CONSTITUTION DIGEST

Kenya Youth in the Constitution

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YOUTH IN THE CONSTITUTION



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FOREWORD

Constitution is not enough

In 2010 Kenyan youth voted overwhelmingly for a new constitution. Lured by the promise of inclusion, empowerment and transformative shift that the new law would provide, youth around the country endorsed the Constitution.

No doubt, youth were frustrated and tired of waiting for left overs and sitting in the waiting room. Youth were convinced that the new law particularly the aspect on devolution would ensure that they occupy their rightful place in the counties and in the country, and that they would enjoy dignified lives.

But the Constitution is not enough as it is not self actualizing. As an important constituency in the country, young people have an important responsibility and task to ensure full and proper implementation of the Constitution.

The Youth Congress deserve kudos for developing the constitution digest that provide young people with useful information about the opportunities in the Constitution, and young people's obligations in the implementation of the Constitution.

This constitution digest discuss notable opportunities for youth in the Constitution. It also points out ways that youth can consolidate the gains in the Constitution. Providing youth with information can help them and the country to achieve the objectives of the Constitution.

Like they say, when people are informed, they get involved!

Raphael Obonyo

Convenor, Youth Congress/External Adviser on the UN Habitat's Youth Advisory Board

1. INTRODUCTION

The Constitution of Kenya promulgated on 27th of August 2010 ushered in a new system of governance that was meant to devolve powers and resources to the 47 counties across the country. Under the devolved government, it is expected that the powers and resources located at the county level will facilitate more effective participation of citizens in matters affecting them and also how decisions are made. Most importantly, the new constitution created immense opportunities for the Kenyan youth to engage in transforming their respective counties and the nation at large.

The statistics show that majority of youth in Kenya are unemployed and underemployed, a rate that today stands at over 70 percent. This is partly due to the fact that crucial public resources needed for development have been centralized in Nairobi, leaving rural areas, where most of the youth currently live, without essential tools for development. Consequently, youth at county level are left deprived of the opportunities to meaningfully participate in transforming the devolved units to improve their individual and collective well-being.

Past government policies and practices excluded youth from participating in development processes, thus denying a majority of the population an opportunity to play a critical role in governance. The country, instead, witnessed a retrogressive move where desperate youth were used and abused by selfish politicians who exploited their vulnerability to achieve some political gains.

The drafters of the new constitution, when they created some provisions to specifically address the plight of the youth sought to address some of the root causes of youth disempowerment in this country.

First, the Constitution expressly and explicitly calls upon the State to take measures that will enhance education and training among the youth. It also talks of the opportunity for the youth of both representation and participation in social, economic and political processes and access to employment. The constitution is clear in protecting the youth from harmful cultural practices and exploitation. The foregoing, therefore, accords all the State organs the responsibility to promote the welfare of the youth and ensure their progress.

The devolved system of government has, as its main objective, aimed at enhancing participation in governance, development and creation of national unity. This provides a platform through which Kenyan youth can be empowered as the devolution offers direct and specific opportunities targeting them and what roles they are supposed to play.

As a starting point, there is a growing importance to ensure that all the youth have information on the opportunities that the devolved system of government has created to empower them. This digest seeks to outline the structure of the devolved government and its attendant functions. It also seeks to identify the main avenues for youth empowerment. This will enable them to claim and occupy the social, economic, and political space that has been offered through the implementation and operationalisation of the constitution.



A section of youth at the Constitution promulgation on 27th August 2010 at Uhuru Park

2. DEVOLVED GOVERNMENT UNDER THE CONSTITUTION OF KENYA 2010

2.1 What is Devolution?

Devolution as captured in Chapter 11 of the Constitution is the process of transferring powers and resources from the centre and locating them at the sub national level. An important feature is that the devolved units have the autonomy to exercise powers and control resources for the purposes and objectives specified in the Constitution. Accordingly, a devolved system of government is one which comprises of a national government and devolved units to which powers and functions are transferred.

In Kenya, the devolved system of government comprises of the national government and the 47 county governments. The Constitution emphasizes that while the devolved system creates two orders of government (national and county), the two levels of government are inter-dependent and should conduct their affairs on the basis of mutual consultation and cooperation. The powers and functions of the national and county governments are set out in Parts 1 and 2 of the Fourth Schedule to the Constitution, respectively.

2.2 What are the county governments supposed to achieve?

Article 174 of the Constitution sets out nine objectives that the 47 county governments are required to achieve. Counties are supposed:

- (a) to promote democratic and accountable exercise of power;
- (b) to foster national unity by recognising diversity;
- to give powers of self-governance to the people and enhance the participation of the people in the exercise of the powers of the State and in making decisions affecting them;
- (d) to recognise the right of communities to manage their own affairs and to further their development;
- to protect and promote the interests and rights of minorities and marginalised communities;
- (f) to promote social and economic development and the provision of proximate, easly accessible services throughout Kenya;
- (g) to ensure equitable sharing of national and local resources throughout Kenva:
- (h) to facilitate the decentralization of State organs, their functions and services from the capital of Kenya; and
- (i) to enhance checks and balances and the separation of powers.

2.2.1 How are the objectives of county governments useful to the youth?

The objectives of the devolved system of government listed under Article 174 are useful to the advancement of the rights of the youth and youth empowerment.

- As members of the public and voters, the youth have an opportunity to ensure that money and power allocated to county governments are used for the common good of the people at the county level. The county governor, "ministers" and the members of county assemblies are all required to perform their functions in accordance with democratically agreed priorities for the youth and also other sections of the population at the county level.
- The youth can serve in various elective or appointive positions at the
 county level. Indeed, the Constitution and enabling legislation makes it
 mandatory for the youth to be represented in the county assemblies and
 other decision-making structures at the county level. Devolution has thus
 made it possible for the youth to directly participate in county governance
 and development.
- The Equalisation Fund that is established under Article 204 of the
 Constitution will enable the national and county governments to expand
 services and development to previously marginalised areas and
 communities in accordance with the objectives set out under Article 174.
 The youth from these areas will thus benefit from the affirmative action
 measures taken.
- Effective participation of the youth in public affairs at both the national and county level will lead to their integration in national and county development. The devolved system of government provides a chance for the youth all over the country to push for their empowerment.

2.3 Functions of county governments

Part II-County Government of the County Government Act 2012, section 5 provides for the county government functions as follows;

- (1) A county government shall be responsible for any function assigned to it under the Constitution or by an Act of Parliament.
- (2) Without prejudice to the generality of subsection (1), a county government shall be responsible for-
- (a) county legislations in accordance with Article 185 of the Constitution;
- (b) exercising executive functions in accordance with Article 183 of the Constitution;
- (c) functions provided for in Article 186 assigned in the Fourth Schedule of the Constitution;
- (d) any other function that may be transferred to county governments from the national governments under Article 187 of the Constitution;
- (e) any functions agreed upon with other county governments under Article 189(2) of the Constitution; and
- (f) establishment and staffing of its public service as contemplated under Article 235 of the Constitution.

(3) A county government may seek assistance from the Kenya Law Reform Commission in the development or reform of county legislation under section (2)(a).

2.4 What are the principles of Devolution?

Article 175 of the Constitution set out three principles of devolved government. The county government shall reflect the following principles. The County governments shall-

- (a) county government s shall be based on democratic principles and the separation of powers
- (b) county government shall have reliable source of revenue to enable them to govern and deliver service effectively; and
- (c) no more than two-third of the members of representative bodies in each county government shall be of the same gender.

2.5 The County Assembly

The county assembly consists of members who are elected from county wards. The law requires each county to have nominated members who represent the youth. The county executive, on the other hand, consists of the county governor, his/ her deputy and the members of the county executive committee. Members of the county executive committee are nominated by the governor and approved by the county assembly.

2.5.1 What are the roles of the county assembly?

The main role of the county assembly is legislative authority as provided for in Article 185 (1) - (4). Section 8 of County Government Act 2012, provides the role of the county government as follows:

The county assembly shall-

- (a) vet and approve nominees for appointment to county public offices as may be provided for in this Act or any other law;
- (b) perform the roles set out under Article 185 of the Constitution;
- (c) approve the budget and expenditure of the county government in accordance with Article 207 of the Constitution, and the legislation contemplated in Article 220(2) of the Constitution, guided by Articles 201 and 203 of the Constitution;
- (d) approve the borrowing by the county government in accordance with Article 212 of the Constitution:
- (e) approve county development planning; and
- (f) perform any other role as may be set out under the Constitution or legislation.
- (2) If a county assembly fails to enact any particular legislation required to give further effect to any provision of this Act, a corresponding national legislation, if any, shall with necessary modification apply to the matter in question until the county assembly enacts the required legislation

2.5.2 How are the roles of the county Assembly useful to the Youth?

The county assembly plays a key role in developing and passing laws, and in approving policies meant to ensure county development. It is therefore of paramount importance that youth seek both the elective and nominated positions in the county assemblies in order for them to push for laws and policies that can advance their cause.

Important processes that they can use to push for their agenda in the county assembly include:

- participating in the scrutiny,
- amendment and approval of county development plans,
- approval of the budget which gives authority on the spending areas for a county government,
- ensuring accountability in the exercise of executive power and use of resources that are in the hands of a county.

Apart from pushing their agenda through the county assemblies, it is important for the youth who are not in political leadership to also support and lobby for the common interests. They should actively participate in public processes that will ensure that youth voices are heard and considered in the formulation and implementation of county policies.

The youth should ensure that they channel their views and concerns directly to counties and also through their elected officials especially youth representatives. However, this requires them to understand the dynamics of the county assembly; the most appropriate time to seek intervention, understanding of the national and county budget processes and at which point public participation and input is required in the preparation of the budget.

2.6 How is the county government structured?

All county governments are divided into two organs: the county assembly and the county executive. This is meant to ensure that there is responsible and accountable exercise of power and use of resources by county governments. The county assemblies have the responsibility of scrutinizing the operations of the county executives and check how money that is collected or allocated to county governments is used.

2.6.1 The County Executive Committee

Article 179 (1) ,(2) and (3) of the constitution provides for powers and composition of the county executive committees. The executive authority of the county is vested in, and exercised by, a county executive committee. The county executive committee consists of the county governor and the deputy county governor; and members appointed by the county governor, with the approval of the assembly, from among persons who are not members of the assembly. The number of members appointed under clause (2) (b) shall not exceed one-third of the number of members of the county assembly, if the assembly has less than thirty members; or ten, if the assembly has thirty or more members.

2.6.2 Functions of County Executive Committees

Article 183 of the Constitution provides for the functions of the county executive committee as follows;

- (1) A county executive committee shall-
- (a) implement county legislation;
- (b) implement, within the county, national legislation to the extent that legislation so requires;
- (c) manage and coordinate the functions of the county administration and its departments; and
- (d) perform any other functions conferred on it by this Constitution or national legislation.
- (2) A county executive committee may prepare proposed legislation for consideration by the county assembly.
- (3) The county executive committee shall provide the county assembly with full and regular reports on matters relating to the county.

The committee can be compared to the national cabinet and its role is important to ensure that county functions are implemented. It is important to ensure that the persons appointed to the county executive committees are individuals with adequate knowledge and skills, integrity and professionalism. This will ensure that the county government comes up with appropriate policies, which are practical and can be adequately implemented. Qualified youth should seek these positions.

3. DEPARTMENT FOR YOUTH AFFAIRS IN THE COUNTY GOVERNMENTS

3.1 Youth Departments

County governments have created departments for dissemination of public information to their constituents and to allow public participation in governance. For example, Nairobi City County has the department of Information, Communication and E-Governance. It also has a department on Education, Youth Affairs, Culture, Children and Social Services. Kiambu County boasts of departments of the Education, Youth and Social Services and that of information. This is replicated in the other counties.

The proximity of the offices should allow the youth to access information and services quickly without having to travel long distances, which is very hectic, time consuming and expensive. The county government is also charged with the responsibility of issuing business permits and other licenses. Nairobi City County is further decentralizing the licensing department to the sub-county level, which further eases the process of obtaining licenses.

3.2 The Linkage between the County and National Government

The National Government in collaboration with the County governments is expected to create a favourable environment to enable the youth to prosper. But the youth must be encouraged to be more vigilant in identifying and seizing opportunities that emerge in order to create jobs rather than waiting for handouts.



3.3 Doing Business in the County

The devolution of government presents many opportunities for the youth to engage in various business ventures in the counties. While the county governments might be able to absorb a few young people directly, the majority should engage in other activities that can create income and enable them to be self reliant.

The Constitution has distributed several functions between the National Government and the County governments. By registering companies and groups, youth can provide the services allocated to the county government and also compete, not only for the 30 percent of tenders set aside for the youth, but also for the remaining 70 percent.

To be competitive in the business arena, it is important for the youth to have a good understanding of how to run businesses and other associated requirements like understanding the tax regime, business registration and licenses.

Some of these functions have been devolved to the counties while others are still under the national government. The information and youth departments in the counties will be ideal offices for the youth to get information and advice on how to go about the process of starting business .

The youth should also seek collaborative forums with stakeholders in the corporate sector, civil society and development arena to build their capacity and become more informed on devolution, business matters, financial management and skills development.

Important information that the youth should seek:

- What functions have been devolved to the county government?
- How to register a company and be tax compliant; licenses required and other statutory requirements.
- The process of applying for a tender and the required qualification.

The registration of companies is guided under the Companies Act (Cap 486) of the laws of Kenya and the process is under the office of the Attorney General at Sheria House. Individuals and youth groups intending to register companies can get more information from Sheria House or seek advice from a lawyer/advocate.

Some key steps in the registration process are:

- Name search: Write a letter to the registrar to reserve your desired name. The name may be accepted or rejected based on businesses with a similar name or offending the rules on name reservation. This part takes two days. If accepted, the registrar will reserve the name for 30 days.
- Prepare Memorandum and Article of Association and Statement of Nominal Capital: These documents describe the objectives, rules, subscribers and authorized share capital of your company. They are prepared by an advocate.
- Pay Stamp Duty: The amount of money that you pay depends on your declared nominal capital.
- Situation of Office Form 201: Fill this form that notes the registered office address of the company, and to be signed by one director or the company secretary.
- List of Directors Form 203: Fill this form that lists the directors and secretary of the company. This is stamped by the company secretary.
- Declaration of Compliance Form 208: Get a commissioner of oath to sign this form on your behalf.
- **Registration:** Lodge the documents with the registrar of companies for registration.

4. REVENUE ALLOCATION TO THE COUNTY

The county governments need adequate resources and funding to be able to efficiently deliver services to the people. The counties are expected to come up with ways of raising resources through license fees, local tourism and other creative ways. The objects of devolution as set out in Article 174 of the Constitution advocates for the equitable sharing of local and national resources throughout Kenya.

The national government therefore has to ensure that:

- There is equitable sharing of revenue between the national government and county governments.
- That 15% of budget is allocated to counties.
- Equalization Fund (Article 204) to bring counties lagging behind in development to the level of the other counties.

County governments can borrow money with the approval of the county assemblies. The National government will guarantee the loan. Article 211 provides that parliament may by legislation prescribe the terms under which a county government may borrow. The Commission for Revenue Allocation (CRA) is established under Article 216 and is charged with the responsibility of making recommendations concerning the basis for revenue sharing between the national and county governments. In doing so, they are required to give effect to the criteria on equitable sharing as set out in Article 203. After every five years, the senate will by resolution review and determine the basis for allocating among counties the share of national revenue. They will likewise be required to:

- Consider the criteria set out in Article 203.
- Consider the recommendations of CRA.
- Consult the county governors and the cabinet secretary responsible for finance and organization of county governments.
- Invite the public, including professional bodies to make submissions on the matter.

5. SPECIFIC FUNCTIONS OF THE COUNTY GOVERNMENTS (PART 2 OF FOURTH SCHEDULE)

Some functions and services will be transferred from the national government to the county government. This will offer the youth a chance to engage in economic development. A devolved government will create the following opportunities:

- Agriculture
- County health services
- Control of air pollution, noice pollution, other public nuisances and outdoor advertising
- Cultural activities, public entertainment and public amenities
- County transport
- Animal control and welfare
- Trade development and regulation
- County planning and development
- Pre-primary education, county polytechnics and home craft centres and childcare facilities
- Implimenatation of sepcific national government policies on natural resouces and environmental conservation
- County public works and services
- Fire fighting services and disaster management
- Control of drugs and ponography
- Ensuring and coordinating the participation of communities and locations in governance at the local level and assisting communities and locations to develop the administrative capacity for the effective exercise of the functions and powers and participation in governance at the local level.

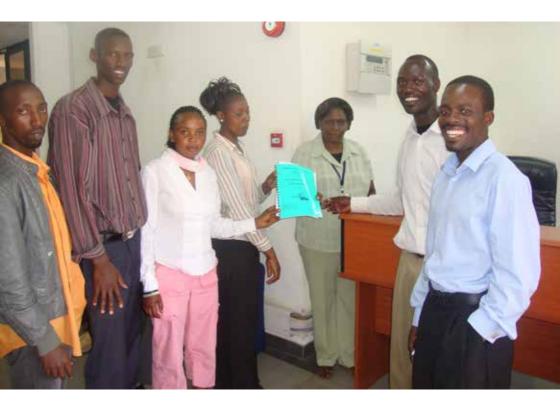
	DEVOLVED FUNCTIONS	OPPORTUNITIES FOR YOUTH TO ENGAGE
1	Agriculture, including (a) Crop and animal husbandry; (b) Livestock sale yards; (c) County abattoirs; (d) Plant and animal disease control; and (e) Fisheries	 Engage in small scale and large scale agricultural production supported by among others the Youth Enterprise Fund and Uwezo Fund. Showcasing innovative technologies for green value addition in Agriculture.

2	County health services including (a) County health facilities and pharmacies; (b) Ambulance services; (c) Promotion of primary health care; (d) Licensing and control of undertakings that sell food to the public; (e) Veterinary services (excluding regulation of the profession); (f) Cemeteries, funeral parlours, and crematoria; and (g) Refuse removal, refuse dumps, and solid waste disposal.	 Managing ambulance services. Developing and replicating waste management programmes.
3	Control of air pollution, noise pollution, other public nuisances and outdoor advertising.	 Technology transfer for control of pollution. Outdoor advertising using innovative channels
4	Cultural activities, public entertainment and public amenities, including (a) Betting, casinos and other forms of gambling; (b) Racing; (c) Liquor licensing; (d) Cinemas; (e) Video shows and hiring; (f) Libraries; (g) Museums; (h) Sports and cultural activities and facilities; and (i) County parks, beaches and recreation facilities.	 Construction of sporting facilities and procurement of sporting equipment Participating in sporting programmes Forming companies that manage sporting facilities and county parks, beaches and recreational facilities

5	County transport, including- (a) County roads; (b) Street lighting; (c) Traffic and parking; (d) Public road transport; and (e) Ferries and harbours, excluding the regulation of international and national shipping and matters related thereto	 Design and construction of efficient integrated transport network Management of ferries and harbours
6.	Animal control and welfare, including- (a) Licensing of dogs; and (b) Facilities for the accommodation, care and burial of animals.	
7.	Trade development and regulation, including- (a) Markets; (b) Licenses (excluding regulation of professions); (c) Fair trading practices; (d) Local tourism; and (e) Cooperative societies.	 Packaging and marketing of innovations in local tourism products Showcase best practices in fair trading practices based on current technologies Establish cooperatives to support various initiatives
8.	County planning and development, including- (a) Statistics; (b) Land survey and mapping; (c) Boundaries and fencing; (d) Housing; and (e) Electricity and gas reticulation and energy regulation.	 Knowledge and technology transfer in large scale land survey and mapping Design and construction of low cost, energy saving and high quality housing Design and installation of integrated electricity and gas reticulation systems
9.	Pre-primary education, village polytechnics, home craft centres and childcare facilities.	Opportunity to advance their skills for great economic engagement

- 10. Implementation of specific national government policies on natural resources and environmental conservation, including-
 - (a) soil and water conservation;
 - (b) Forestry.

- Knowledge and technology transfer in soil and water conservation systems
- Tree nurseries and planting



Representatives of youth organisations presenting Youth Memorandum to Committee of Experts on Constitution Review (CoE)

11.	County public works and services, including- (a) storm water management systems in built-up areas; (b) Water and sanitation services.	Design and construction of large scale storm water management systems
12.	Fire fighting services and disaster management.	 Management of Fire Fighting and Disaster equipment
13.	Control of drugs and ponography	Organize Campains and programes on drugs and ponograhy controles
14.	Ensuring and coordinating the participation of communities and locations in governance at the local level and assisting communities and locations to develop the administrative capacity for the effective exercise of the functions and powers and participation in governance at the local level.	 Design programes on communities sensitisation Leadership and participation at local administrative levels Development of IEC materials Use of thearter and arts for civic edeucation

6. STRATEGIC OPPORTUNITIES FOR YOUTH PARTICIPATION

Devolution can only work if the people are willing to engage in the process. This is even more critical during the early stages when the system is required to take root and start running smoothly. In Devolution Made Simple, Patrick O. Onyango affirms the constitutional basis for citizen participation as provided by the Constitution of Kenya in Article 1 (1), (2), (3) and (4).

Thus says; "All sovereign power belongs to the people of Kenya and shall be exercised only in accordance with this Constitution", "The people may exercise their sovereign power either directly or through their democratically elected representatives". It is therefore a right for the youth that should be exercised by participation through:

- Seeking elective positions in the county governments so that they can be directly involved in policy formulation and implementation.
- Making submissions and suggestions during budget deliberations and consultation processes. Active participation in planning, budgeting and implementation.
- Being vigilant and engaging in forums on the development agenda for the county so that priority is given to important projects. This should be done through well organized youth councils and organizations.
- Mobilizing pressure against corruption and self seeking, thus contributing towards transparency and accountability.
- Taking advantage of the devolved functions by applying for tenders and also seeking loans from initiatives like The Youth Enterprise Development Fund (YEDF) and Uwezo Fund to start business ventures and expand already existing ones.
- Educating other members of society about the laws, regulations and policies for better understanding and participation by the citizenry.
- Participating in the public vetting of public officials in order to ensure that only those of high integrity take public offices.

- Engaging with institutions responsible for implementation of the constitution; Constitutional Implementation Oversight Committee (CIOC), established under Section 4 of the Sixth Schedule and responsible for overseeing the implementation of the Constitution, Commission for the Implementation of the Constitution (CIC), established under Section 5 of the Sixth Schedule and the Transition Authority (TA), established under the Sixth Schedule of the Constitution of Kenya and the Transition to Devolved Government Act 2012.
- Monitoring the transition to the devolved system of government. Transition
 is guided by Chapter Eighteen of the constitution as read together with
 the Fifth and Sixth Schedule.



The Youth Congress leaders with the Vice Chairperson CoE, Atsango Chesoni at Agenda 4 Referendum Process Conference- 15th -16th 2010 at KICC, Nairobi.)

07. CONCLUSION

Kenyan youth have a chance to define their destiny by tapping the immense opportunities created by the constitution and opened up by devolution. The youth, like the rest of Kenyans, have legitimate expectations for the government to meet its obligations in creating conducive environment for them to take advantage of the new opportunities to better their living standards.

On their part, the citizens must exercise their sovereign rights either directly or through their elected representatives by using the various avenues created by the new constitution for citizen participation. By doing so, and aided by the new laws and institutions, the youth will be able to break away from a past that was characterized by marginalization and poverty to move steadfastly into a new dawn of prosperity.

0.8 RESOURCES

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