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Water Sanitation and Hygiene Bottleneck Analysis Workshop Samburu County

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Water Sanitation and Hygiene (WASH) Bottleneck Analysis (BAT) Workshop
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Matthew Nims, Agreement Officer

ATTN: Kathleen Hartin
Agreement Officer's Representative
khartin@usaid.gov

Prepared by:

Mercy Corps Nawiri Consortium

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The USAID Nawiri Program - named after the Swahili word “thrive” - is a five-year initiative funded by the USAID Bureau of Humanitarian Assistance (BHA) with the overarching goal of sustainably reducing levels of persistent acute malnutrition in Kenya’s arid and semi-arid lands (ASALs). Recognizing the need for local, context-specific, and sustainable solutions to the complex development problem of persistent acute malnutrition in Kenya’s ASALs, BHA is providing multi-year support for Nawiri. It recognizes the need to address underlying causes of acute malnutrition through an integrated, multi-sectoral activity that leverages ongoing emergency and development activities. This includes sustained water, sanitation, and hygiene access.

Acknowledgements

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Disclaimer

The information herein does not imply the expression of any opinion whatsoever on the part of the USAID Nawiri Program, but the views of the workshop participants. All photographs taken during the workshop can be accessed [here](#).

In collaboration with Samburu County Government.

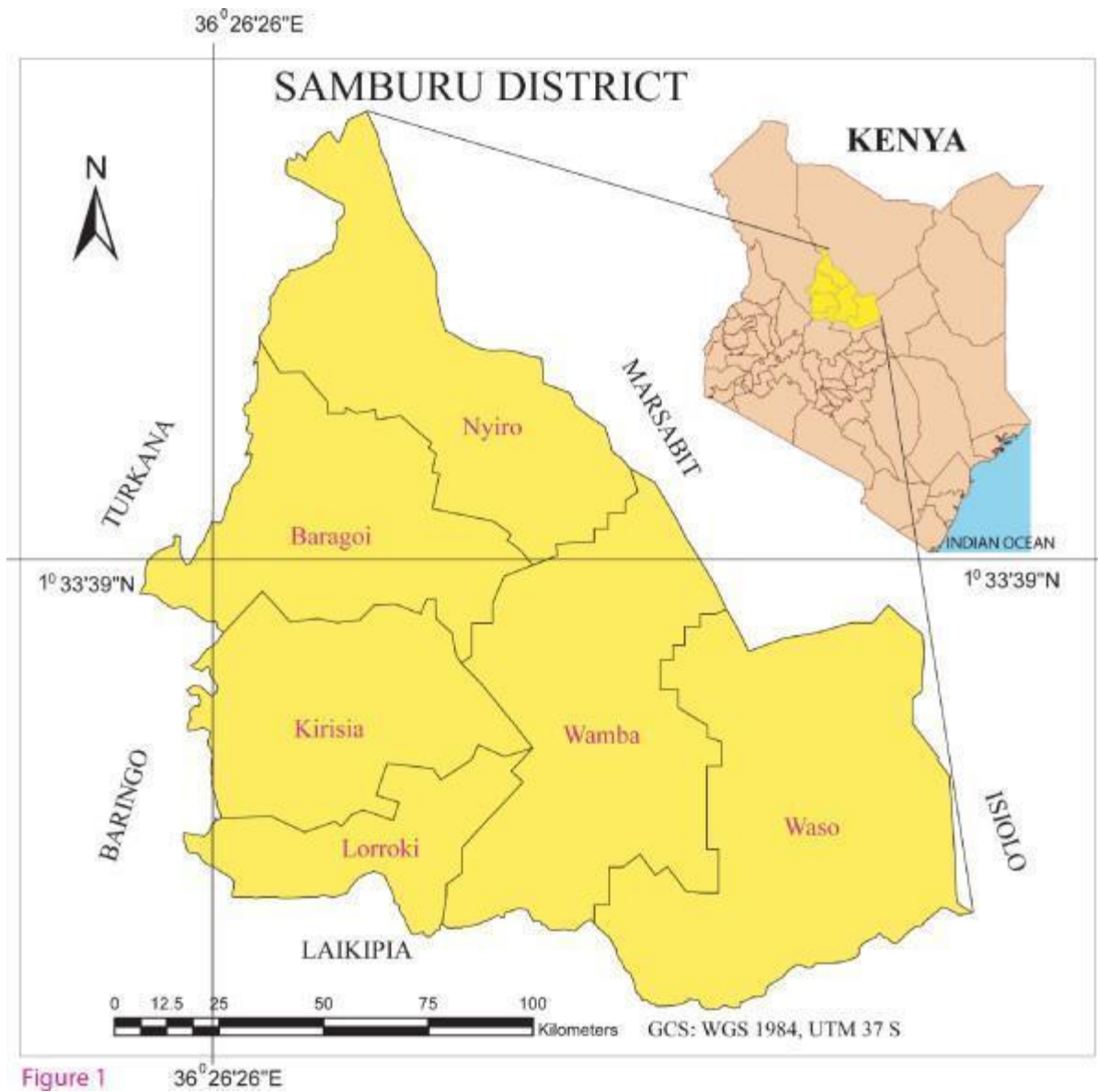
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Acronyms and abbreviations

ASAL	Arid and Semi-Arid Lands
BAT	Bottleneck Analysis Tool
CBO	Community Base Organizations
CIDP	County Integrated Development Plan
CLTS	Community Led Total Sanitation
CSO	Civil Society Organization
DWENRE	Department of Water Services, Environment, Natural Resources and Energy
GIS	Geographic Information System
ICT	Information and Communication Technology
IWRM	Integrated Water Resource Management
KEFRI	Kenya Forest Service Research Institute
KESHP	Kenya Environmental Sanitation and Hygiene Policy
KFS	Kenya Forestry Services
M&E	Monitoring and Evaluation
NEMA	National Environmental Management Authority
NRWWDA	North Rift Water Works Development Agency
O&M	Operation and Maintenance
ODF	Open Defecation Free
PAM	Persistent Acute Malnutrition
SAWASCO	Samburu Water and Sanitation Company
SDGs	Sustainable Development Goals
SDM	Service Delivery Management Model
WASH	Water, Sanitation and Hygiene
WRA	Water Resources Authority
WRM	Water Resources Management

Samburu County map



Source: Nanyingi, Mark & Mbaria, James & Lanyasunya, Adamson & Wagate, Cyrus & Koros, Kipsengeret & Kaburia, Humphrey & Munenge, Rahab & Ogara, William. (2008). Ethnopharmacological survey of Samburu District, Kenya. Journal of ethnobiology and ethnomedicine. 4. 14. 10.1186/1746-4269-4-14.

Executive Summary

Context

Samburu county, located in Kenya's arid and semi-arid lands, suffers from chronic water problems. Climate change is exacerbating the cycle of droughts, which are becoming more frequent. The driest parts of Samburu receive only 250mm of rain in a good year. Open defecation is an unavoidable part of life in three out of four villages in the county. Only one percent of the county's homes have a flush toilet, while 12 percent have a covered pit latrine and 20 percent have an uncovered latrine. The shortage of water makes hygiene difficult. One in four people say they can wash with water and soap. Only five percent of people wash their hands at the four most critical times of day.

Those grim statistics have knock-on effects, not only for persistent acute malnutrition, but in the frequency of diseases suffered by families.

This makes the WASH sector a crucial area for knowledge and leaning that underpin USAID Nawiri's goals.

A decade into Kenya's devolution process, Samburu should be taking charge of WASH policy and functions throughout the county. The county government recognizes the importance of water and sanitation to its development goals, and access to clean water has improved. However, Samburu lacks the overall capacity to develop and implement effective programs.

USAID Nawiri

USAID Nawiri is a five-year program that aims to sustainably reduce persistent acute malnutrition through multi-sectoral interventions that tackle both immediate and systemic drivers. Learning is a major component of the project, as is partnership and co-creation with government, civil society, communities, and the private sector. Specifically, the water governance agenda aims to diagnose systemic constraints to water security in Samburu.

As part of an evidence and gap analysis framework, USAID Nawiri conducted a participatory WASH bottleneck analysis through a county-led dialogue. USAID Nawiri in collaboration with county government supported the process. The goal was to:

1. better understand local water governance and water resource management strategies,
2. diagnose underlying drivers, systemic constraints, and gender-differentiated dimensions, looking at how they affect water insecurity, and
3. identify and prioritize sustainable and practical solutions for the county.

During the planning, at the request of county departments, the scope was expanded to include the overall urban and rural water supply, water resources management, and sanitation. USAID Nawiri in collaboration with the county designed and conducted the workshop, and then documented all proceedings and reports. This workshop was conducted June 22-24, 2021, at the County Inn Hotel in Archers Post, Samburu County.

Findings and recommendations

Based on the discussions at the workshop, participants drafted and costed action plans to overcome bottlenecks in water supply, water resources management, and sanitation. The list of recommendations are the views of the consultants, based on the participants' contributions.

Professionalizing rural water access

The water company, SAWASCO, supplies about a quarter of Samburu's 310,000 people, mainly in Maralal town. The county recognizes water supply as an ongoing service that needs management over the life of the physical infrastructure. Service delivery must recognize the importance of wider systems of governance, the enabling environment, political economy, life cycle costs, and the role of local institutions. Therefore, we recommend rural water access interventions as follows:

1. County level focusing on legislation and policy framework on water service delivery and water resources management. The focus should also go towards strengthening planning, contracting, monitoring, and post-construction support.
2. Service provision level: Nawiri to support and facilitate services provider to improve service on day-to-day operation, administration, and maintenance. This should be through adopting efficient internal policy, processes, and adoption of innovative technologies. Interventions at each level must center on five key WASH Bottleneck Analysis (BAT) building blocks:
 - Institutional capacity: policies, strategies, delineation of roles and functions; and effective coordination. Department of Water Services, Environment, Natural Resources and Energy (DWENRE) must be able to organize effective technical, administrative, and institutional support to service providers
 - Financing: funding for initial capital investments, operation, and maintenance costs, as well as indirect support costs, and ensuring tariffs and fees are affordable to the most vulnerable
 - Asset management: good design, appropriate planning for expansion, and quality assurance during construction and clearly defined asset ownership – includes whether the technical know-how is in place and the extent to which systems and tools for asset management have been developed and implemented.
 - Water resource management: planning and design of infrastructure that considers current and future water demands and resource availability, as well as institutional linkages between those entities that manage watersheds – the service authorities and service providers.

- Monitoring and regulation: monitoring systems that routinely collate relevant data about the quality of services and performance of service providers – used to inform service delivery. Regulatory oversight is exercised to protect the interests of consumers, and ensure authorities have appropriate contracting power

Urban water access

Towns are growing, and SAWASCO must plan for their future needs. More concentrated populations could lower costs per beneficiary but bringing water supplies to areas that never had them carried a high upfront cost. This includes funds for infrastructure, staff and O&M. Extreme urban poverty is growing. Peri-urban areas, small towns and rural areas have many links. But Samburu County remains largely rural, which justifies the spending to serve rural populations. Here's how USAID Nawiri's robust rural programming can integrate urban sensitivity.

Ensuring political and financial sustainability

1. Strengthen political will and institutional capacity to establish clear plans and rules for service provision. Regulate and monitor service quality. Coordinate infrastructure project development and promote investment. Deliver services efficiently and equitably.
2. Legal and institutional arrangements for regulating service delivery. As identified by the workshop, this includes establishing conditions that support partnerships between public, private, local, and international entities. Regulation of standards, and oversight of the management and operations of service providers should be clearly defined and transparent to all stakeholders. All segments of the population should have the opportunity to become service customers without prejudice.
3. Financial viability. County budgets alone cannot make the investments required. Commercially viable operations are need for long-term success. When services are not fully commercially viable, a blend of government grants, donor funds, tariffs, and/or general revenues can leverage, rather than crowd out, long-term private investment.

Advancing accountable, pro-poor service delivery

Low-cost technologies for underserved areas can stimulate demand, with the right mix of policies, tariffs, and infrastructure.

Foster public-private collaboration

USAID Nawiri technical assistance can help to improve the investment climate and to foster innovative new urban service approaches. For example, the Water Service Providers Association (WASPA) and working with National Regulator (Water Services Regulatory Board) could help improve SAWASCO's performance.

Department of Water Services, Environment, Natural Resources and Energy resilience

Increased access to water will help improve livelihoods, making it the first step toward the county's self-reliance. Better livelihoods should allow the county to raise more revenue.

Rural sanitation

Rural sanitation means more than building toilets. USAID Nawiri may consider four elements to contribute to county-wide sustainable rural sanitation:

Governance: The Department of Public Health needs to organize effective technical, administrative, and institutional support to strengthen markets and service provision. This includes monitoring systems that collect and analyze data, with regulatory oversight.

Financing: Public funds are needed to support those governance functions and implement programs that increase access to sanitation, such as behavior change campaigns and targeted subsidies. This category also includes private consumer finance for households to invest in sanitation and working capital for sanitation companies.

Behaviors: Individual and collective behaviors – whether cultural, economic, or environmental – affect the use of sanitation services.

Markets: Local, regional, national, and niche markets sell aspirational and affordable sanitation products, centered around businesses that need to make a profit, within the rules of the sector.

Urban Sanitation

Growing towns require an entire sanitation service chain: fecal waste containment, collection, transport, treatment, and final disposal or reuse. Effective urban sanitation must be citywide and inclusive, with specific approaches to target the underserved. Management of sanitation services is as important as the technologies involved, and the services must be financially viable. The Department of Public Health must understand the costs and how to cover them. USAID Nawiri can provide technical assistance while aiming for strategic, incremental improvements.

Water resources management

- Focus on high-priority water resources and catchment areas working collaboratively with DWENRE, Water Resources Authority (WRA), and Water Resources Users Association (WRUAs).
- Strengthen DWENRE's, WRA and WRUAs efforts to manage natural resources for sustainable human use.
- Support these institutions in combating conservation crimes like illegal logging and sand harvesting.
- Strengthen the governance of DWENRE, WRA and WRUAs and water service providers to adopt the inclusive management of water resources.
- Improve strategic, transparent, and inclusive planning processes.
- Develop innovative partnerships, including with private sector.

Additionally, USAID Nawiri needs to facilitate the WRA to strengthening existing WRUAs like Nontoto, Seiya and Olkeju Osera for further growth, operationalize and access finance for their sub-catchment management plans (SCAMPs) for inclusive watershed management, and establish new WRUAs in sub-counties that do not have existing ones.

Gender and WASH issues

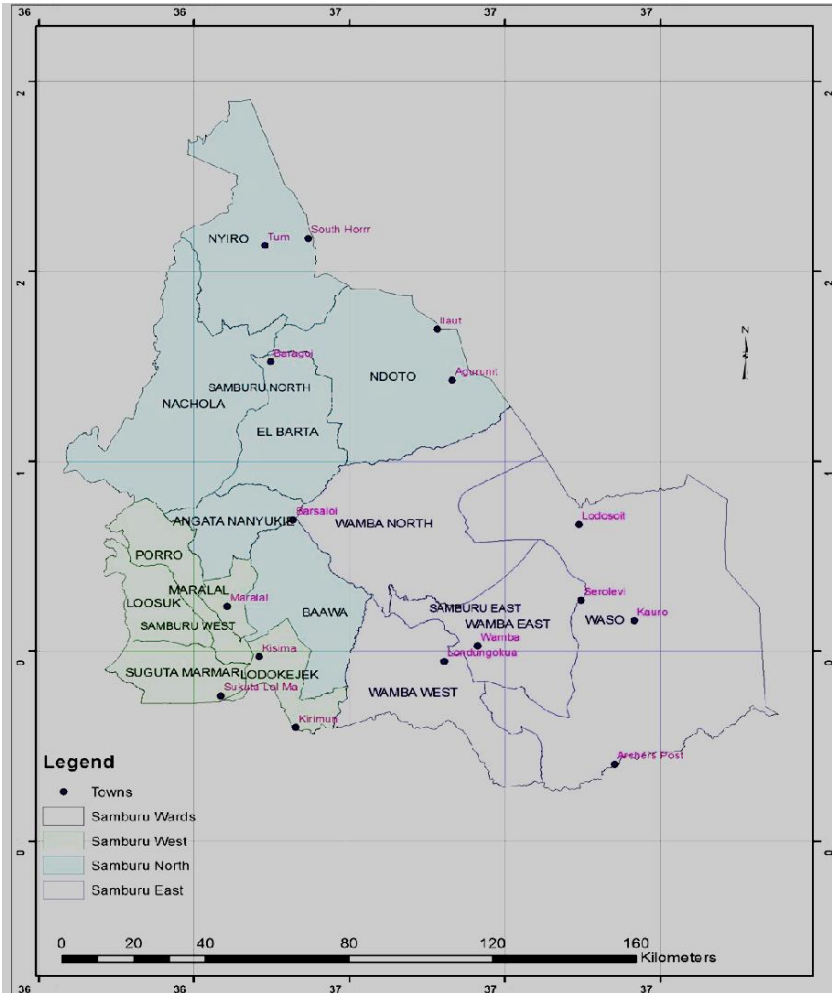
Facilitators had to push to get the workshop to discuss gender. In this regard, it is proposed that USAID-Nawiri:

- Lobby to mitigate barriers to women's equality in WASH through policies and legislations.
- Address the gender financial inclusion gap for women entrepreneurs.
- Promote female-friendly basic and safely managed sanitation, especially through increased women's participation and support for more inclusive governance.
- Promote menstrual hygiene management, including by enhancing menstruation education, to reduce barriers to women's and girls' equal participation in Samburu.
- Support water service providers to be more inclusive and enable women to enter these professions.
- Champion inclusive management of water resources

1. Samburu's WASH sector at a glance

Topography and administration

Samburu is in the northern Great Rift Valley. The county lies within the Arid and Semi-Arid Lands, and covers an area of 21,022 sq km. It is bordered by Turkana to the northwest, Baringo to the southwest, Marsabit to the northeast, Isiolo to the east, and Laikipia to the south. The county is a member of North Rift Economic Block (NOREB).



The physiography of the region influences the drainage pattern. The county falls in drainage areas number two (Kerio Valley) and number five (Ewaso Nyiro). The main water sources are surface and ground water. There are several seasonal riverbeds, or "laggas," which fill with runoff water during rainy season.

The county is tropical. The driest months are January and February. The long rainy season falls in March, April, and May. The elevation and orientation of the Mathew Range and Ndoto Mountains influences rainfall distribution. Apart from the South Horr and Wamba areas, short rains occur during July and August, sometimes extending into September. At Wamba and South Horr areas, the short rainy season is usually delayed and occurs in October and November,

and sometimes extends into December. The southwest plains and the Lorroki Plateau receive 500-700mm of rain annually. The Nyiro and Ndoto Mountains and Matthews Range receive the most rain, 750-1250mm per year. The central basin and the plains east of the Mathews Range are the driest parts of the county, with annual rainfall of 250-500mm.

The county's annual mean temperature is 29⁰C, within a range of 24-33⁰C. The central plains and the region east of the Mathews Range are hotter, while the highland belts northeast of Lorroki Plateau are cooler.

Samburu County is administratively divided into three sub-counties, 15 wards and 108 villages (See Map on page 5). The county intends to establish county villages based on the existing sub-locations.

In the 2009 census, Samburu had 223,947 people. In the 2019 census, the county had a population of 310,327. This significant increase calls for commensurate expansion of basic amenities. Samburu also needs increased economic investment to ensure food security and create jobs. Eighty percent of the population depends on pastoralism for economic livelihoods.

Status of WASH devolution

Samburu's water sector remains in transition following the devolution reforms. Samburu has assumed responsibility for water resources management, water service delivery, sanitation, and hygiene. The county now needs resilient systems that respond to shocks such as drought and flooding.

Water Resources Management

Samburu has only one major perennial river, Ewaso Ng'iro. There were 35 protected springs and 104 boreholes in the 2018 data. Updated water point mapping is underway. Only 13.5 percent of the population, or 17,133 households, has piped water, while 5,500 households have access to potable water. There are 112 water pans and 213 surface dams. The county has 141 shallow wells, 37 unprotected springs and 9,800 houses with roof catchments. The county health department provides water treatment chemicals (aqua tabs) and there is ongoing health education on water quality and safety (Samburu CIDP, 2018).

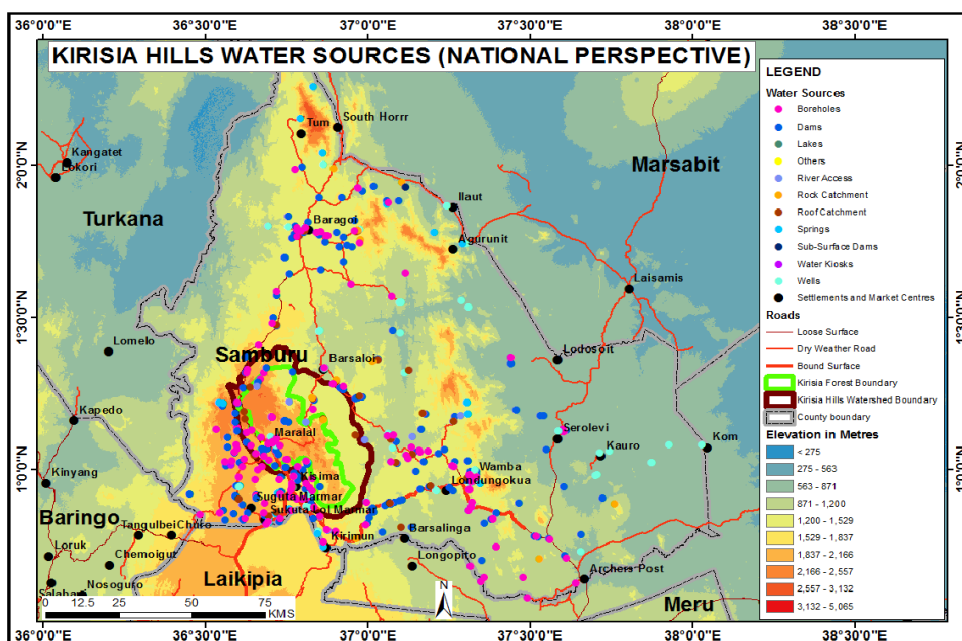
From a systems-thinking lens, looking further into the county sub-sectors, could the Samburu WASH challenge be a governance challenge?

Samburu is generally a water scarce county. The main water sources for domestic and livestock use are boreholes, water conservation structures (water pans, dams, rock catchments, roof catchments), shallow wells, and springs. The department improves water access through drilling and equipping of boreholes, construction of dams/pans, rock catchments, subsurface dams, and pipeline extensions.

Water quality is generally poor, with most surface water and shallow wells left unprotected and at risk of contamination. Homes are common along catchment areas. Water contamination is mainly caused by lack of proper sanitation and sewerage.

Map of the Samburu Water Sources

Urban and rural water services provision and management



Source: Samburu CIDP, 2018

In towns, water is supplied and managed by the Samburu Water and Sanitation Company (SAWASCO), in collaboration with the county water directorate. The major urban water supply schemes are Maralal, Suguta Marmar, Kisima, Baragoi, Wamba, and Archers Post. The number of households with piped water increased from 2,451 in 2013 to 16,000 in 2021. In towns, SAWASCO relies on one earth dam, three springs, and six boreholes to serve an estimated 75,214 people. SAWASCO's performance in the WASREB Impact Report 13/2021 is shown below. The water service provider ranks among the lowest in the country. SAWASCO must enhance access to safe water in vulnerable communities to combat the spread of disease.

Table Showing SAWASCO Performance in 2020/2021

WSP	Total Pop. in Service Area	Total Pop. Served	Total connections (active + inactive)	Total No. Active Connections	No. of Towns Served	Turnover (KSh.million)	Total Water Produced in m3(000)	Domestic+Kiosks billed volume in m3(000)	Total billed volume in m3(000)	Non-Revenue Water (%)	Production per capita (l/c/d)	Consumption per capita (l/c/d)	Total no. of staff	Validity of Tariff
SAWASCO	310,000	80,000	2,800	2,500	1	8	320	92	193	40	11	3	79	Expired ETA

Rural water supplies are handled by water management committees, which experience significant challenges.

Nationally, the 2002 Water Act established the Water Resource Authority (WRA) and community-based water resource user associations (WRUAs). The WRA places Samburu in its Ewaso Ng'iro North Basin Area (ENNBA), with offices in Rumuruti. Samburu has three WRUAs - Nontoto, Seiya, and Olkeju Osera, but each is at a different level of growth. They have sub-catchment management plans but do not have enough money to put them into action.

Sanitation

Community-Led Total Sanitation (CLTS) data shows latrine coverage in Samburu is at 34 percent. The national target is 100 percent. Of 1,959 villages, only 527 have achieved open defecation free (ODF) status. Not all towns have sewerage systems. The June 2017 SMART Nutrition survey showed only five percent of people wash hands at four critical times of day. About one in four wash with water and soap. There are only two public toilets in Wamba and Maralal towns.

The water department does provide health education on sanitation, water treatment, and safe storage before consumption. This knowledge is not always put into practice, and it's undermined by realities on the ground. One percent of homes have a flush toilet, while 20 percent have an uncovered pit latrine, and 12 percent have a covered pit latrine.

The WASH hub captures sanitation data online and shows ODF status. Diarrheal diseases are declining. Communities are investing to build their own toilets. The Community Health Services Act enacted in 2018 supports sanitation services.


Solid and liquid waste management

The county has no proper solid waste management facilities. Trash dumps are poorly constructed. The Department of Environment has tried to fence dumpsites at Wamba and Archers. Maralal town has no proper dump, although a temporary site was fenced at Yamo. Land acquisition for dumping sites is a challenge. Unplanned towns and livestock markets left no space for dumpsites. The department has procured two garbage trucks. Waste management strategies and sites need to be developed for Maralal, including landfills and/or recycling plants. Going forward, town planning must include designated waste management sites.

Climate change management

Ten years into devolution, Samburu County still struggles to factor climate change into resilient water ecosystems that reduce poverty.

Charcoal production and illegal logging cause massive forest destruction. Charcoal burning is considered the biggest cause of environmental damage around Maralal, Wamba, Archers and Baragoi.



The practice has destroyed indigenous trees, particularly acacia and *Olea Africana*, which take long to mature. Invasive species such as *Prosopis juliflora*, *Opuntia exaltata* and *acacia reficiens* threaten pasture and the local environment. These plants were introduced to combat soil erosion in the upper parts of Kirisia. However, they have strangled grass and other undergrowth, endangering availability of fodder for livestock. Poor disposal of solid waste, especially polythene bags, is a major menace. Livestock die after eating the bags.

2: Workshop findings

Workshop methodology

Samburu needs stronger WASH infrastructure and systems, which requires good governance. The WASH Bottleneck Analysis Tool used in this workshop was designed to identify systemic bottlenecks, and then to cost and prioritize plans to remove them.

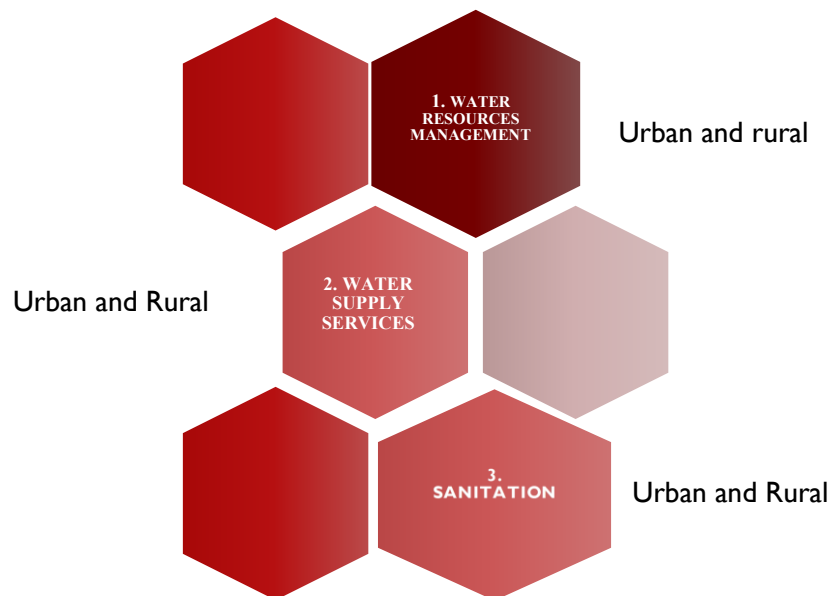
The three-day workshop involved participatory discussions with an adaptive approach, informed by learnings from Turkana workshop. Side meetings probed participants' submissions. Limitations identified by UNICEF and SIWI were considered, and facilitation materials were designed to triangulate information and feedback. This approach considered the huge knowledge and data gap in Samburu.

Workshop objectives, outputs, and research questions

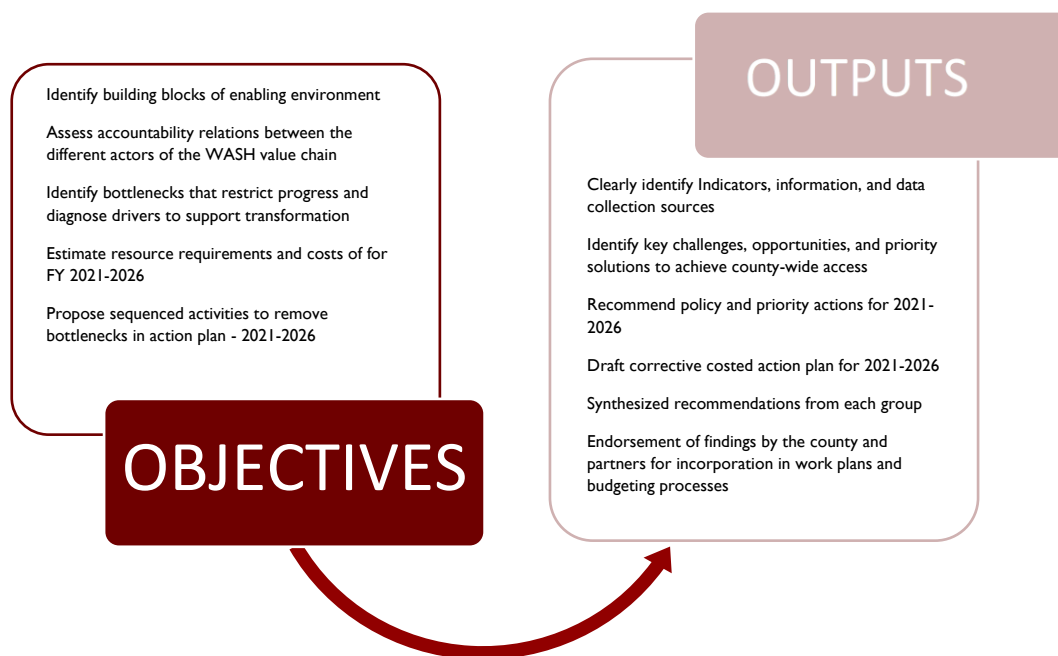
The original objective was to focus on rural water supply:

- to understand local water governance and resource management,
- to diagnose underlying drivers, systemic constraints/barriers, gender-differentiated dimensions and their impact on water insecurity, and
- to identify and prioritize sustainable and practical solutions for the county.

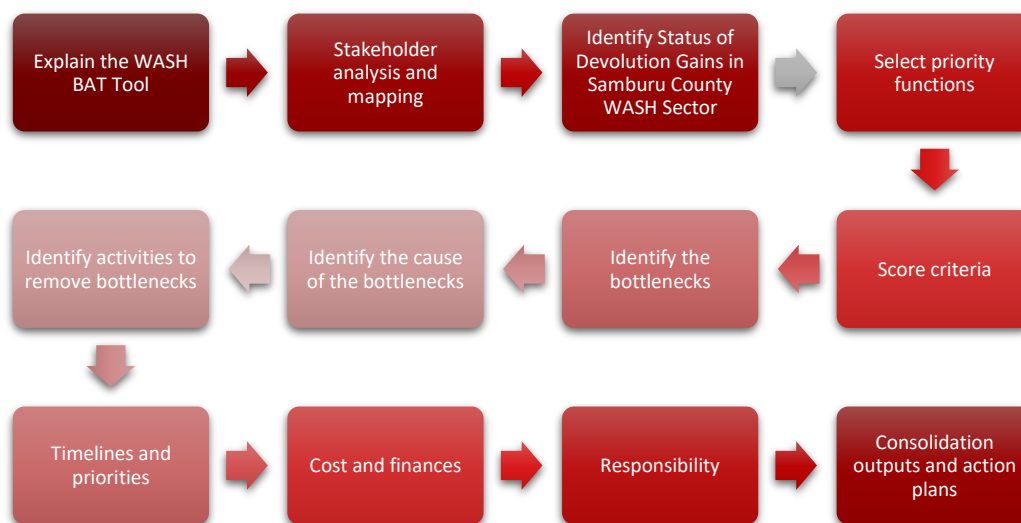
In co-creation, with consensus with the county government, Department of Water Services, Environment, Natural Resources and Energy resilience and, the focus was extended to include the overall urban and rural water supply sector, water resources management, and sanitation.



Below are the agreed objectives and outputs, based on a county-led approach, water governance, the human right to water and sanitation, SDG 6, and the Leave No-one Behind principle.



The workshop lasted three days, followed by a feedback and debriefing session. Then the documents recording the process were finalized, including lessons learned and the specific challenges in each sub-sector. The steps followed are shown below.



The WASH BAT workshop findings were strengthened by additional probing questions specific to Samburu County. The chart below shows the building blocks criteria in within the enabling environment structure. The next table gives details per sub-sector.

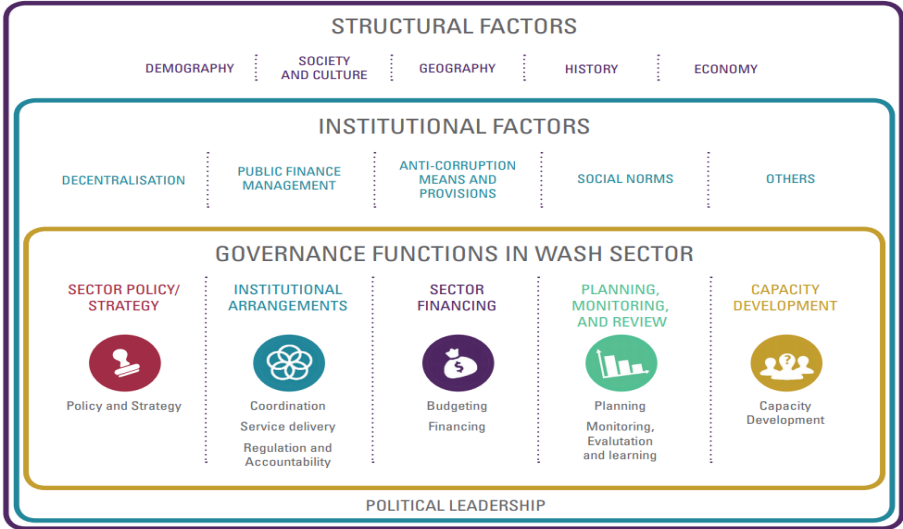


Table 1. Research questions per the building blocks criteria

CRITERIA	RESEARCH QUESTION
Policy and Strategy Building Blocks	<ul style="list-style-type: none"> ● Rapid mapping of the levels of WASH institutions ● Identify and explain choice of partners ● Check for evidence for policies ● Do policies and laws have supporting documents to clarify roles and responsibilities, and to set out service norms and standards? ● Do policies recognize the realization of the human right to water, including affordability, accessibility, availability, quality, and acceptability? ● Do policies include coverage and service targets, including safety? ● Do policies and laws provide for allocating finances and setting priorities? ● Do policies and laws provide for equitable services to all groups? ● Do policies and laws provide for operational and financial sustainability of services? ● Do policies and laws provide for environmental sustainability and climate resiliency? ● Do policies and laws provide for accountability among users, service providers, and county government? ● Are the county policies and laws implemented?
Sector Coordination and Planning	<ul style="list-style-type: none"> ● Are institutional roles clearly defined and operationalized? ● Does a well-functioning body coordinate stakeholders and meet as needed? ● Does a mandated agency lead sector stakeholders? ● Is there a single government-led plan? ● Is the coordinating body representative of the private sector, civil society, government agencies, advocacy groups, community groups and NGOs?
Service Delivery Arrangements	<ul style="list-style-type: none"> ● Do programs support local service providers and private sector capacity building? ● Is assistance available for service providers on business development and technical capacity? ● Do service providers receive regular external support and backstopping?

	<ul style="list-style-type: none"> Do service providers know how to operate projects and facilities effectively? Are incentives in place for service providers to improve their performance?
Monitoring Evaluation and Learning	<ul style="list-style-type: none"> List the mechanisms for monitoring, review, and learning How effective are they? How well do they function? What are your ideas for improving sector monitoring?
<p>Other questions asked in designing the action plan:</p> <ul style="list-style-type: none"> From the above input, participants identified the 10 most critical criteria. They identified bottlenecks, causes, and possible solutions. They then came up with a costed action plan to address the bottlenecks, identifying roles and responsibilities clearly. In group discussions, the participants documented and shared their work on the annexed daily reports. 	

Stakeholder analysis and workshop participants

Before the workshop, participants were identified in collaboration with Samburu County leadership and USAID Nawiri to ensure inclusive representation. Table 2 details the analysis.

Table 2. Stakeholder analysis

STAKEHOLDER	RATIONALE	STAKEHOLDER EXPECTATION
Samburu DWENRE and DoH leadership and key staff	These departments are tasked with implementing national policy on natural resources, including soil and water conservation, and forestry. They also plan and provide services. Their buy-in is critical to reforms.	Find partnerships that: <ul style="list-style-type: none"> Increase WASH access infrastructure Enhance environmental conservation Promote climate change adaptation and mitigation Increase county forest and tree cover Use natural resources sustainably Strengthen governance and compliance Increase financial growth and sustainability Share and use knowledge and data
Rural water projects, water service providers, SAWASCO	They get water to people	<ul style="list-style-type: none"> Information and opportunities for improving: <ul style="list-style-type: none"> WASH infrastructure Operational efficiency and customer service Financial sustainability Institutional capacity Corporate Governance

Development partners, civil society, and NGOs	They support DWENRE, DoH, and water service providers. They can mobilize alternative financing and help use resources better	<ul style="list-style-type: none"> ● They seek effective partnerships in providing services and safeguarding consumer interests. Partnerships can be on financing, knowledge exchange, institutional strengthening, advocacy or lobbying. Advocacy approach with civil society is expected to be collaborative, solution oriented and evidence based.
National government, lead agencies and state corporations (KFS, KEFRI, NEMA, WRA, WSTF, NRWWDA, WASPA, WASREB & KWTA)	<p>Their roles include:</p> <ul style="list-style-type: none"> ● developing water and sewerage assets ● regulation of services ● customer rights ● finance ● creating laws and policies ● lobbying and advocacy ● research and knowledge management ● good governance ● upholding the rule of law. 	<p>Partnerships with the county on:</p> <ul style="list-style-type: none"> ● water resources management ● WASH infrastructure ● development and asset management ● financing ● consumer rights ● compliance, accountability, and regulation ● acquisition of sectoral data ● commercial viability of water service providers ● innovations and knowledge sharing
Private sector	Businesses are essential to building self-reliance. Financing institutions, suppliers and contractors contribute to economic growth, in Samburu and nationally	<p>The private sector can co-design market-based innovations through investments, behavior change, and technical expertise. Partnerships can:</p> <ul style="list-style-type: none"> ● innovate in hardware and software ● implement research ● provide financing ● financial advice ● technical skills ● corporate social responsibility. ●
Academia and research institutions	They support innovation, research, knowledge management and technical expertise. These partnerships will generate, collect, synthesize, and disseminate evidence and learning, and facilitate their use.	They seek support for research through policies and resource allocation, incubation of innovations, intellectual property, and patent rights.

Limitation of the methodology

County government staff provided varying degrees of support. They also varied in their understanding of the issues. Samburu’s WASH sector does not have quality data, especially on rural water access, gender issues, and water resources management. This did not impede the assignment. Not all participants engaged consistently, but follow-up phone calls and side meetings made up for that.

Summary of workshop findings, by sub-sector

Below are key bottlenecks for each sub-sector, as per prioritized WASH BAT building blocks criteria, as well as a costed action plan, based on the views of the workshop participants.

Water resources management (WRM)

Table 3. Major bottlenecks in WRM as per prioritized building blocks criteria and costed action plans

CRITERIA	BOTTLENECK	CAUSES	ACTIVITY	TIMELINE	COST	RESPONSIBILITY
Sector policy and strategy	Lack of specific policies for integrated approaches to WRM	Lack of prioritization by county government	Water resources evaluation and planning: Comprehensive, flexible, and user-friendly framework in planning and policy analysis.	FY 2021-2022	10M	County Water Dept. CA Nawiri UNICEF
Political Leadership	Lack of capacity to develop and advocate for WASH laws and policy	Illiteracy amongst leadership Lack of political goodwill	Efforts to enhance/build leadership capacities	FY 2022-2023	8M	County Water Dept. Nawiri ACTED
Planning	Lack of prioritization of WASH activities	Competing activities Lack of expertise to do proper or realistic planning	Capacity building of the staff Revisiting the CIDPs	FY 2021-2022	5M	Concerned department Nawiri ACTED
Accountability and regulation	Lack of transparency (corruption) Weak legal and institutional framework	Lack of proper public participation Lack of social accountability	Capacity build on social accountability Public participation Proper installation of WASH policies	FY 2021-2022	7M	County Water Dept. Nawiri

Capacity development	Inadequate resource allocation Lack of prioritization	Ignorance and lack of good will Poor leadership	Trainings, exchange visits. Allocation of resources for capacity building	FY 2021-2023	15M	County Water Dept. Nawiri Acted
Monitoring, Evaluation and Learning	Lack of proper policies to guide monitoring and evaluation Lack of proper monitoring of procurement process Cartels within the sectors	Lack of M&E department Cartels in the WASH sector	Formulation of policies that properly guide M&E in the government Provide systematic and objective monitoring of projects and program activities in the light of its objectives	FY 2021-2023	10M	County Water Dept. Nawiri ACTED UNICEF

The sub-sector identified the following priorities for water resource management: sector policy and strategy; accountability and regulations; planning, monitoring, and review; capacity development; and political leadership. The following section details what informed the action plan.

Sector Policy & Strategy

The workshop defined Sector Policy & Strategy as the set of procedures, rules, and allocation mechanisms that underpin programs and services. Policies set the priorities and often allocate resources for implementation. Policies are reflected in laws and regulations.

Samburu has yet to devolve WASH policies and legislations, so the county is guided by the national laws and policies. The team agreed that the national Water Act 2016 set out priorities and allocated funding.

The act outlined the right of every person to water. It also created water resources authorities, which are responsible for operational and financial sustainability.

Section 22(1) and Section 104 provide for environmental sustainability, with protection of water catchments. Section 23 encourages conservation of groundwater. The Act aligns with the Environmental Management and Conservation Act 2015. Kenya's constitution also enshrines a right to water and sanitation that is accessible, clean, and safe.

Samburu County, Water Resources Management is best actualized through water sources mapping, their seasonal variations and water reliability also determined”

Joseph Munyeri,
Water Systems Advisor,
USAID-Nawiri Program

Part II of the Water Act sets out accountability mechanisms between users, service providers and government.

WASH policy and legal framework falls under Public Health Act Cap 242, Section 118(5), with subsidiary legislation on drainage and pit latrines.

Water point mapping is on-going, but it is not countywide.

These laws have bolstered environmental protections for catchment conservation, through tree-planting initiatives by Water Resource Users Associations.

In this area, the team urged support for Samburu’s DWENRE to draft county-specific WASH policies, strategic plans, legislations, and M&E framework.

A legal framework for private sector participation did not exist.

Accountability and regulatory arrangements

The workshop defined accountability as mechanisms that improve relationships between users, service providers and government, and ensures that actions can be taken against poor performance, illegal acts, and abuses of power. The regulator, WASREB, is an independent body that oversees stakeholders' compliance with established standards and norms.

The analysis noted that no mechanisms exist for interaction and information exchange between government, citizens, and non-state actors. Independent institutions did not fully exert oversight or provide performance-based incentives and penalties. Several levels of water management monitoring and verification are unavailable. Lead institutions have clear roles and responsibilities, including a performance appraisal system. Nonetheless, participants said corruption and poor performance are not punished. Consumers have few clear mechanisms for feedback and complaints. Where they exist, they are not effective. Functional internal control mechanisms, such as county audits, do exist. The regulator has clear functions but lacks resources and capacity to enforce the rules.

The National Regulator (WASREB) and WRA were not visible at the county level and do not act as a referee. Nor do they provide performance-based incentives and/or sanctions -- for instance, by issuing permits for boreholes and enforcing compliance with environmental impact reports. It was claimed that

NEMA is visible only during court cases. Private companies are unwilling to provide full documentation of sand harvesting, borehole drilling, and other processes. Without incentives to invest in environmentally sustainable and efficient technologies, very few are adopted.

Planning, Monitoring and Review

The workshop defined a water resources management plan as a set of budgeted activities to achieve agreed targets, validated by a wide range of stakeholders.

On coordination, they confirmed that institutional roles and accountability were clearly defined and operationalized. A well-functioning body coordinates and meets stakeholders as needed. Mandated government agencies lead urban stakeholders, and the water services coordinating body includes the private sector, community groups, government agencies, and civil society.

Participants agreed the WASH Forum's draft terms of reference laid out clear responsibilities and was developed collaboratively. But they said the plan was not backed with money or investments. The plan did not explicitly set targets to reduce inequalities but did contain advocacy work and procedures for public participation.

The Samburu CIDP is the county's main development plan that defines clear targets, indicators, responsibilities, and budgeted activities. However, regular review and update is limited. A financial plan is in place, but not an investment. The CIDP is developed with public participation but does not contain advocacy activities.

Evidence is obtained to analyze policies and plans and is used for managerial decisions. However, a joint sector review mechanism is needed to evaluate feedback across levels of governance. Learning processes are needed to pull together evaluations, research efforts, and knowledge management. GIS and other ICT technology are yet to be embraced.

Monitoring, evaluation, and planning

Mechanisms for M&E comprise water point mapping activities by ACTED, monthly reports, and quarterly data review meetings. The workshop found these functional and effective.

The workshop called for assessments of integrated water resources management, looking at the enabling environment, institutions and participation, management instruments, and Financing. Assessments should consider the many uses of water, with the aim of helping society, the economy, and the environment.

Capacity development

Despite several capacity development activities, the workshop noted that programs in DWENRE were not based on an understanding of the gaps in human and financial resources. This left staff unable to do their jobs well.

The DWENRE team was unaware of any human resources strategy to improve their water management skills. Training institutions could produce enough qualified people to scale up WRM, including from the private sector. Capacity needs to be strengthened to monitor services against global, national, and county standards.

Urban and rural water supply

Table 4. Major bottlenecks in urban and rural water supply as per prioritized building blocks criteria and costed action plans

CRITERIA	BOTTLENECK	CAUSES	ACTIVITY	TIMEFRAME	COST	RESPONSIBILITY
Sector policy and strategy	Lack of policy strategy	Hiring of incompetent staff No political will Lack of proper communication systems	Policy development	July 2021-Oct 2022	30M	CGS Nawiri
Finances	Inadequate finance	Delays in national government disbursement of funds Improper budgeting plan Insufficient allocations to county government	Lobbying and advocacy with county leaders	Continuous	10M	HODs
Planning	Poor planning	Limited time for planning Weak planning capacities from an economics view Lack of transparency	Trainings on public sector planning Establish joint sector planning systems	Continuous	10M	NGOs SGS others
Accountability	Corruption	Lack of knowledge management Lack of integrity Poor salaries	Capacity building Trainings	Need Basis	5M	SCG Nawiri Other WASH partners

Budget and expenditure	Limited funding	Political interference Delayed funding Competing priorities among sectors	Lobbying county leadership Program specific budgeting	July 2021-Sept 2021	5M	Departmental Heads NGOs
Political leadership	Lack of understanding	Nepotism and clannism Political interference Integrity issues	LAMP trainings	July 2021-Dec 2021	5M	SGS Kenya Red Cross Nawiri Others
Capacity development	Lack of funds	Budget allocation Low revenue collection Lack of intersectoral collaboration	Trainings and community awareness	Jan 2021-Dec 2022	5M	SGS Nawiri WASH stakeholders
Monitoring, evaluation, and learning	Lack of skilled personnel	No policy in place Corruption	Capacity building Trainings	Jan-Dec 2022	10M	SGS Nawiri Other WASH partners
Decentralization	Vastness of the service provision area	Lack of enough resources Poor infrastructure Shortage of personnel	Infrastructure maintenance Public participation	Jan-Dec 2022	15M	SGS Nawiri Other WASH partners
Service delivery arrangements	Poor planning	Lack of commitment Lack of enough resources	Trainings Resources	Jan-Dec 2022	7M	SGS Nawiri
Coordinating	Lack of intersectoral collaboration	Integrity issues Poor leadership No proper reporting structure	Forming WASH stakeholders' forums	Jan-Dec 2022	10M	SGS Nawiri Other WASH partners

Sector providers	Lack of policy to guide the process	Poor leadership Political protection Cartels within the sector	Policy formulation	Jan-Dec 2022	5M	SGS Nawiri Other WASH partners
Social norms	Cultural beliefs	Illiteracy Myths Lack of exposure	Seminars Trainings Exchange visits	July 2021-Dec 2021	7M	Red Cross County government Nawiri Other WASH partners

The sub-sector worked on all WASH BAT building blocks criteria but re-prioritized them for the urban and rural water supply services sub-sector: sector policy and strategy; accountability and regulation; financing; monitoring; planning and review. The following section provides in detail what informed the action plan in the table above.



For 6 months, a community lived with a broken-down borehole. Upon checking, the spare part required costed only Ksh.600.

The cost to the county government and the community was much higher. Water Management Committees need O&M trainings. We hope Nawiri can support training them.



Sector policy & strategy

Many of the policy and strategies for natural resource management also apply here. Additionally, the workshop noted that national policy guides coverage and service targets, including safely managed drinking water services.

They affirmed that the National Environmental Policy 2013 requires environmental sustainability of services, including climate resilient development. The team noted that these areas should feature in the proposed County Water Act and policy.

The national water policy and legal framework clearly defines roles and responsibilities, service norms and standards. But the provisions for accountability mechanisms between users, service providers and government are vague.

The county has a public participation act, but citizens are not aware of their rights and responsibilities. Hence, their engagement is limited.

Accountability and regulation arrangements

Accountability mechanisms have similar strengths and weaknesses as in NRM. Additionally, private water operators, especially those working with water bowsers/boosters, need regulation on quality management and tariff setting.

Financing

Additional funds theoretically can be raised through financing institutions, but the actual finances are lacking. The private sector has no incentive to invest in water supply. Public allocations and external aid are insufficient. Bankable projects have not been documented.

Limited budgeting and financing results in weak planning and participation in water services. Oversight and financial accountability are also weak.

The workshop participants also noted that the national government has a long history of underfunding Samburu.

Planning, monitoring and review

The workshop defined a water supply plan as a set of budgeted activities to achieve agreed targets and validated by a wide range of stakeholders.

According to the water supply team, institutional roles and accountability are clearly defined and operational. A coordinating body exists and meets as needed. Mandated government agencies lead WASH sector stakeholders. While government has a water master plan, it is not contextualized to Samburu needs. The strategic plan is under development.

However, they said the national water master plan does not set out clear responsibilities. Consultation and financing are both lacking. They said they the plan did contain a target to reduce inequalities as well as advocacy activities. They said procedures for public participation are unclear.

Samburu has a financial plan for water supply services through the CIDP, but it has no investment plan. Water supply suffers from the same shortcomings as NRM in evidence gathering and use for M&E.

Urban and rural sanitation

Table 5. Major bottlenecks in Urban and Rural Sanitation sub-sector as per prioritized WASH BAT building blocks criteria and costed action plans

CRITERIA	BOTTLENECK	CAUSES	ACTIVITY	TIMEFRAME	BUDGET	RESPONSIBILITY
Sector policy and strategy	Lack of county sanitation and hygiene policy	Lack of interest by actors (sanitation)	Design of county sanitation and hygiene policy	6 months	10M	County government Partners (NGO)

Budget and expenditure	Diversion of budgeted funds for sanitation	Lack of prioritization of sanitation activity Lack of political goodwill	Sensitizing political leaders on importance of sanitation and hygiene	6 months	2M	Department of Health Partner (NGO)
Coordinating	Lack of common interest among the actors	Conflicting interests among actors	Strengthen existing forums to find a common goal	6 months	1M	County Government, NEMA, TWE, Partners (NGOs)
Accountability and regulation	Lack of defined roles among players	Conflicting interest	Proper allocation of roles to different stakeholders	6 months	1M	County Government Partner (NGOs)
Capacity development	Limited knowledge among players	Inadequate budget to build capacity of the relevant actors	Conduct trainings to CHVs, CHAs, PHOs and other stakeholders on sanitation and hygiene	Ongoing	10M	County Government Partners (NGOs)
Monitoring and Evaluation	M&E is not carried out most times	Lack of funds and tools for M&E End of stakeholders' project timelines before indicated timelines for M&E	Designing a monitoring and evaluation plan in advance	Continuous	3M annually	County Government Relevant stakeholders

Key priorities identified for the urban and rural sanitation sub-sector were sector policy and strategy; institutional arrangements; coordination and accountability; budgets and expenditures; and monitoring.

Policy and strategy criteria

Samburu has no sanitation policy, and follows the national regime, including constitutional guarantees around WASH as a human right.

The workshop said objective 6 of the environmental and hygiene policy included clear supporting documents with coverage and service targets. This entails achieving 100% ODF across Kenya by 2030, along with improved sanitation and increased public investment in sanitation and hygiene.

Equitable services are guaranteed by the constitution.

Section 5.9.1.3 of KESHP requires counties to provide enough resources for sanitation.

Samburu is conducting community total led sanitation and drilling and rehabilitation of boreholes.

Coordination

While roles and accountability are clearly defined, and a coordinating body functions well, the team said government does not have a single plan for sanitation.

Sanitation is managed under service delivery arrangements at the community level. Community health assistants and volunteers receive training on hygiene and sanitation. The workshop felt they do not receive enough training in technical and managerial skills.

Accountability

Overall, county monitoring and verification systems for sanitation are in place. Lead institutions have clear roles and responsibilities, and they have a performance appraisal system. Reporting by different line county departments and sub-counties is consolidated. Insufficient resources and capacity exist to implement regulations. An independent regulatory authority exists for sanitation and is empowered to fulfil their mandate. Incentives are minimal for investment in environmentally sustainable and efficient technologies. It was proposed that joint evaluations can support improve social accountability in the sub-sector.


Budget and expenditure

The budget is disaggregated by sanitation and expenditure is tracked. Some budget and expenditure reports are publicly available. Tariffs are not regulated. Capital expenditure is too low to meet sanitation investment targets. Equity criteria are not considered in spending, and no specific measures are in place to reduce service inequality. There is a body that represents the needs of sanitation service customers in the budgeting processes, but public participation needs to be enhanced. Funding for sensitization campaigns is not explicitly addressed in the budgeting process but is adequate. Multi-year budget allocations are provided in the CIDP amongst other documents, and long-term commitments are known – for instance, expansion of sewerage coverage in Samburu towns. Donor funds are not aligned with government systems. There is a clearly articulated procurement process.

Monitoring

A monitoring feedback system is in place to improve decision making across different levels. A set of indicators are monitored over time, reflecting how well service providers are working, and looking at the service chain.

Coverage of specific populations is monitored to track progress in reaching vulnerable groups. Service providers benchmark their internal monitoring against regulatory standards, but corrective action may not be timely. Reports of formal service providers are made public, including customer satisfaction data.



Established sector learning processes are seldomly used by stakeholders. M&E needs funding and more use of ICT.

Political Leadership

Elected and non-elected representatives are actively involved in planning and advocacy. Traditional and community leaders are not adequately represented and engaged. However, corruption and nepotism in hiring remain a challenge. The workshop proposed that accountability structures are put up and public participation is increased.

3. Recommendations for programming

These interventions are the views of the workshop participants' contributions drawn from county relevant departments and other stakeholders. If these are adopted, the activities should be aligned with USAID's Journey to Self-Reliance to strengthen local capacities. Work must be done with host county governments and partners. The activities should also be shaped up by Collaboration, Learning, and Adaptation as a strategy.

Professionalizing rural water access

SAWASCO currently supplying only 80,000 of the 310,000 people in Samburu, mainly in Maralal town. The county recognizes water supply as an ongoing service that needs management over the life of the physical infrastructure. Service delivery must recognize the importance of wider systems of governance, the enabling environment, political economy, life cycle costs, and the role of local institutions.

Therefore, we recommend rural water access interventions at two levels:

1. County level focusing on legislation and policy framework on water service delivery and water resources management. The focus should also go towards strengthening planning, contracting, monitoring, and post-construction support.
2. Service provision level: Nawiri to support and facilitate services provider to improve service on day-to-day operation, administration, and maintenance. This should be through adopting efficient internal policy, processes, and adoption of innovative technologies.

Interventions at each level must center on five key WASH BAT building blocks:

- Institutional capacity: policies, strategies, delineation of roles and functions; and effective coordination. DWENRE must be able to organize effective technical, administrative, and institutional support to service providers
- Financing: funding for initial capital investments, operation, and maintenance costs, as well as indirect support costs, and ensuring tariffs and fees are affordable to the most vulnerable
- Asset management: good design, appropriate planning for expansion, and quality assurance during construction and clearly defined asset ownership – includes whether the technical know-how is in place and the extent to which systems and tools for asset management have been developed and implemented.
- Water resource management: planning and design of infrastructure that considers current and future water demands and resource availability, as well as institutional linkages between those entities that manage watersheds – the service authorities and service providers.

- Monitoring and regulation: monitoring systems that routinely collate relevant data about the quality of services and performance of service providers – used to inform service delivery. Regulatory oversight is exercised to protect the interests of consumers, and ensure authorities have appropriate contracting power

Urban water access

Towns are growing, and SAWASCO must plan for their future needs. More concentrated populations could lower costs per beneficiary but bringing water supplies to areas that never had them carried a high upfront cost. This includes funds for infrastructure, staff and O&M. Extreme urban poverty is growing. Peri-urban areas, small towns and rural areas have many links. But Samburu County remains largely rural, which justifies the spending to serve rural populations. Here's how USAID Nawiri's robust rural programming can integrate urban sensitivity.

Ensuring political and financial sustainability

4. Strengthen political will and institutional capacity to establish clear plans and rules for service provision. Regulate and monitor service quality. Coordinate infrastructure project development and promote investment. Deliver services efficiently and equitably.
5. Legal and institutional arrangements for regulating service delivery. As identified by the workshop, this includes establishing conditions that support partnerships between public, private, local, and international entities. Regulation of standards, and oversight of the management and operations of service providers should be clearly defined and transparent to all stakeholders. All segments of the population should have the opportunity to become service customers without prejudice.
6. Financial viability. County budgets alone cannot make the investments required. Commercially viable operations are need for long-term success. When services are not fully commercially viable, a blend of government grants, donor funds, tariffs, and/or general revenues can leverage, rather than crowd out, long-term private investment.

Advancing accountable, pro-poor service delivery

This is proposed through social inclusion and equality technologies, policies, tariffs and infrastructure, transparent and accurate information to enhance accountability in service provision, create and scale up low-cost technologies for underserved areas and enhance consumer engagement to create demand. Selected contextual SDMs should embeds the management and operation of a water system into the sector's regulatory framework so as to guarantee the protection of the interests and the rights of the consumers and to ensure that water services are provided according to the national standards.

Foster public-private collaboration

This could be through allocating activities to the public or private institutions that are best-positioned and skilled to address the specific service challenge. USAID Nawiri technical assistance can help to improve the investment climate and to foster innovative new urban service approaches. For example, the Water Service Providers Association could help improve SAWASCO's performance.

Support DWENRE resilience

Increased access to water will help improve livelihoods, making it the first step toward the county's self-reliance. Better livelihoods should allow the county to raise more revenue.

Rural sanitation

Rural sanitation means more than building toilets. USAID Nawiri may consider four elements to contribute to county-wide sustainable rural sanitation:

Governance: This includes all the policies and strategies that delineate roles and that coordinate them effectively. The Department of Public Health needs to organize effective technical, administrative, and institutional support to strengthen markets and service provision. This includes monitoring systems that routinely collect and analyze data, with regulatory oversight to protect public health as well as the interests of consumers and service providers.

Financing: Public funds are needed to support those governance functions and implement programs that increase access to sanitation, such as behavior change campaigns and targeted subsidies. This category also includes private consumer finance for households to invest in working capital for sanitation companies.

Behaviors: Individual and collective behaviors – whether cultural, economic, or environmental – affect the use of sanitation services. Robust efforts are required on social, and behavior change approaches that are geared towards shifting community structural norms for adoptive of safe hygiene practices. Working with communities' elders who are culture and norm custodian was cited one of strategic approach that Nawiri and other actors can adopt.

Markets: Local, regional, national, and niche markets sell aspirational and affordable sanitation products, centered around businesses that need to make a profit, within the rules of the sector couple with mentioned above SBC strategy to create demand for sanitation products and services

Urban Sanitation

With the devolved systems of government, the Samburu County urban centers – Maralal, Wamba and Suguta Marmar, and other peri urbans are growing and expanding at high rate. This requires county to progressively put considerations on the entire sanitation service chain: fecal waste containment, collection, transport, treatment, and final disposal or reuse for these centers from long term perspective. Without county-wide efforts to address sanitation challenges, a good enabling environment for proper nutrition cannot be achieved without these considerations. Thus, USAID Nawiri should put efforts to facilitate Samburu County to formulate inclusive policy to embed sanitation long term strategies for addressing urban, rural, and other and emerging peri-urban current and future sanitation challenges. Management of sanitation services is as important as the technologies involved, and the service must be financially viable. The Department of Public Health must understand the costs and how to cover them. USAID Nawiri can provide technical assistance while aiming for strategic, incremental improvements.

Water resources management


Focus on high-priority water resources and catchment areas working collaboratively with DWENRE, Water Resources Authority (WRA) and Water Resources Users Association (WRUAs). Strengthen DWENRE's, WRA and WRUAs efforts to manage natural resources for sustainable human use. Support these institutions in combating conservation crimes like illegal logging and sand harvesting. Strengthen the governance of DWENRE, WRA and WRUAs and water service providers to adopt the inclusive management of water resources. Improve strategic, transparent, and inclusive planning processes. Develop innovative partnerships, including with private sector.

Additionally, USAID Nawiri need to facilitate WRA to strengthening existing WRUAs like Nontoto, Seiya and Olkeju Osera for further growth, operationalised and access finance for their sub-catchment management plans (SCAMPs) for inclusive watershed management, and established new WRUAs in sub-county that do not have existing ones.

Gender and WASH issues

Gender issues were rarely mentioned in the workshop, and it took the facilitators push to have the participants say a word or two on the same. In this regard, it is proposed that USAID-Nawiri:

- Lobby to mitigate barriers to women's equality in WASH through policies and legislations.
- Address the gender financial inclusion gap for women entrepreneurs to grow WASH businesses.

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- Promote female-friendly basic and safely managed sanitation, especially through increased women's participation and support for more inclusive governance.
 - Promote menstrual hygiene management, including by enhancing menstruation education, to reduce barriers to women's and girls' equal participation in Samburu.
 - Support water service providers to be more inclusive and enable women to enter these professions.
 - Champion inclusive management of water resources

Annex 1: List of Participants

S/NO	NAME	ORGANISATION	SUBSECTOR
1	Benson Lepe	SCG	WRM
2	James Kiptoon	SCG/MOH	WRM
3	John Lenarev	SCG	WRM
4	Mercy Nuru	NAWIRI	WRM
5	Peter K. Mbugua	MOH-Samburu	Sanitation
6	Mercy Chebet	KRCS	Sanitation
7	Laban Kungú	MOH-Samburu East	Sanitation
8	Lekatap Eli	ACTED	Sanitation
9	Augustine Lemonowapi	MOH-Samburu	Sanitation
10	Daniel Loksembe	Samburu Children's Program-Childfund	Water Services
11	Christopher Lekaitik	MOH-Samburu East	Water Services
12	Raphael Lolokuru	SAWASCO	Water Services
13	Silvester Lesokoyo	Social Services	Water Services
14	Maru Leagile	SCG Water Department	Water Services
15	James Kamanja	NRT	Water Services
16	Eric Lekolii	TSP	Water Services
17	Simon Lemesele	SAWASCO	Water Services

CONTACT



DARIUS RADCLIFFE

Chief of Party (CoP), USAID Nawiri

MERCY CORPS

tel [+254 701 442 396](tel:+254701442396) | skype [mdariusradcliffe](https://www.skype.com/people/mdariusradcliffe)

The Almont Park

Church Rd. | Westlands – Nairobi, Kenya



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