

Alternative Budget Memo on Sanitation 2018

November 2018

By Institute of Economic Affairs

1.0 Introduction

The Institute of Economic Affairs (IEA-Kenya) together with Homa Bay sub county Civil Society Organizations are pleased to present a Budget memo on sanitation for the fiscal year 2019/2020.

The budget memo contains budget proposals from the public Sub county stakeholders who attended the IEA-Kenya pre-budget hearings that took place on Tuesday, 18th August 2018 at Twin Tower Hotel in Homa Bay Town. The proposals submitted were consolidated and synthesized by the IEA according to the various Medium Terms Expenditure Framework (MTEF) sectors largely based on their feasibility, whether they make economic sense and whether they are in line with the county priorities of the government.

The Budget Memo seeks to influence county government decisions and help civil societies to develop viable alternatives to government policy. Equally, it provides a complementary avenue for deepening participatory budgeting given the legal basis for public participation in government planning and budgeting processes. Since the country transitioned into devolved system of government, it is envisaged that through the IEA-Kenya pre-budget hearings and Budget memo, there is likelihood of increased civil society's engagement with county government planning and budgeting.

2.0 Why focus on sanitation and why does coverage matter?

Sanitation is a devolved function of the county government and a constitutional right in Kenya. The National Government has the responsibility of ensuring that it develops the requisite policies on sanitation which are then integrated and implemented by the county government. Further, universal access to improved sanitation yields maximum health, social and economic benefits. For example, Homa Bay County loses Kshs. 920 million each year due to poor sanitation (World Bank report) and this includes losses due to access time, premature death, health care costs and productivity. This estimate does not include some costs that could be significant (such as water pollution and tourism) and is therefore likely to under-estimate the true cost of poor sanitation.

A Study entitled *“The Effects of Poor Sanitation on Environment, Public Health and Well-Being commissioned by SNV Netherlands Development Organization as part of the Voice for Change Partnership (V4CP) Programme advocates for county governments to address water, sanitation and hygiene (WASH) issues affecting their communities”*. The V4CP Programme is implemented by SNV in collaboration with the Institute of Economic Affairs (IEA). The research was conducted by the Centre for Population Health Research and Management (CPHRM). Key findings suggest that Homa Bay County has high cases diarrhoea diseases which is the leading causes of illness for children below the age of five years. This is brought

about by various factors including; hand washing with soap, exposure to sanitation messages, contamination of water sources with *E. coli* among others.

3.0 Is there any need to understand the priority setting in the budget process?

The process of priority setting in whatever sector at the county government level is preceded by a planning process. This entails preparation of annual county development plans that identify strategic priorities for the medium term. These plans are drawn from the five year County Integrated Development Plans (CIDPs) that each county has developed.

As the basis of county budgeting and expenditure process, county governments make efforts towards aligning these plans to Vision 2030 and its Second Medium Term Plan. However, this is constrained by the fact that available statistics are segregated by the former districts, division and location and not the current planning and service delivery units of the devolved system (county, sub counties and wards). Equally, although majority of counties involved the public in the formulation of these plans, this has not been done consistently coupled with the fact that most counties engaged consultants to develop the CIDPs. Given the limited time and the foregoing issues, a number of counties are currently reviewing their CIDPs for the period 2017-2022.

Counties through the County Executive Committee member for Finance are supposed to submit their annual County Development Plan to the County Assembly not later than 1st September for their approval and a copy sent to the National Treasury and to the Commission on Revenue Allocation. As a critical entry point for public engagement, the County Executive Committee member for Finance is legally required to publish and publicize the annual development plan within 7 days for public access.

To implement these priorities, detailed programmes will be developed complete with financial implications and performance indicators. In addition, these plans also provide details on how county governments will respond to changes in financial and environmental context.

4.0 Basis for Resource Envelope and stakeholders views in the budget cycle

The basis for deciding the size of resource envelope or the macro fiscal policy making process involves county governments making projections of resources they anticipate to raise or mobilize. These resources are to finance priority and expenditure plans over the medium term.

Specifically, the process starts with the issuance of circulars to guide all county government entities in their preparation of the budget. Consequently, each county prepares a Budget Review and Outlook Paper (BROP) that are submitted to the County Executive Committee (CEC). Further in February, the County Treasury in consultation with the various stakeholders prepares and submits County Fiscal Strategy Paper (CFSP) to the CEC which captures details of broad strategic priorities and policy goals to guide budget preparation. The CFSP is consequently submitted to the County Assembly for their approval by 28th February.

The CFSP shall contain the following:

1. How the projections on economic growth of Kenya and other macroeconomic indicators as contained in the Budget Policy Statement (BPS) will impact on the economic environment for the county for the following budget year and in the medium term.
2. Anticipated size of county budget based on expected growth of the county, revenue, expenditure and public debt projection over the medium term accompanied by underlying economic assumptions
3. Indicative expenditure ceilings for the various county entities
4. Statement indicating whether the county adhered to fiscal responsibility principles

The approved CFSP and recommendations provided by the County Assembly forms the basis of finalizing County Budget Estimates for the financial year. Counties are allowed to revise their fiscal framework in case of a significant or an unexpected change in the County economic growth and/or due to induced policy changes emanating from change of government.



5.0 Did the previous (2013-2017) County Integrated Development Plan for Homa Bay contain programmes on Sanitation?

The planning process is an integral part of the development process. It is the first critical stage of the budget process (PFM 35 and PFM 126). The PFM Act 126 provides that every county shall prepare a development plan in accordance with Article 220(2) of the Constitution of Kenya for approval by the county assembly. The county executive committee member responsible for planning shall submit the development plan before the county assembly by 1st September. The development plan will inform the budget priorities for the coming year.

The CIDP reflect the strategic midterm priorities of the county governments. The CIDP contain specific goals and objectives, a coasted implementation plan, provisions for monitoring and evaluation and clear reporting mechanisms. It contains information on investments, projects, development initiatives, maps, statistics, and a resource mobilization framework. The County Governments Act, 2012 (CGA), 104 obligates a county to develop an integrated plan, designate planning units' at all county administrative levels and promote public participation and engagement by non state actors in the planning process. The county plans shall consist of the following;

1. The County Integrated Development Plan (CIDP) is a 5 year plan that shall inform the county's annual budget;
2. County Sectoral Plan (10 year plan);
3. County Spatial Plan is a 10 year plan using the Geographic Information System (GIS) based system and will be reviewed every 5 years;
4. City and municipal plans

In Homa Bay, the issues related to sanitation in county's CIDP Feature's in Health sector.

In the health and Sanitation sector, the County CIDP does not mention issues of sanitation as sector priority. In particular, the CIDP identified various health sector initiatives that will further improve health service delivery while sustaining the replicable health practices already put in place. These health initiatives

that the CIDP seeks to emphasize on; improvement and upgrading of health facilities, service delivery enhancement, community health strategy, efficient drugs and commodities management strategy and cemetery and mortuaries. While it's important to focus on Health Facilities Improvement and Upgrading, Service Delivery Enhancement, Community Health Strategy, Drugs and Commodities Management Strategy, Cemetery and Mortuaries in the sector, a focus on sanitation should be integrated in the next phase of preparation of CIDP.

The major waste disposal and sanitation facilities in Homa Bay County are pit latrines with coverage of 60%.With the growing urbanization, there is need to put in place proper sewerage treatment systems so as to cope with the rapid housing and expansions. This will help prevent the spread of hygiene and other related related diseases.

The CIDP identifies the following targets to be focused on by 2017:

1. Develop four sewerage and treatment systems by 2017
2. Put in place WASH strategies that will enable the county achieves 100% latrine coverage by 2017.
3. Develop legal frameworks for use of septic tanks in human waste disposal systems.

Key proposals in the county on sanitation should have clear priority on sanitation domiciled in one ministry during the preparation of the next phase of CIDP.

6.0 Does the Draft (2018-2022) County Integrated Development Plan for Homa Bay contain programmes on Sanitation?

The draft County CIDP for the period 2018-2022 contains sanitation programmes under Health and Sanitation Sub-sector Programmes. The objectives are to have a sustainable solid waste management system and to reduce incidences of preventable diseases and ill health. Some of the outputs are as indicated below;

1. Sewer systems constructed/ rehabilitated and extended
2. Decentralized treatment facilities constructed



- and in use
- 3. Acquire dumpsites
- 4. Complete planned works on the waste water quality laboratory
- 5. Coded Litter bins purchased and installed
- 6. Waste trucks purchased and in use
- 7. Skip loaders purchased and in use
- 8. Noise meters
- 9. Motor bikes procurement
- 10. Construction of incinerators
- 11. Procure water sampling materials
- 12. Procure waste disposal equipment

The CIDP provides an estimated Ksh. 2,615,000,000 for this outcomes.

7.0 Does the budget reflect focus in sanitation as reflected in the CIDP?

Homa Bay County is one of the counties that need more focused attention to improve sanitation outcomes and indeed ensuring resources allocated toward sanitation are expended as envisaged. In fact and from the analysis of the CIDP, the county recognizes sanitation issues as an upfront priority by ensuring that programmes are in place that will ensure that the county eradicates diseases which are associated with lack of proper sanitation. This can only be enhanced through budget allocation toward the sanitation sector and address issues of absorption capacity in the public Health sector of the county.

From the above summary of resources allocated to the sector, it's clear that the priorities in the CIDP are not observed when allocating resources going by what is either contained in the county fiscal strategy paper or the final approved county budget estimates. What is clear is that resource allocation toward sanitation and community led total sanitation has a positive impact since inception of devolution. However, actual expenditures on sanitation are not readily available and where such information is shared, the total expenditure on sanitation is highly aggregated.

This budget memo thus raises certain questions of budget transparency and prioritization of sanitation spending that affects life outcomes for children and citizen of the county in general. This memo is directed at the Budget and Appropriation Committee and

Health committee of Homa Bay County Assembly and provides facts and advice to enable the committee to put both the County Treasury and the County Executive to task as they are scrutinizing the Estimates on how views from the public will be incorporated with respect to the sanitation sector.

8.0 Unavailability of County Budget Estimates to the public will hamper effective public participation

The County Budget Estimates for Homa Bay County like in most counties is not available online since it was tabled before the County Assembly by the end of April 2017. This is direct violation of both the Constitution of Kenya and the Public Finance Management Act (2012) which requires each of the 47 counties to publish and publicize budget information throughout the budget cycle.

It therefore means the residents of Homa bay participated in the public hearings without information on budget proposals for the different sectors including sanitation and this mean that the residents of Homa bay did not effectively influence or shape proposals in sanitation or for any other sector. This has been a consistent violation and an unfair constraint to active and meaningful participation in shaping budget policy for the citizens of Homa Bay County.

This memo therefore raises the issue of ensuring that the county government shares with the members of the public budget estimates and any other budget document so that the citizen can contribute and their views are heard for the welfare of the development of the county.

Homa Bay Budget Estimates are not comprehensive and their presentation makes it difficult to interpret and conduct analysis.

The level of detail and breakdown in budget information is important to enable the public to interpret and conduct any analyses they wish to. A review of budget estimates for Homa Bay County since 2013/14 shows that despite considerable improvement in the way budget information is presented, the budget statements are still opaque in the following ways:



For example, some information on the health sector under is not broken down to meaningful levels and therefore one is not able for example in the Ministry of Water and Environment to tell specific allocations to sanitation services. Given the critical place of sanitation in the county, the failure to disaggregate budgets information to disclose allocations and spending to these areas is a serious failure of the duty to inform the public.

9.0 What the county Treasury should do for the Sanitation sectors bids

In reviewing the sector bids, the county treasury should consider the following elements alongside any other set guidelines communicated through the circular for the fiscal year 2019/2020;

1. Linkage of the programs with objectives of the CIDP, vision 2030 and other policies at the County level for the sanitation.
2. Degree to which program address core poverty interventions
3. Degree to which the programs is contributing to the core mandate of the department in the health sector
4. Clarity on Outputs and Outcomes of the programs and linkage to program objectives for sanitation

PROPOSALS

Homa Bay county Budget proposal from CSOs on Sanitation for the financial Years 2019/2020

The Homa Bay based CSOs held a half day pre budget forum on Tuesday 18th August 2018 at Twin Tower Hotel collating views on sanitation submission that need to be included in the financial year 2019/2020. The aim was to advocate for Inclusive planning and budgetary prioritization in sanitation by the County Government, increased CSOs influence in agenda setting with the county ministries as well as improved collaboration between CSOs and County government officials.

The following proposals were shared during the pre-budget hearings and they are key in ensuring that resources toward sanitation components and programmes are allocated

Situational analysis

The Sanitation sector in Homa Bay county budgetary allocation remain low despite statistics showing the need to invest infrastructure to achieve ODF status as depicted in the CIDP and the ministry of health National ODF Kenya 2020 campaign framework 2016/17- 2019/2020. The following table shows the ODF status for the county;

Homa Bay CLTs Progress - 31st October

Total Number of Villages - 3098	Total Triggered	Total Claimed	Total Verified	Total Certified
	1053	514	294	93
Percentage	34%	17%	9%	3%



Sub-County CITs Progress					
Sub county	No. of villages	Triggers	Claims	Verifications	Certifications
Homabay Town	226	62	36	31	0
Kabondo Kasipul	316	128	70	38	19
Kasipul	307	87	37	23	22
Mbita	323	88	6	6	0
Ndhiwa		118	44	36	5
Rachuonyo North	518	180	103	60	46
Rangwe	355	200	108	93	0
Suba	394	182	105	2	0

Source: Ministry of Health as of 31th October, 2018

The overall ODF campaign objective is to eradicate open defecation by the end of the year 2020. Specific objectives under Ministry of Health National ODF Kenya 2020 campaign framework 2016/17- 2019/2020 includes; Social mobilization and participation, education and media campaign, CLTS Implementation Stakeholders and intergovernmental forums and Monitoring and Evaluation and reporting. Each of the specific objectives has a possible funding either from the national government, the county government or even development partners. It is therefore important for both levels of government to allocate resources to the sanitation sector for the realization of these objectives.

Proposed Homa bay budget submissions for the financial Year 2019/2020

1.0 Suba Sub-County

No	Proposals	Justification
1.	Carry out mapping of the existing health key actors and players in the community.	To enhance effective and efficient service delivery to avoid duplication of work by the Government, partners and CSOs.
2.	Carrying out Sub-County sensitization in Public gatherings, Beaches, Schools and Town centers on Health, WASH and Waste Disposal management inclusively by all partners	Encourage public participation on the best practices as witnessed and documented in other areas/Counties that have practiced safe Health Techniques, waste management and WASH Programme.
3.	Establishment of Community Sanitation Advocacy Committees where the public can engage and debate sanitation issues to create more awareness.	Encouragement of better sanitation behavior in the community of Suba sub-County and Homa bay County
4.	Establishment of Waste Disposal sites, safe dump sites and erecting of waste tins in Beaches, Town Centers and in Public Primary Schools.	Facilitate the community and Citizens to equally own the County and devolved system structures and facilities for better service delivery and project sustainability.
5.	Establishment of safe toilets in Beaches, Town Centres and in strategic sites in the Community to control communicable diseases and water borne diseases that come as a result of poor waste disposal and poor faecal matter disposal.	Engage community leaders and put key actors to task on latrine coverage and take immediate action on emerging issues in the community.

6.	Participation in Public Health Days and Public Days through Dramas, Theatre, songs to advocate for Health and Sanitation to the community to make informed choices.	To bring about openness in changes in an individual's behavior by keenly assessing the environment at different levels. From the household level, community level and to the Institutions
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2.0 Kasipul Sub-County

No	Proposals	Justification
1.	Community sensitization and awareness meetings.	The survey on 'Effects of Poor Sanitation' revealed that there is linkage between the prevalence of diarrhea and exposure to sanitation messages. Creation of awareness will raise the standard of hygiene and hence reduce the occurrence of diarrhea especially for children below 5years.
2.	Waste collection in markets and identifying a secure dumping sites and introducing waste bins in estates.	The estates in Kasipul sub-county lack public bin for waste disposal and a central and managed waste disposal site.
3.	Training/sensitization of PHOs/CHEWs, PHTs, CHVs and leaders on sanitation upgrading/ODF	Allocation of funds to facilitate training for all public health workers on sanitation for more efficiency in handing the sanitation status of the sub-county.
4.	Quarterly community Dialogue days in every ward	Ensure structured dialogue meetings to constantly review and come up with solution to solve the sanitation problems in the sub-county.
5.	Strengthening/formation of locational/ward/sub-locational/village ODF committees	To ensure focal people at grassroots level championing ODF status for all villages in the ward.
6.	Intra/inter ward exposure visits for deeper sanitation/ODF awareness and up scaling.	To be a benchmark for other villages in the sub-county.

3.0 Rusinga Sub-county

No	Proposals	Justification
1.	Creation of community participative clean up and solid management programs for the shopping center and beaches.	Cleaner water for household which will reduce the prevalence of the waterborne diseases and death among children and adults
2.	Initiating hygiene awareness programs.	The programs will educate all members of society who are vulnerable to poor sanitation and prevent children and adults from the risk of contaminating sanitation illnesses.



4.0 Ndiwa Sub-County

No	Proposals	Justification
1.	Ensure the sanitation dialogue is multi-sectoral to address the interlinking issues relating sanitation with other sectors.	Lack of coordinated support from the ministries that are closely related with WASH issues. This will ensure that all aspects of sanitation are addressed by relevant ministries.
2.	Formation of committees to monitor Sanitation & climate change at the community that is adequately funded by County Government	Lack of clearly analyzed and coordinated projects in regard to climate change and WASH factors that affect livelihood.
3.	Training the selected committee members on disaster management skills during sanitation risks for example flooding seasons.	Limited members of the community and CHVs have knowledge on potential hazards and disasters due to lack of Water and sanitation requirements. Inadequate mitigation measures to potential hazards and disasters that affect water and sanitation infrastructures
4.	Dialogues should be done within their Community Units (CUs) on sanitation and supported by all sanitation agencies.	Assist by ensuring services are brought closer to the people particularly those who need them. Each unit is should be assigned 2 Community Health Extension Workers (CHEWs) and community health volunteers who offer promotive, preventive and basic curative services

References

1. 2009 Kenya population and housing census, Kenya National Bureau of Statistics
2. Governors Conference Report 2014 v
3. Kenya, A. G. (2010). The Constitution of Kenya. Nairobi: The Government Printer.
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ANNEXES

Sector Proposals – Contributors

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Images



Dialogue Session at Kobodo Dispensary.



Institute of
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Homa Bay County

Alternative Budget Memo

The Institute of Economic Affairs (IEA-Kenya) is a civic forum which seeks to promote pluralism of ideas through open, active and informed debate on public policy issues. It is independent of political parties, pressure groups and lobbies, or any other partisan interests.

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