house or outside the house. This mechanism provides a limited opportunity for a member to explain matters of a personal nature although the statement is not debatable for there is no question before the assembly.

Timing for Approval/Presentation of Statements

A member seeking to make a request for a personal statement should present to the speaker a written notice of their intention within the prescribed timeline prior to the sitting in which she/he intends to present the statement.

Motions

A *motion* is a persuasive proposal seeking to have the assembly note or resolve, urge or call upon the county executive to take action on a matter.

A Notice of Motion is an avenue by which motions are formally introduced to the assembly. This is an opportunity for a member who has a motion he or she intends to move in the future to bring the terms of such a motion to the attention of the assembly. Notices relate only to substantive motions, which will have been approved by the speaker and balloted by the assembly business committee.

There are two main categories of motions:

a) Resolution Motions- A motion by which the assembly is requested to make a definite decision on a matter, which if passed constitutes a formal decision of the assembly on the said matter.

b) Subject for Discussion Motions- These are motions by which the assembly adjourns its programmed business to allow discussion of topical or urgent matters without obligating the assembly to take a decision.

a) Resolution Motions

Such motions are worded as: "This assembly resolves…" There are two types of resolution motions:

> *i) Substantive* – is a self-contained proposal (not dependent on another proposal) seeking the assembly to take a decision on a matter. The assembly lists such motions for consideration after a notice of motion has been given.

> *ii) Procedural* – these are formal motions through which the assembly regulates its own proceedings and/or conduct of business. For example, a motion resolving to extend the

hours for a sitting of the assembly. Such motions afford no window of opportunity to members to prosecute issues of concern to the people.

Guidelines for Drafting Resolution Motions

Generally, draft motions should be short and succinct and framed so as to express with as much clarity as possible the distinct decision of the assembly. A draft motion must:

i) Deal with matters within the competence of the county assembly.

ii) Deal with only one substantive matter.

iii) Consist of a clear and succinct proposed resolution or order of the County Assembly. Any extraneous matter meant to motivate a decision should be omitted and can be put forward when the member introduces the motion for debate in the assembly.

iv) Not contain statements, quotations, or other matters not strictly necessary to make the proposed resolution or order intelligible.

v) Not be the same in substance as a resolution that has been approved or rejected by the assembly during the same session.

vi) Not contain unbecoming or offensive expressions.

vii) Not issue an instruction to the executive.

viii) Be in writing, signed by the member, and handed over to the Clerk (preferably through the Clerks in the table office.)

b) Subject for Discussion Motions

Motions of this nature are couched as "motion for adjournment of the assembly to discuss an urgent matter of county importance pursuant to standing order…" They are introduced and can only proceed with the leave of the assembly. At the end of debate, no question is put.

Guidelines for Drafting Subject for Discussion Motions

i) The wording of a subject for discussion should be limited to identifying the topic, which should be clearly established. A topic that is too vague or broad will lead to unstructured debate.

ii) The subject matter must be of so serious a nature that it requires immediate action

iii) The subject must relate to a specific matter of recent occurrence and not the general state of affairs or to a matter of policy.

iv) The request must not deal with more than one matter.

v) The request must concern a matter for which the county government can be held responsible.

vi) The matter must be raised at the earliest opportunity.

Processing of Motions

Once a member has drafted (in some cases with the assistance of technical staff) she/he shall present the signed motion to the Clerk. The Clerk then presents it to the speaker, who may approve it in the form presented or direct that it be altered or that it is inadmissible.

When the speaker approves the motion, it is presented to the assembly business committee for prioritization for consideration. This stage is often referred to as "balloting", the purpose of which is to determine the order in which motions shall be considered in the assembly.

While balloting motions, the assembly business committee takes into account the fact that party sponsored motions are always given precedence over all other motions. Once a motion has been balloted by the assembly business committee, a "notice of motion" must be given by the member for the motion to become a property of the assembly.

The notice is given under the order "notices of motion" by reading the motion in the form approved by the speaker. This requirement does not apply to motions that may be moved without notice.

Motions that may be moved without notice.

Motions of procedural implication do not require "notice". They include:

a) Motion by way of amendment to a question already proposed from the chair.

b) Motion for the adjournment of the county assembly or of a debate.

> c) Motion that the county assembly do dissolve itself into a committee of the whole county assembly.

d) Motion moved when the county assembly is in committee.

e) Motion for the suspension of a member.

> f) Motion made in accordance with the standing orders governing the procedure as to bills.

> g) Motion for the agreement of the county assembly with a committee in a resolution reported, or for the recommittal thereof or for the postponement of the further consideration thereof.

> h) Motion raising a question of privilege.

> i) Motion for the orders of the county assembly under the standing orders.

> j) Motion made for the exemption of business from standing orders.

> k) Motion made for the limitation of a debate.

> l) Motion made for the postponement or discharge of, or giving precedence to, an order of the day.

m) Motion for the extension of sitting time of the county assembly.

Manner of Considering Motions

On the day appointed by the assembly business committee for consideration of the motion, the "owner" of the motion shall move it while emphasizing the import and objectives of the motion.

Every motion must be seconded lest it be deemed to have been lost. In order to reserve the right to speak later on the motion, the member seconding it may do so by rising in his or her place and bowing without speaking.

Any member may amend a motion in the course of its consideration by the assembly. A member wishing to amend the motion can do so by submitting to the Clerk the proposed amendment in writing. Any member may propose to further amend the amendments so proposed.

Proposed amendments may take the following forms:

> a) Leaving out some words in the motion.

> b) Deletion of some words in the motion and replacing them with other words.

> c) Insertion of words in the motion.

Any amendment(s) to a motion shall only be proposed after the motion has been moved, seconded, and the question upon the motion has been proposed and before it is put.

Proposed amendments must be relevant to the motion, may not introduce a new subject or extend the scope of the original motion, and should not be a direct negation of the question proposed.

Public Petitions

A petition is a written prayer to the County Assembly by a member of the public or a private entity requesting the County Assembly to consider any matter within its authority, including enacting, amending, or repealing any legislation. A member shall not be eligible to present a petition on his/her own behalf.

Submission and Processing of Petitions

All petitions to the County Assembly shall be submitted to the Clerk by the petitioner(s). The Clerk reviews the petition within seven days of the date of receipt to ascertain whether the petition meets the requirements of the standing orders and the applicable law.

If the petition does not comply with the standing orders or the law, the Clerk may give such directions as are necessary to ensure that the petition is amended to comply with the standing orders and the applicable law.

Once the Clerk is satisfied that the petition meets the requirements set out in the standing orders and the applicable law, she/he shall forward the petition to the speaker for approval and presentation to the County Assembly.

The Clerk shall keep and maintain a register in which shall be recorded all petitions and supporting documents and the decisions of the County Assembly. The register shall be accessible to the public upon request.

General Form of a Public Petition

Further to the requirements relating to petitions, the standard form for public petitions is found in the schedules to the standing orders.

Presentation of Petitions

Petitions may be reported to the County Assembly under the order "petitions" by:

a) The speaker (in case of a petition presented through the Clerk).

b) A member on behalf of a petitioner, with the consent of the speaker (in case of a petition presented by a member.) A notice of two sitting days or such time as prescribed in the standing orders is required for a petition to be presented by a member.

The Clerk may, for convenience purposes, append a list of petitions scheduled for presentation to the order paper of the sitting day during which the petition is scheduled for presentation.

The member presenting the petition shall read the petition in the form approved by the speaker and shall confine him/herself to the subject of the prayer and the material allegations therein. Thereafter, she/he shall lay the petition on the table of the County Assembly without question put.

A member presenting a petition shall not speak for more than five minutes, unless with the permission of the speaker.

Comments on Petitions

A member wishing to make comments, observations, or seek clarifications on a petition may do so with the indulgence of the speaker. The speaker may allow the request(s), provided that the total time for the petition does not exceed 30 minutes.

Committal of Petitions

Every petition presented or reported to the County Assembly shall stand committed to the relevant sectoral committee.

A sectoral committee has a prescribed number of calendar days depending on the standing orders from the time of presentation of the petition to consider and table a report on it in the County Assembly.

Depending on the specific standing orders of an assembly, the report of a committee on a petition may either be laid for noting in the assembly, in which case the speaker may allow debate for a prescribed short period of time or laid and introduced for formal debate at a later stage by way of a notice of motion.

Transmission of Assembly Reports on Petitions

The Clerk is expected to notify the petitioner(s) of the decision of the County Assembly on the petition and forward to them a copy of the sectoral committee report on a petition within the prescribed period in the standing orders of the petition being laid before the assembly.

Papers

Any printed or electronic material laid on the table of the assembly or a committee of the assembly pursuant to any law or standing orders or any other material as the speaker may determine.

This is an opportunity for official documents, such as reports of statutory bodies or those of select committees, to be formally presented to the assembly.

Processing And Consideration of Bills In The Committee Of The Whole Assembly

A **bill** is a proposed law at a post-publication stage. Bills seek to introduce new legislation, amend, or repeal existing law(s).

Bills may originate from–

> a) The county executive (introduced to the assembly through the leader of the majority party).

> b) Individual member(s) of the assembly (introduced to the assembly through the members sponsoring the bill).

> c) Sectoral committee of the assembly (introduced to the assembly through the chairperson of the relevant sectoral committee).

> d) Private citizens/stakeholders/interest groups by way of a petition (introduced to the assembly by way of a petition conveyed by the speaker and committed to the relevant sectoral committee for action).

Procedure for Private Members Bill

A member wishing to introduce a bill first needs to present to the speaker a legislative proposal in accordance with the standing orders. The following requirements should be met when presenting a legislative proposal:

a) A letter presenting the legislative proposal to the speaker.

b) A draft copy of the legislative proposal.

c) A memorandum of objectives and reasons for which the legislative proposal is made.

> d) A statement whether the proposal will occasion additional expenditure i.e. is a "money bill" or not.

e) A statement on limitation of fundamental rights and freedoms, if any.

The legislative proposal is subjected to a review to ascertain whether it conforms to the provisions of the standing orders, statutes, and the Constitution. The scrutiny includes establishing that the bill is drafted in the prescribed legal language.

If the bill meets the stipulated threshold and does not fall within the definition of "money bill" in terms of Section 21 of the County Governments Act, it is referred to the relevant sectoral committee for pre-publication scrutiny.

If in the opinion of the speaker the legislative proposal has the effect of occasioning additional expenditure from public funds, the bill is referred to the relevant sectoral committee and/or the county budget and appropriations committee for consideration.

Publication of Bills

Before approving publication of a legislative proposal into a bill, the speaker shall take into account the recommendations of the relevant committee that undertook pre-publication scrutiny of the proposal. In the case of "money bills", the speaker must satisfy himself/herself that the relevant sectoral committee and the county budget and appropriations committee has taken into consideration the opinion of the county executive responsible for finance.

Once approved by the speaker, the legislative proposal shall be published in the County Gazette and the Kenya Gazette.

Publication Period for Bills

This is the period within which a bill matures before introduction in the assembly for the first reading.

Save for a county revenue fund bill, an appropriation bill, or a supplementary appropriation bill, whose publication period is seven days, any other bill shall mature at the expiration of 14 days..

However, the assembly may, by way of a resolution, shorten the publication period by such number of days as shall be deemed fit.

Stages of a Bill

Bills in the assembly go through six main stages, namely:

First Reading- The bill is introduced in the assembly for the first time and the Clerk reads out the LONG TITLE of the bill. No debate arises at this stage. Upon being read a first time, the bill stands committed to the relevant sectoral committee for consideration without question put.

Second Reading - This is the stage at which the assembly extensively undertakes the main debate on the principles and objectives of the bill. At the commencement of this stage, the member in charge of the bill moves that "the xyz bill be now read a second time" and proceeds to make a case for the bill. No amendments are proposed at this stage. However, members may indicate in general terms how the bill might be amended but discussion on points of the detail of the conceived amendments shall be left to the committee stage. At the end of the debate, a question is put, which if carried, the bill proceeds to the committee stage but if negatived, the bill is lost.

Committee Stage- At this stage, the assembly dissolves itself into a committee of the whole County Assembly to consider the bill clause by clause. Proposed amendments to the bill are considered and a vote would decide whether to accept or reject the amendments so proposed. A member dissatisfied with the decision of the committee on any clause(s) may indicate the intention to re-commit a particular clause(s) for re-consideration by the committee during the reporting stage when the house resumes.

Report Stage- This is the stage at which the chairperson of the committee of the whole County Assembly convened to consider a bill(s) at the committee stage reports to the assembly, having resumed in plenary, its consideration of a bill. Thereafter, a motion for agreement with the report of the committee of the whole County Assembly is moved, seconded, and question proposed. At this point, a member may move that the motion be amended by inserting the words "subject to re-committal of clause(s)/schedule/title (as the case may be) of the bill". If the motion is accepted, the assembly shall dissolve into a committee of the whole County Assembly henceforth, or upon a day appointed by the County Assembly business committee. The committee shall confine itself to dealing with the clause(s), schedule, or title as recommitted.

Third Reading- This is the stage at which a bill is passed. The third reading of a bill is confined to a motion "that .... bill be now read a third time". At this stage, no amendment may be moved to this motion, save for the amendment proposing to leave out the word "now" and adding at the end of the question the words "upon this day" (specify the day/date). At this stage, members take a vote upon the motion "that xyz bill be now read a third time". If the result of the vote is in the affirmative, the assembly is deemed to have passed the bill. If the motion is negative, the bill is lost. Governor's Assent Upon passage of a bill by the assembly, the speaker shall, within 14 days, present it for assent by the governor.

The governor shall within 14 days after receipt of a bill–

a) Assent to the bill.

b) Or refer the bill back to the county assembly with a memorandum outlining the reasons for the referral. If the governor refers a bill back to the County Assembly, the assembly shall re-consider the bill. The assembly shall confine itself to the clauses to which the governor has expressed reservation.

Consideration of Governor's Memorandum on Refusal to Assent to a Bill(s)

Whenever the governor declines to assent to a bill(s) and refers it back to the assembly, the following steps shall be followed:

      Step 1: Conveyance of the Message

      Step 2: Referral to the Committee

      Step 3: Consideration in the Committee of the Whole

      Step 4: Approval of the Report of the Committee of the Whole Assembly

Withdrawal of Bills

If a member in charge of a bill desires to withdraw it before it is introduced in the County Assembly, she/ he shall, in writing specifying the reasons for the withdrawal, notify the speaker of the withdrawal.

In instances where the bill is already before the assembly, the mover may, without notice, withdraw it in accordance with the provisions of the standing orders. This can be done either before the commencement of business or upon the reading out of the order of the day for any stage of the bill.

Processing Amendments to Bills Submission and Timing of Amendments

Upon conclusion of the second reading of a bill and before a bill is scheduled for consideration in the committee of the whole, a member wishing to amend any provision of the bill shall submit his/her proposed amendments to the Clerk in writing.

All proposed amendments must be notified to the Clerk in writing at least 24 hours before the commencement of the sitting at which that bill is to be considered. Notwithstanding this requirement, the member in charge of a bill may submit amendments at any time, including during the committee stage, by simply delivering the proposed amendment in writing, to the chairperson presiding over the committee of the whole. Such amendments by the mover while in the committee of the whole are commonly referred to as "floor amendments".

In instances where the proposed amendments are numerous to the extent that virtually every clause of the bill is being amended, and the speaker is of the opinion that they require harmonization she/he may direct all members proposing amendments to the bill to appear before the relevant sectoral committee handling the bill for purposes of harmonizing and condensing them. This process is commonly couched as "winnowing" after which the harmonized amendments are taken over by the relevant sectoral committee and moved by the chairperson of that committee.

Admissibility of Amendments

The speaker/Clerk shall take into account, among others, the following parameters in determining admissibility of proposed amendments:

> a) The amendments must be relevant to the subject matter of the bill and in particular, to the specific clause/schedule/title it is proposing to amend.
>
> b) The proposed amendments must not be inconsistent with a previous decision already taken at the committee stage, except where an alternative amendment is proposed to the same place in the bill.
>
> c) In the case of amendments to the schedule, such amendments should not go beyond the scope of or contravene the relevant clause already considered by the committee in the affirmative.
>
> d) The amendments in respect of the title should only have the import of rectifying a mistake in the title as published and/or aligning it with the amendments consequential thereto.

e) Amendments to correct punctuation and/or amend headings of clauses or parts of the bill should be disallowed since they are technically not part of the bill and are, therefore, not subject to amendment.

Procedure in Committee of the Whole County Assembly on a Bill

The committee of the whole County Assembly, as implicit in the name, consists of all the members of the assembly. Otherwise put, it is in fact the assembly itself in a less formal guise of the assembly in plenary, presided over by a chairperson and conducting its business according to more flexible rules of procedure.

The mandate and powers of the committee of the whole assembly are limited to the following:

a) Consideration of bills referred to it by the assembly while taking into account any instructions given to it by the assembly through the speaker.

b) The committee cannot adjourn a sitting of the assembly or adjourn its consideration of a bill to a future sitting unless the committee reports to the assembly its conclusive consideration of a bill or progress made in consideration of a bill committed to it. Such a decision is the preserve of the assembly sitting in plenary.

3.4.3 Powers and Duties of Chairperson of the Committee of the Whole Assembly

The chairperson of the committee of the whole assembly wields powers similar to those conferred to the speaker when presiding over a sitting of the assembly.

His/her duties are largely confined to the following:

a) Presiding over the committee of the whole assembly (the chairperson therefore has no vote).

b) Proposing the question for amendments to clauses, schedules, title of the bill under consideration and putting the question thereon.

c) Making a formal report of the committee of the whole assembly to the plenary upon resumption of the assembly.

Procedure

Consideration of bills in the committee of the whole County Assembly shall proceed in the manner prescribed by the standing orders. Once the order for committee of the whole County Assembly has been called, the chairperson has taken his/her seat, and the committee has been called to order, deliberation on the bill under consideration shall proceed in the sequence provided for in the standing orders.

Reporting Progress of the Committee of the Whole Assembly

Reporting progress of the committee of the whole assembly may be invoked under the following two scenarios:

a) At the time of adjournment of the assembly and no procedural motion to extend sitting time has been moved and agreed, yet the committee stage on a bill has not been concluded.

b) When the mover, the chairperson of the relevant sectoral committee, or any other member is desirous of postponing consideration of a bill(s) at committee stage to a later date for one reason or another. For example, when additional time is required to allow more members to file proposed amendments to the bill or to harmonize proposed amendments through the winnowing process.

Any member wishing to indulge the house to report progress of the committee of the whole assembly shall do so by way of a motion. The motion is generally framed as follows: "I beg to move that the committee do report to the assembly its partial consideration of the 'xyz' bill up to clause/schedule…, and its approval thereof with/without amendments (whichever is applicable), and seek leave to sit again." Thereupon, the chairperson shall put the question - "That the committee do report to the assembly its partial consideration of the … bill up to clause/ schedule …, and its approval thereof with/without amendments (whichever is applicable), and seek leave to sit again."

If the question is decided in the affirmative, the chairperson shall leave the chair and the chairperson, or, if the chairperson has taken the speaker's chair, the member in charge of the bill shall report progress to the County Assembly and shall seek leave to sit again. This shall be reported as follows: "I beg to report that the committee of the whole county assembly has partially considered the …. bill up to clause/schedule …, and its approval thereof with/without amendments (whichever is applicable), and seek leave to sit again."

The speaker then calls upon the owner of the bill to move agreement with the said report of the committee. This motion needs to be seconded. Subsequently, the speaker shall propose the question for adoption of the said report and thereafter put the question forthwith or at the end of the ensuing debate.

Resumption of consideration of the bill(s) in question shall be determined by the county assembly business committee in consultation with the member in charge of the bill. Note: The procedure in the committee of the whole assembly on a memorandum by the governor on refusal to a bill(s) is covered under 'stages of a bill.

3.5 References

[1]https://countytoolkit.devolution.go.ke/sites/default/files/resources/CountyAssemblyProcedure PracticeManual.pdf

3.6 Lobbying

Lobbying is defined as the activity of trying to persuade someone in authority, usually an elected member of a government, to support laws or rules in favor of the sponsor.

When sponsoring a bill, your first supporter will be your co-sponsors. When seeking a co-sponsor for your bill, you must ensure that their support aligns with yours as well as their reasons behind supporting the bill. Sometimes, however, a co-sponsor is more of a strategic ally.

Once the bill is published, the sponsor needs to begin rallying support ahead of the legislative process as well as during the legislative process. This can be done in three key steps;

> i) Develop a bill/ sponsor's memo. This will be the bills primary pitch document and will explain why the bill is a good idea that needs support from fellow legislators.

> ii) Segment your target. Map out legislators based on those 'for, against, and on the fence' about the bill. In the initial stages, this mapping will be based on you interaction and engagement with the legislators, as the legislative process continues this will be based on their response to the bill memo.

> iii) Leveraging existing areas of convergence with fellow legislators, this could include lobbying fellow committee members or caucus (eg. Women's caucus) for immediate support.

When mapping those 'for, against and on the fence,' one should seek to enlist those who are for to become advocates for the bill, convert those against the bill, and seek to understand what would motivate those on the fence to support.

Tips for Successful Lobbying

1. **Cultivate relationships:** Get to know fellow legislators, spend some time investing in social capital that can get fellow legislators to regard your proposals with an open mind.

2. **Invite to local meetings:** Invite fellow legislators to attend a local grassroots meeting with you where they can see firsthand the need for the proposal you are making.

3. **Know the legislator's record:** If you are targeting a second term legislator, research past voting records and know which committees the legislator serves on. This can also apply for first-term legislators, by reviewing their current record.

4. **Prepare:** When building a case, keep in mind that the legislator most likely wants some basic information at a minimum when considering your issue. (1) How will this affect my ward? (2) Will anyone back home care about it? (3) How much does it cost? (4) Is funding available and from what source? (5) Is this issue supported by the Governor? Try to answer these questions when presenting your case.

5. **Be Honest:** It's true, honesty is the best policy. Even though no one likes to admit that an answer is not known, it is better to admit this and offer to get the answer later. Never knowingly give inaccurate information. For one to be seen as a source of information, his or her credibility is extremely important.

6. **Be polite and gracious**: Even if it is clear that the legislator does not agree with the your position, always remain calm and professional. Don't make it personal. Remember, there will always be another issue.

7. **Leave written materials:** Even if the legislator is in full agreement and will be a strong proponent of a bill, it is always helpful for them to have quick facts for future reference.

8. **Value each legislator:** Even if a legislator has voted against an issue in the past, be sure to remain in contact for future issues he/she may support.

9. **Alert the media:** If the issue would be of interest to the general public, use both mainstream and social media. Write a letter to the editor or issue a news release on the topic.

10. **Follow-up:** Once a visit is made, it is always good to send a thank you for the legislator's time. More importantly, return a legislator's call as quickly as possible.

Unit 4: Developing a Legislative Agenda

4.1 Introduction

With gender equality in leadership and decision making still a long way from actualization, one of the often-asked questions remains, 'what have the women in office done?' as a challenge to the merit of elected and nominated women representatives. While, the question is without merit, this unit will seek to empower women legislators, particularly first-time legislators to develop and execute legislative strategies that will in turn contribute to the growing body of evidence of women's unique contribution to governance.

4.2 Objectives

By the end of this unit, participants will have increased knowledge on:

·   Setting legislative priorities

·   Executing legislative strategies

Deciding on Legislative Priorities

To build a legislative strategy, you first need to decide what your legislative priorities will be. This sounds obvious enough, but the process is not always straightforward. A good place to start is identifying what the desired outcomes are for your legislative work.

"What is it that you want to accomplish in the space? And how does that sync up with your personal manifesto, party manifesto?" "It can't be advocacy for the sake of advocacy. It ought to be attached to what you're ultimately trying to accomplish."

You should also reach out to your external stakeholders to ensure your policy agenda is not only based on how your personal perception of the issues.

4.3 Determine How to Measure Outcomes

Building a legislative strategy also includes thinking about how you will measure success. Measuring your outcomes can be hard as you are sometimes at the mercy of unpredictable political forces. As you draw out your legislative priorities and goals, make sure you associate those with advocacy success metrics you can track. When possible, use hard numbers, though we know that's not always feasible, so try identifying milestones such as meetings with key stakeholders, or the introduction of specific legislation as your success indicators. Metrics can be subtle but try to be as clear as possible when you lay them out.

4.4 Identify Influential Allies

Identify those key lawmakers who could be allies/ champions for your issues. A good place to start is committees of jurisdiction related to your issues and build relationships based on open communication and authenticity.

It is also important to know those that aren't your advocates and talk with them as well. Find out if there's any area where there is common ground, even though they aren't going to likely support your bill.

This strategy can work in two ways: you can change a legislator's mind on your issue, or at least be able to show them the value of your issues and why you care so deeply so that they don't stop your progress so vocally.

4.5 Include a Grassroots Strategy & Mobilize Your Advocates

Grassroots advocacy has traditionally been the focus of nonprofits and associations. However, mobilizing a group of people to express their views and concerns on an issue is also a powerful tool in your legislative strategy.

It's important for the community to communicate how the issue affects people at the ward/ constituency level and what better way to do it than hearing it directly from them? Identify what issues in your legislative strategy could benefit from a larger push and inspire your supporters to make their voices heard with legislators, then plan to activate a grassroots campaign around those issues.

4.6 Build Coalitions

Building relationships goes beyond lawmakers, and advocates. You also have to build trust with related organizations and associations that are working on pushing the same issues you are.

There's strength in numbers and this is particularly true in government relations. Building coalitions elevates and amplifies your voice as an advocate and can show the true value of your issues across different parts of the same spectrum. Make sure you identify opportunities in your legislative strategy to partner with other organizations to champion legislation and move the needle on your issues

4.7 Create an After-Action Report

Reporting on your legislative strategy can be tricky but essential to measure your own progress. Dealing with unpredictable political forces can be challenging since there are so many things out of your control. Also, in most cases, advocacy work is a long-term play and can be hard to measure.

This is why it is important to report on your legislative strategy on an ongoing basis so that you are not only able to pivot in the right direction and make sure your goals are still aligned with the business, but also prove the value of your government relations.

Activities

1. Consider your personal manifesto/ areas of legislative interest and make a shortlist of at least 5 areas you would like to focus on and provide a gender lens to.

2. In groups, share the shortlists and select one area to focus on as a group.

3. Prepare a legislative strategy for this issue focusing on:

- An Issue memo
- Lobby Targets
- Determine How to Measure Progress
- Reporting on the legislative agenda

Q: How can you use this strategy to mainstream women climate led solutions?

Unit 5: Intergenerational Leadership

5.1 Introduction

As the communities become host to more generations, and with more diverse values and characteristics among these cohorts than previously, intergenerational relationships reveal new challenges for leaders. Each generation reflects a cohort with similar beliefs, attitudes and values, and the generation-specific characteristics are powerful determinants of community members reactions towards their leaders. Differences among the generations influence preferences for leader types. Leadership types differ in several respects, such as the degree of control exercised by duty bearers, managerial influence on the transformation and effects on citizens.

5.2 Types of leadership styles

Directive leadership style- focuses on an authority compliance relationship between the leader and the citizen. In this style, the leader gives the citizen instructions for their duties including expectations, and how they will be performed.

Charismatic leadership- engages citizens, and can result in high commitment to the leader's mission and significant personal sacrifices in the interests of the jurisdiction he/she commands.

Transformational leadership- Develops the citizen's higher levels of ability and potential and motivating them to look beyond their own interests towards interests that will benefit the whole community.

Supportive leadership- encompasses individualized consideration, and such leaders give importance to meeting citizen's needs and creating a positive environment.

Ethical leadership- represents a minor component of transformational leadership, which also involves stimulating, inspiring and visionary leader behaviors. Ethical leaders are characterized as principled and honest people who make fair and balanced decisions.

Intergenerational Leadership- has catalyzed the emergence of globally responsible leadership. This leadership style ensures intergenerational justice and equity for all existing five generations: Traditionalists (1900-1946), Baby Boomers (1947-1964), Generation X (1965-1980), Generation Y (1981-1995) and Generation Z (1996-Present).

5.3 Globally Responsible Intergenerational Leadership

The age of globalization has catalyzed the emergence of globally responsible intergenerational leadership. Responsible intergenerational leaders can build and sustain moral and social relationships among an organization's stakeholders based on a sense of justice

regarding a wide range of social, political, economic, ecological and human responsibilities. Thereby, intergenerational responsible leadership helps guide actions to benefit citizens through a positive and proactive ethics lens. The presence of intergenerational leadership and its practical application is fundamental to the individual journeys of citizens and a central element to an approach that builds young women's individual and collective power to drive change in their lives and communities.

5.4 Generational cohorts and leadership preferences

A generation is an identifiable group that shares similar beliefs, attitudes, values, preferences and, importantly, ages. Individuals change and mature, as well as develop their values, attitudes and preferences, as a function of their age. Generational differences have always existed, and the changes that each generation brings are brought about by these six essential items shaping the scope of a generation:

(a) A traumatic event, such as war;

(b) Dramatic shift in demography, such as urbanization, that affects societal distribution

(c) An interval, such as the Great Depression that connects a generation to failure or success,

(d) Mentors or heroes who give motivation and voice to societal challenges through their work

(e) An important event that sustains a collective memory and;

(f) The work of prominent individuals on a major societal development.

Intergenerational Leadership vs. Directive Leadership

A directive leadership style is the traditional approach, where leaders exhibit a high degree of authority when making decisions. This type of leadership is characterized by highly centralized decision making and concentrated power. There is little or no employee control in decision making, and thus a management-dominant influence exists. Directive leadership can be exemplified by telling employees what, when and how activities should be performed. Directive leadership is autocratic, restrict restricting autonomy and self-determination and pushing employees to accept the leader's ideas instead of pursuing their own.

Compared to directive leadership, responsible intergenerational leadership has a de-centralized perspective, involving employees in decision making processes and considering them part of the organizational team. In addressing the challenges of globalization, this leadership style combines a macro view of society with a micro view of leadership. Globally responsible intergenerational leaders build trust among their followers and produce social capital in ethical terms in working towards the organization's financial and social goals. Such leaders work to achieve consensus through effective two-way communication. This leadership style goes beyond the traditional internal view of leadership as leader-follower interaction to a broader view of leadership as leader-stakeholder interaction.

Intergenerational Leadership vs. Charismatic and Transformational Leadership

Charismatic and inspirational leadership actualize when the leader sets a vision and articulates how it can be reached by motivating employees in a synchronous manner. Workers have a high degree of trust in charismatic leaders, who are able to determine and meet the emotional needs of each follower and thus greatly influence them. Transformational leaders show individualized

consideration to their followers by paying close attention to the differences among them. Through intellectually stimulating their followers, transformational leaders help employees overcome difficulties and emphasize rational solutions to organizational challenges. For these reasons, charismatic and transformational leaders are seen as effective in the eyes of their followers. However, charismatic and transformational leadership styles are principally conceptualized at the dyadic level. The main focus is on clarifying the leader's direct influence over individuals rather than on group or organizational progressions.

Intergenerational leadership is less focused on individual leadership characteristics, such as being a charismatic and transformative leader, and emphasizes new responsibilities in the context of stakeholder interaction, such as coordinating and cultivating relationships with broader constituencies.

Intergenerational Leadership vs. Supportive Leadership

Similar to globally responsible intergenerational leadership, supportive leadership is defined as expressing concern for followers and considering their individual. However, similar to transformational leadership, supportive leadership is also focused on the dyad of a leader-follower relationship, ignoring relationships outside organizational boundaries. As noted above, globally responsible intergenerational leadership provides a feasible link among internal organizational variables, the dynamics of globalization and societal al needs, thus creating a positive and psychologically supportive work environment.

Through effective globally responsible leadership practices, organizations can manage the effects of globalization while simultaneously considering society. Globally responsible leaders set up strategies that balance short-term and long-term organizational objectives for a variety of stakeholders and facilitate harmonization between the organization and the global environment.

Cohorts

Traditionalists

Traditionalists (1900-1946), sometimes called the Silent Generation, Veterans or Matures, make up the oldest generation alive today. They are conservative, disciplined and civic-minded. Traditionalists give importance to traditional family values, work/life balance and are mostly motivated by factors such as money and recognition. Traditionalists will soon retire or are retired. The leadership style for Traditionalists should include a structured style that emphasizes delegation. In this sense, directive leadership might best fit Traditionalist values.

Baby Boomers

Baby boomers (1947-1964), who are also called Gen Bust, Boomers and Digital Immigrants, represent more than 20 percent of the overall workforce. Baby Boomers are hardworking, corporate overachievers, passionate and relationship-oriented. Similar to Traditionalists, they prefer stable working environments. They also care about work/life balance and, like their parents, are motivated by factors such as money and recognition. In terms of leadership style, they look to their managers to lead them towards organizational goals. They desire a consensual and collegial workplace, with teamwork, open communication and responsibility sharing. They need to be encouraged to pursue training opportunities. They want equality in the workplace and like to have leaders who pay attention to their personal needs. Hence, Responsible Intergenerational Leadership Boomers prefer supportive leadership, in which supervisors are helpful, approachable

and positive, and show concern for employees' well-being. This generation wants leaders who build a team climate and create a facilitative task environment of mutual trust, respect and psychological support.

Generation X

Generation X (1965-1980) is also called Gen Xers, the MTV Generation, Xers and the Baby Busters. They grew up with great diversity, rapid change and financial and societal insecurity, which resulted in prioritizing individualism over collectivism. Gen Xers are more independent, self-sufficient and self-motivated than Traditionalists and Baby Boomers. They are primarily loyal to themselves and expect the workplace to meet their needs rather than striving to meet workplace requirements. They seek emotional security and prefer informality in a workplace. Gen Xers value positive work relationships, growth opportunities and work/life balance more highly than previous generations. They consider working hard as an indication of an employee's worth and want to be promoted quickly they generally dislike authority, seeking egalitarian relationships in the workplace. Ambition, trustworthiness, competence, honesty, fairness, straightforwardness, teambuilding, engagement and support are the preferred leader characteristics for this generation. Hence, transformational leadership, which encompasses all of these values, may be the most desirable leadership style for Gen Xers. They like exciting leaders, who make them feel like change agents. They also desire optimistic leaders, who show individualized consideration, listen to, encourage and support them, recognize their talents, give feedback and inspire them and challenge and motivate them.

Generation Y

Generation Y (1981-1995) is also known as the Millennials, Echo Boomers, the Internet Generation, Gen Y, the iGeneration and the Nexters. Generation Y is more technically savvy, individualistic and better educated than any previous generation. They are idealistic multitaskers, comfortable with change and content with being a member of the global village. They value diversity, and indeed, ethnic and racial diversity are quite high in this generation. Millennials like to complete work tasks in their own way, placing importance on self-determination and flexibility, and they seek immediate feedback from their managers. Applying a transformational leadership style towards Millennials can influence them to become more engaged and loyal to the organization.

Generation Z

Finally, Generation Z (1996-Present), also known as the Post-Millennials, Founders, Neo-Digital Natives or the Homeland Generation, is the most recent generation to enter the workforce. The most distinctive characteristics of Generation Z are freedom, individualism, and addiction to technology. Members of this generation see themselves as the founders of a new society, with greater acceptance of different religions, races and sexualities. Rather than breaking down the rules of society like the previous generation did, Generation Z aims to create a new society with new rules. They seek workplaces with a strong company culture and want honest leaders who do not hide information. In this sense, ethical leadership might be the most preferred style for Generation Z, which believes that leader attitudes and work ethic have the largest impact on determining business growth or decline. Transformational leadership may also fit well with Generation Z employees.

5.5 The Emergence of Intergenerational Leadership for all Generational Cohorts

Responsible intergenerational leaders do the right things for the right reasons. Intergenerationally responsible leadership is likely to be the most effective style in considering five generations in the workplace. Managers who adopt globally responsible leadership among generations take active roles in encouraging trust, accountability and appropriate moral decision making within and outside the organization. They assist their followers by coaching them to effectively tackle problems and challenges. They engage in corporate activities by supporting and developing programs, and creating organizational policies and codes of conduct to increase moral awareness. Directive, supportive, charismatic, transformational and ethical leadership styles act on the individual level only in considering intra-organizational contextual factors. Differently, globally responsible intergenerational leadership addresses factors from the cultural context as well. Such leaders generate a new social perception of leadership behavior, where the leader is a relationship coordinator and works toward change and transformation across and beyond the organization, Hence, it is plausible to deduce that globally responsible intergenerational leadership may comprise the most effective leadership practices for the five generations in the workplace now and the generations to come. Responsible leadership can be characterized by accountability and dependability, freedom of action and empowerment, ability or inclination to act in an appropriate fashion, and is grounded in stakeholder theory (Cameron, 2011) (These four facets are explained in detail below). Globally responsible intergenerational leadership, which covers the aforementioned characteristics that will be explained in detail below, goes a step further by considering different generations in the workplace.

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Unit 6: Community Collaborations

6.1 Introduction

Community Collaborative efforts are constructive responses to creating caring communities and expanding the safety net for community members. Community collaborations aim to bring leaders, individuals, and members of communities, agencies, and organizations together in one atmosphere of support to systematically solve existing and emerging problems that could not be solved by one

group alone. Understanding the complexities of collaborations and applying the key elements involved increases the likelihood of achieving shared goals and outcomes.

1. Participants can define what community collaborations are

2. Participants can distinguish between different kinds of community linkages and collaborations and begin thinking about where they and their agency are developmentally in creating, using, and sustaining collaborations.

3. Participants are able to describe who their potential community collaborators are

4. Participants can identify potential partners and collaborators ranging from formal to informal

6.3 What is collaboration?

Technically, collaboration is a process of participation through which people, groups, and organizations work together to achieve desired results. Starting or sustaining a collaborative journey is exciting, sometimes stressful, and even new for many people, groups, and end organizations.

6.4 The Importance of Community Collaborations

Contemporary community-organized groups are effectively redressing inequalities and problems, tackling enormously complex problems that are affecting communities. Local groups are better placed to understand these issues, identify existing assets and develop new ones. By working locally to build an organizing infrastructure, the effort becomes intrinsically more sustainable, exponentially increasing opportunities for effective work on policy change, leadership development, and community asset-building. In turn, these local infrastructures provide a stable base from which to build broader regional and national organizing efforts.

When communities do not develop a pattern of collaboration, they diminish community development potential. Without collaboration, lack of direction, win-lose behaviors, lack of commitment, and poor planning result. Effective collaboration results in win-win-win situations. Collaborating partners create flexible working environments where authority is shared, each person is challenged to do his/her best, and all are involved in the process of improving the outcome, the service, and the community condition.

Community Linkages - Choices and Decisions

Levels	*Purpose*	*Structure*	*Process*
Networking	• Dialogue and common understanding • Clearinghouse for information • Create base of support	• Non-hierarchical • Loose/Flexibte link • Roles loosely defined • Community action is primary link among members	• Low key leadership • IVlinimal decision malting • Little conflict • Informal communication

Cooperation or Alliance	• Match needs and provide coordination • Limit duplication of services • Ensure tasks are done	• Central body of people as communication hub • Semi-formal links • Roles somewhat defined • Links are advisory • Group leverages/raises money	• Facilitative leaders • Complex decision making • Some conflict • Formal communications within the central group
Coordination or Partnership	• Share resources to address common issues • Merge resource base to create something new	• Central body of people consists of decision makers • Roles defined • Links formalized • Group develops new resources and joint budget	• Autonomous leadership but focus is on issue • Group decision making in central and subgroups • Communication is frequent and clear
Coalition	• Share ideas and be willing to pull resources from existing systems • Develop commitment for a minimum of three years	• All members involved in decision making • Roles and time defined • Links formal with wrtten agreement • Group develops new resources arid joint budget	• Shared leadership • Decision making formal with all members • Communication is common and prioritized
Collaboration	• Accomplish shared vision and impact benchmarks • Build interdependent system to address issues and opportunities	• Consensus used in shared decision • making • Roles, time and evaluation formalized • Links are formal and written in work assignments	• Leadership high, trust level high, productivity high • Ideas and decisions equally shared • Highly developed communication

Source: Community-Based Collaborations - Wellness Multiplied 1994, Teresa Hogue, Oregon Center for Community Leadership

> ***Activity: Identifying women climate related project***
>
> *Identify climate-related projects that have been proposed in the following development plans and classify them as adaptation or mitigation:*
>
> c. *CIDPs in your County*
> d. *ADP in your County for year 2022/2023*

6.5 Initiating Collaborations

When beginning the journey, it is critical that all existing and potential members share the vision and purpose. This commonality brings members together to focus on achieving its mission. Regardless of what the catalyst may be, it is critical to move from problem-driven to vision-driven, from muddled roles and responsibilities to defined relationships, and from activity driven to outcome focused.

Moving from problem-driven solutions to vision-driven solutions offers great potential for maximizing resources, developing sustainable outcomes, and greater community ownership and commitment in the courses of action. Vision-driven solutions also keep us from getting caught up in old stereotypes that often interfere with the ability to bring diverse members together.

6.6 Building and Defining the Relationship of Collaborators

Building relationships is fundamental to the success of collaborations. Effective collaborations are characterized by building and sustaining "win-win-win" relationships, the kind of relationships where expectations are clearly and understood by all members of the collaboration and by those who are working with the collaboration. Defining relationships assists in defining tasks, roles, and

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Activity 2: What are some of the considerations when forming or collaborating with community groups?

(5 minutes)

Tell participants this is a plenary discussion:

- Now that we've defined community collaboration and learned about the different kinds of community linkages, we're ready to talk about *who* are our potential partners.

- The range of potential community collaborators that the WMCAs can partner with is almost as great as a person's imagination and creativity.

- There are three different ways I want us to try to answer the question: *Who are my potential collaborators?*

- The first way is to describe the full universe of potential *service providers* we may need to work with in child welfare.

- The second way is to identify potential partners and collaborators ranging from *the formal to the informal*.

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responsibilities, work plans and ultimately reaching the outcomes. Using "Community Linkages" in companionship with the collaboration *Framework* provides focus and clarity in the dialogue supporting new relationships. Recognizing and strengthening the interrelatedness contributes to the "infrastructure" of the collaboration.

6.7 Community Collaboration Framework

Grounding

All *framework* elements are grounded in valuing and respecting diversity. Valuing diversity honors the uniqueness, gifts, and talents each person, group, and organization brings to the collaboration. It opens the door to gaining an understanding of how all the elements fit together and how each is important to the whole. It becomes easier to understand each member's per- perspective on current reality, and each other's ideas about courses of action. People whose lives are affected by decisions must be equally represented in the decision process.

The Framework *Core Foundation*

The *Core* represents the common ground of understanding. It focuses on creating a sense of common purpose that binds people together and inspires them to fulfill their deepest aspirations. The discipline of building a *Core* is centered on a never-ending process, whereby people in the collaboration articulate their common interests around vision, mission, values, and principles.

The Framework Outcomes

Outcomes are the desired "conditions" for the community. They reflect success in working to reach the collaboration's vision. *Outcomes* are the results of the behavior and actions of people, groups, and organizations. These may be strategies or actions used to obtain the desired outcome. *Outcomes* are often, but not exclusively, defined following the development of the shared vision. A group focusing on defining the desired *Outcomes* in the initial stage of building the collaboration is more likely to increase its effectiveness and the likelihood of engaging greater participation by a wide cross-section of people in groups to create the vision.

The Framework Contextual and Process Factors

The Contextual and Process Factors represent elements that can either enhance or inhibit collaborations and ultimately the desired outcomes. Process factors focus on the "how to" aspect of the collaboration and cover specific skills and end components that are necessary to build effective working relationships. Contextual Factors are conditions that either exist or are lacking within an environment

6.8 Factors to consider when developing community collaborations

Understanding the Community including its people, cultures, values end habits, provides the foundation for effective collaboration. It allows the practitioner to gain a sense of the vision the community has for itself and the underlying values of the citizenry. A close look at the community helps to identify those individuals in the community who have power and those who have gifts. The practitioner will recognize the diversity of strengths and weaknesses in the community that will influence the success of the collaboration.

Community Development is the process of mobilizing communities to address important issues and build upon the strengths of the community. The natural communication systems and formal information channels enable one to begin the process of exploring issues, goals and objectives. The collaboration begins the process of defining its vision, mission, values, principles and outcomes within the context of the attitudes, norms, beliefs and values of the larger community. Efforts begin to build teamwork and mobilize resources (revenue, time, and people) to build on the positive environment within the community and overcome potential barriers and begin   to mobilize the citizenry to institute change.

Leadership- Community collaboration requires effective leadership. While leadership is often defined as who is in power, the definition of leadership for successful collaborations is broadened to include those who impact change within their community, group, and/ or organization. One of the major responsibilities of leadership is to assure that appropriate members have been brought to the collaboration. A diverse membership should encompass potentially impacted groups and individuals. Norms of operation must be established which include conflict resolution protocol,

political and cultural sensitivity, structure, and roles and responsibilities. Leadership should facilitate and support team building end capitalize upon diversity, and individual, group, and organizational strengths.

Communication- Collaborative efforts are dependent upon open and clear communication. Norms of communicating must be established which assure "language usage" which is acceptable to all members. Terminology must be clarified so that shored meaning can occur. A formal process for communication between meetings must be established (i.e., weekly phone calls, mailings, fixed updates). Communication from the collaboration to the broader community must be established. Establishing and maintaining non-formal communication channels with local community leaders will also be essential. Marketing of the collaboration efforts must also be conducted in order to obtain community support and acquisition of needed resources.

Research and Evaluation- Obtaining and utilizing information is essential for collaborative groups. The effect of meeting the desired outcomes is the primary objective of a collaboration evaluation. Data must be collected which establishes benchmarks for future impact end out- come analyses. Reviewing examples of other successful models of collaboration will help in adopting or customizing a collaboration model. Evaluation efforts are essential to monitor progress related to the group's goals and objectives and make modifications where necessary.

Sustainability- In order for collaborative efforts to be sustainable, it is essential that systems be instituted to provide sustained membership, resources, and strategic program planning. This will involve membership guidelines relating to terms of office and the replacement of members. Resource development efforts must be ongoing to assure that the appropriate level of revenue, time, and people are available to conduct the group's programming efforts. Planning must be both short-term and long-term. The collaboration must be able to identify emerging trends and issues and develop strategies for needed expansion.

Policies/Laws/Regulations- Solving problems collaboratively means transforming and changing policies, laws, and regulations. Indeed, policies, laws, and regulations represent all the concepts and activities that are used to resolve problems. Collaborations are more likely to succeed when supportive policies, laws, and regulations are in place. This is especially true with regard to the policies and regulations within the collaborating members' groups and/or organizations

Political Climate is the history and environment surrounding power and decision-making. Political Climate may be within the community as a whole, systems within the community, or networks of people. A healthy collaboration ensures that political climates affecting or potentially affecting the collaboration have been identified end utilized in the positive development of the collaboration.

6.9 References

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