



PROGRAMME-BASED BUDGET 2022/23 MINISTRY OF WATER, SANITATION & IRRIGATION ANALYSIS TO BE SUBMITTED BEFORE THE NATIONAL ASSEMBLY- ANALYSIS FROM EQUITY & GENDER RESPONSIVE BUDGETING LENSES.

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Section 1: Introduction

The Coast Regional Budget Hub is a platform for Public Finance Management (PFM) practitioners, that brings together regional voices for collective efforts and synergy to enhance public budgets and services across the Coast Region of Kenya.

The Coast Regional Budget Hub operates in the six Coastal counties: Mombasa, Kwale, Kilifi, Lamu, Taita-Taveta, and Tana River Counties. The Hub is Comprised of budget coordinators, facilitators, and champions from various organisations/ institutions, informal groups, academia and individuals, drawn from across the Coast. The Coast Regional Hub builds the collective capacity of communities to engage effectively and mobilizes participation in the budget-making processes at the county, regional and national levels. The CRBH achieves this through a continuous capacity building of budget champions and communities in the budget processes, research, and budget analysis for evidence-based advocacy engagement and network building with stakeholders. Currently, the Hub has over 15 budget facilitators and over 300 budget champions from across the Coast.

The hub is pleased to submit this memorandum for consideration by the Parliament Committee on Finance and Appropriation. This analysis focuses on the Ministry of Water, Sanitation, and Irrigation. Views on this paper are a result of analysis and Citizen views/input collected during the Coast Regional Budget Estimates Café.

Article 43 (1) (d) of the constitution of Kenya 2010, provides for the right for every citizen to clean and safe water in adequate quantities. The Ministry of Water, sanitation, and Irrigation is a sub-sector under the Environmental Protection, Water and Natural Resources (EPWNR) sector. The mandate of the Ministry of Water, Sanitation and Irrigation includes water resources management policy; water catchment area conservation, control, and protection; water and sewerage services management policy; sanitation management; management of public water schemes and community water projects; development of dams for domestic and industrial water uses; water storage, flood control, and dykes; national irrigation policy and management; management of irrigation schemes; mapping and irrigation water harvesting and storage.



Section 2: Summary of Key Submissions

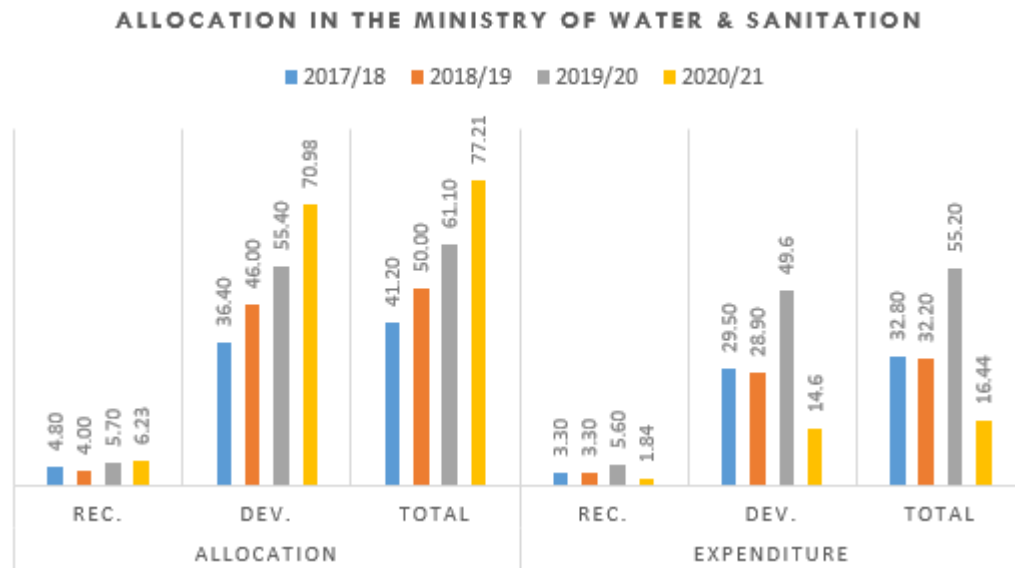
1. The National Assembly should ensure enough allocation for both development and recurrent expenditure. Over the years there has been a higher allocation for the development budget. There is a need to strike a balance to ensure effective service delivery.
2. The government should use existing data and updated data to ensure resources are distributed equitably and based on the need principle.
3. Budget Transparency. Non-financial information giving data on the baseline, targets and indicators is omitted. Key information like project locations is also missing. The information is important as it assists in tracking implementation.
4. The government should improve its revenue-raising ability to independently finance its functions.
5. Public participation remains to be a principle of good governance as stipulated in Article 10 of the Constitution. We urge the National Assembly to ensure that donor-funded water projects are subjected to public input. The National Assembly should also structure participation beyond submissions.

3.0. Detailed Submissions

3.1. Allocation trends in the Ministry of Water, sanitation, and Irrigation from 2017/18-2021/22 in billion shillings

The cumulative budgetary allocation for the ministry between 2017/18 to 2020/21 amounted to Ksh.229.51 billion, where 90.97% and 9.03% of the total funds were allocated for development and recurrent budgets respectively. Out of the cumulative Ksh.229.51 billion allocated, Ksh.136.64 billion was utilized between 2017/18 and December 2020/21. The recurrent budget average had a higher absorption rate at 7.7 % compared to 58.72% utilized in development-related activities. The slow absorption according to the ministry is due to slow and late exchequer releases, natural attritions, succession management issues as well as policy changes in the ministry. In 2022/23, the sector's total sub-sector allocation amounts to Ksh.83.51 billion, with Kshs. 6.7 billion and Ksh.76.79 billion for recurrent and development expenditures respectively.

Figure 1: Allocation trends in the water sector from 2017/18 – 2020/21 in billion shillings



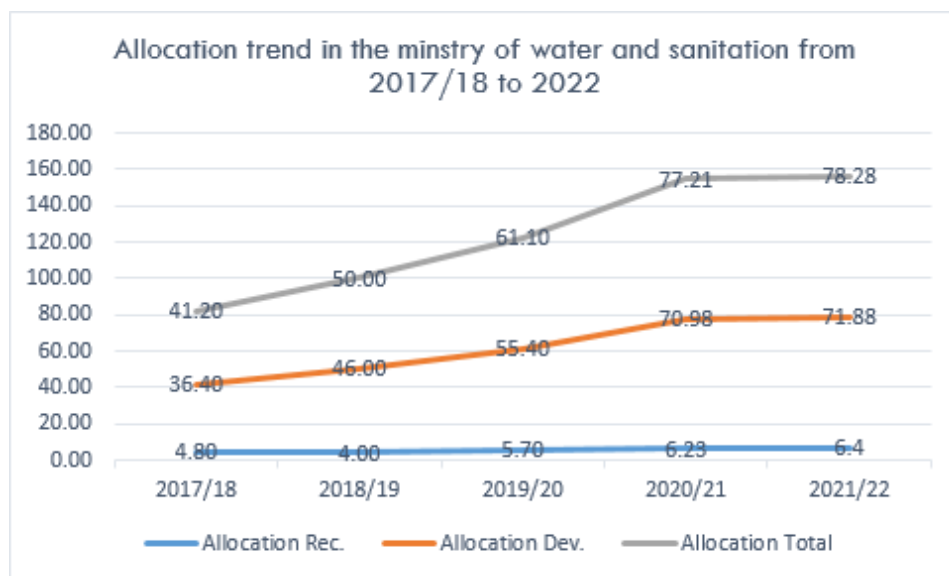
Source: OCOB Reports

Observation: The Ministry of Water and Sanitation is a capital-intensive sub-sector that requires both capital and technical muscles to undertake and implement the projects. There is a notable trend for higher allocations for the development budget compared to recurrent budgets. For instance, in 2021/22, the development budget accounts for 91.8 per cent (%) of the total budget, while recurrent accounts for 8.2 per cent of the total budget. (See the graph below).

Issue: Whereas it is advantageous (in the lens of service delivery) to have more allocation in the development/capital budget, the ministry needs to ensure that there are enough resources to support technical and human resources, to facilitate the implementation of the development projects accordingly.

Ask/Recommendation: There is a need to ensure that there are enough resources to support both recurrent and capital votes. The allocation of resources should be equitable in a manner that one category of economic classification does not benefit at the expense of the other.

Figure 2: Presentation of allocation trends for water & sanitation from 2018/19 to 2022/23



Source: OCOB Reports & PBB 2021/22

3.2. How equitable is the allocation at the subprogram level?

Table 1: Allocations at the program level, Ministry of Water, Sanitation and Irrigation

Category	2020/21 approved Estimates				2020/21 Supp.1				2021/22 Estimates			
	Rec	Dev	Total	Share of the total budget	Rec	Dev	Total	Share of the total budget	Rec	Dev	Total	Share of the total budget
Ministry of Water, Sanitation & Irrigation	6.23	70.98	77.21		5.65	76.36	82.01		6.4	71.88	78.28	
Allocation at programme level in Billion shillings												
P.1. Gen.admn, planning and support	0.77	0.04	0.81	1.05%	0.74	0.07	0.81	0.99%	0.76	0.15	0.91	1.16%
P.2. Water Resource Management	1.66	9.25	10.91	14.13%	1.53	9.02	10.55	12.86%	1.66	14.76	16.42	20.98%
P.3. Water, sewerage & infrastructure development	3.07	39.51	42.58	55.15%	2.75	45.99	48.75	59.44%	3.23	34.78	38.01	48.56%
P.4. Irrigation & land reclamation	0.71	11.29	12.01	15.55%	0.6	9.91	10.51	12.82%	0.71	9.77	10.48	13.39%
P.5. Water Storage & Floods control	0	8.58	8.58	11.11%	0	9.86	9.86	12.02%	0	10.81	10.81	13.81%
P.6. Water harvesting and storage for irrigation	0.03	2.31	2.34	3.03%	0.03	1.51	1.54	1.88%	0.03	1.61	1.64	2.10%

Source: PBBs



The Ministry of Water, sanitation, and Irrigation has six (6) programs. The water, sewerage, and infrastructure development programs receive the highest share of the budget compared to the others. Whereas the PBB 2022/23, on page 420, mentions that the ministry is focused on increasing water supply from 64 to 80 per cent through the completion of projects, it does not necessarily give the exact justification for allocation below the programs.

Ask/recommendation: Provide more information on what informs the allocations below the program level.

3.3. How equitable is the Project distribution?

Water needs vary from one region to the other, from county to the other, and from ward to ward. According to the KNBS census, Report volume (IV), nationally, 289,032 and 313,118 households still use unprotected springs and wells respectively as their source of drinking water. Whereas the number of households without access to water from protected sources, may not be a direct measure of water needs, it is imperative to assess other factors such as the availability of water and natural resources, the distance the residents walk to access water, and the costs incurred to access water services.

Issue: The PBB 2022/23 provides for several water projects to be undertaken in the medium term 2022/23 to 2024/25(Refer to pages 156-167) under the different sub-programs. Whereas some of the projects have been ongoing, there are limited justifications for the criteria used to allocate/distribute these projects across the country.

Ask: Leverage existing and updated data to identify water needs and allocate resources based on needs. Importantly, there is a need to clearly state the functions of each level of government regarding the water supply.

3.4. Water & Sanitation Financing

In 2022/23, the total sub-sector allocation amounts to Ksh.83.51 billion, with Kshs. billion and Ksh.76.79 billion for recurrent and development expenditures respectively

Issue: There has been subsequent over-reliance and or dependency on donor funding as opposed to domestic financing. This questions the commitment of the government to delivering Water and sanitation services. Importantly, it's worth noting that the Ministry of Water is not only an essential sector in the post-economic Recovery strategy but also a driver of the Big 4 agenda, which are government priorities in the medium term (III) of Vision 2030. According to the KNBS census report, 2019, volume (1V), 34.2 per cent of the population relies on piped water, while 51.2 per cent use covered latrines as sanitation facilities.

Ask: There is a need for the government to minimize and control the dependency syndrome of donor funding in the sector and commit more domestic resources. Further, there is a need for measures to ensure that there is accountability in the utilization of donor funds in the implementation of donor-funded projects.

3.5. Non-financial information and budget transparency

Non-financial information remains key to tracking the implementation of the projects presented in the budget. In several instances, in the Water, Sanitation, and irrigation sector, there is a notable omission of key information, such as baseline targets and lack of disintegrated information on the schools and or towns benefiting from some earmarked projects and poor measure of the targets.

3.5.1. Lack of specific information on locations of the project's

Case 1: For instance, on pages 400, and 406, the PBB 2022/23 indicates that one of the key interventions in the medium term 2022/23-2024/25, will be Kenya towns and sustainable water supply and sanitation program, covering twenty-eight (28) towns. Whereas in the development books, the projects are based in Nairobi, Rift, Tana, and Athi (See votes, 1109101100, 1109107800, 1109107900, and 1109111400 respectively) at a Cost of Ksh.500Millions, Kshs 2.5 billion, Ksh.3.1 billion and Ksh.2.8 billion respectively, there is no further information on the towns covered under these.

In the Medium Term period 2022/23 - 2024/25, the Ministry will further improve access to water services from 64% to 80% nationally. This will be achieved through completion of some key projects such as: the Northern Collector Tunnel project comprising of the tunnel, water supply and trunk pipelines to Embakasi and Gigiri; Kenya towns and sustainable water supply, sanitation programme covering 28 towns across the Country, Thwake dam, Karimenu II dam, Thiba dam and Mwache dam; construct and expand/rehabilitate water supplies and sanitation in urban and rural areas, existing dams and water pans; and construct mini dams to store water for household and agricultural use.

Source: PBB 2022/23, page 400

Case 2: The PBB 2022/23 on page 427, the Sector expects to deliver cross-county Water sanitation and improvement services – Economic Stimulus Programme (ESP) at a Cost of Ksh.1.1 billion. There are no details on the counties meant to benefit from the water project as well as criteria for the selection of the beneficiaries. Notably, this was the same case in the 2021/22 budget, this raises not only the equity issue but also the level of uptake of input and feedback from the members of the public.

1109112700 Water and Sanitation Development Project (WSDP)	Water and sanitation services	% project completion	80	100	-
1109115800 Cross-County Bulk Water & Sanitation Services Improvement Prog - ESP	Water and sanitation services	% project completion	80	90	100

Source: PBB 2022/23, page 427

HEAD/ PROJECT	Approved Estimates 2021/2022	Estimates 2022/2023			Projected Estimates	
		Gross Expenditure	Appropriations in Aid	Net Expenditure	Estimates 2023/2024	Estimates 2024/2025
1109115200 Thwake MultiPurpose Water Development Program Phase I	Kshs. 480,000,000	Kshs. 8,822,000,000	Kshs. 8,522,000,000	Kshs. 300,000,000	Kshs. 200,000,000	Kshs. 200,000,000
1109115500 Water for Schools - ESP	200,000,000	200,000,000	-	200,000,000	270,000,000	890,000,000
1109115600 Improvement of Drinking Water & Sanitation Systems in Mombasa	560,000,000	1,782,000,000	532,000,000	1,250,000,000	5,705,000,000	3,400,000,000
1109115700 Angololo Multipurpose Water Resources Development Project	20,000,000	20,000,000	-	20,000,000	50,000,000	160,000,000
1109115800 Cross-County Bulk Water & Sanitation Services Improvement Prog - ESP	1,114,000,000	1,114,000,000	-	1,114,000,000	1,488,000,000	775,000,000

Source: Development Books 2022/23, page 1513

Ask/Recommendation: The location of the projects is important to enabling the oversight institutions and the public to track implementation. We implore the National Assembly to demand such information.

3.5.2. Lack of baseline target information and information on beneficiaries

The Sector, of various programs, has provided the key performance indicators and targets, however, information on baseline targets is missing. For instance, the Water Harvesting subprogram has indicated water for schools as one of the projects to be done with the key output as water services for schools with a performance indicator and a target of 70 schools to relate to water in 2022/23. The sub-program has failed to indicate where the schools are located, the baseline information on the targets, and the amount of beneficiary information (how many are special schools, how many are mixed schools, are they day or boarding schools).

Programme: 1015000 Water Storage and Flood Control

Outcome: Increased per capita water storage capacity for irrigation and other uses

Sub Programme: 1015010 Water Storage and Flood Control

Delivery Unit	Key Output (KO)	Key Performance Indicators (KPIs)	Targets 2022/2023	Targets 2023/2024	Targets 2024/2025
1109115200 Thwake MultiPurpose Water Development Program Phase I	Thwake multiPurpose dam	% project completion	98	100	-

Sub Programme: 1015020 Water Harvesting

Delivery Unit	Key Output (KO)	Key Performance Indicators (KPIs)	Targets 2022/2023	Targets 2023/2024	Targets 2024/2025
1109115500 Water for Schools - ESP	Water services for schools	No. of schools connected with water	70	80	100
1109119000 National Water Harvesting and Ground Water Exploitation	Water harvesting and storage services	No. of water storage facilities constructed	94	96	100

Source: PBB 2022/23, page 410

Issue: There is no specific information on what schools the government will consider and the criteria for selection. Is it schools within most COVID-prone zones or in arid counties? Importantly, there is no disintegration in the beneficiaries of the projects (how many women, men, boys, girls, etc.) will benefit from



the projects. This not only raises equity questions but also the government's commitment to integrating the needs of men and women into the budgeting.

Ask/Recommendation: Provide information on baseline targets and the programs and projects and gender disintegration for the beneficiaries.

3.5.3. Information on the progress of capital projects and implementation

PBB 2022/23 on page, 421, provides information on previous achievements, as indicated in the snippet below. The information provided is shallow to support effective tracking of the implementation. For instance, increased urban sewerage services from 25%- 28%, and 137 schools connected to clean water.

Issue: The information provided is shallow to support effective tracking on the implementation. For instance, increased urban sewerage services from 25%-28%, and 137 schools connected to clean water. It is difficult to tell what schools benefited, the number of students/ pupils (male and female) who benefitted, and in what regions. This gap raises not only a transparency gap but also equity and the extent to which the government incorporates the needs of different segments of society.

During the Medium Term period 2018/19 - 2020/21, the budgetary allocations for the Ministry were Ksh.53 billion, Ksh.49.6 billion and Ksh.70.4 billion for FY 2018/19, 2019/20 and 2020/21 respectively. The actual expenditure for the same period was Ksh.43.4 billion, Ksh.42.3 billion and Ksh.57.6 billion with absorption levels of 82%, 85% and 82% respectively.

During the period under review, the following key achievements were realized: urban sewerage services increased from 25% to 26%; 137 schools connected to clean water; 191 pans were completed; constructed 22km water distribution pipeline in Nairobi City; and additional 118,094 acres were put under irrigation.

Source: PBB 2022/23, page 421

Further, several projects provided do not provide information on the status of the project, in the period under review and what the sector expects to achieve as far as completion of the project is concerned.

Ask/Recommendation: Provide concrete information on the status of the capital water projects, including justifications for implementation for effective tracking and oversight by public and oversight institutions.