

Joint Case Study
Watershed Partnership & Health Systems Advocacy
Partnership
in Kajiado, Kenya

FINAL REPORT

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Abbreviations and Acronyms

CADP	County Annual Development Plans
CBO	Community Based Organization
CCA	Causal Contribution Analysis
CESPAD	Center for Social Planning and Administrative Development
CFSP	Country Fiscal Strategy Papers
CGA	County Government Act
CHS	Community Health Service
CHW	Community Health Workers
CIDP	County Integrated Development Plan
CSO	Civil Society Organization
EPJI	End of Poverty Initiative
FGD	Focused Group Discussions
FGM	Female Genital Mutilation
FP-CIP	Family Planning Costed Implementation Plan
GEM	General Elimination Methodology
IWRM	Integrated Water Resources Management
KEWASNET	Kenya Water and Sanitation Civil Society Network
KII	Key Informant Interviews
KWAHO	Kenya Water for Health Organization
HAS	Health Systems Advocacy
HRH	Human Resources for Health
MCA	Member of County Assembly
MOU	Memorandum of Understanding
NEMA	National Environmental Management Authority
NGO	Non-Governmental Organization
NIA	Neighbours Initiative Alliance
PEM	Public Expenditure Management
PFMA	Public Financial Management

SACDEP	Sustainable Agriculture Community Development
SPs	Strategic Partnerships
SCMP	Sub Catchment Management Plan
TWG	Technical Working Group
WASH	Water, Sanitation and Hygiene
WRUA	Water Resources Uses Association

Executive Summary

This document presents the report for the joint case study for Watershed Partnership¹ and the Health Systems Advocacy Partnership in Kajiado County, Kenya under the Dialogue and Dissent Programme. The Dialogue and Dissent Strategic Partnerships (SPs) programme is funded by the Dutch Ministry of Foreign Affairs (MoFA) and aims to strengthen the capacities of civil society organizations in evidence-based lobby and advocacy for a range of human rights since 2016. The joint case study is between strategic partnerships, Watershed - Empowering Citizens and the Health System Advocacy (HSA) Partnership and is focused on learning about civic space supported under these programmes. The two partnerships are similar in the subjects they target including policy makers, committees, technical working groups and CSOs but with a different thematic focus (WASH vs. SRHR). While Watershed provides technical support to policymakers, for example on monitoring of water resource management, the HSA Partnership does so on co-drafting policies and budget proposals. In the process, a range of local organizations (NGOs and CSOs/CBOs) are strengthened in their capacities by the partnerships. The two partnerships have used Outcome Harvesting in the regular monitoring of the results of the programme since 2018.

The scope of the joint case study was the civic space in governance in Kajiado County, covered the period from January 2016 until August 2019, focused on local decision makers, service providers in the field of WASH/IWRM and health/SRHR, TWGs and committees. It also focused on the local Watershed and HSA partners active in Kajiado including the core partners, 'implementing' CSOs/NGOs, and the CSOs/CBOs (community-based organizations) they collaborate with in the county, as well as platforms of CSOs or multi-stakeholder platforms supported by the Partners.

Four key research questions used to assess the achievement of this objective included to:

- i. determine how in Kajiado county, civic space changed over time (January 2016 to August 2019) in the perception of CSOs, citizens, policy makers, government officials, journalists, experts, others,
- ii. determine the factors fostering or hampering progress to improve civic space,
- iii. assess the reasons these factors foster or hamper progress to improve civic space and
- iv. determine the role the two SPs (local partners of Watershed and Amref as part of HSA) played in the observed changes in civic space.

The research endeavored to answer the research questions above pegged on the three aspects of civic space being investigated including **accountability** of government and civil society organizations about their plans, activities, and results; **participation** of different stakeholder groups on governance processes; and **transparency and communication** about government mechanisms.

The joint case study provides insights into which factors foster or hamper the civic space (in general and for WASH/IWRM and SRHR in particular), as well as the underlying reasons behind these factors. To estimate change more accurately, contribution analysis method has been used (see explanation under approach section). Baseline data on civic space and progression since 2016 has been reconstructed by using a civic space rating scale, including appropriate questions in the KIIs and FGDs

¹ The Watershed – Empowering Citizens programme is implemented by a consortium of 4 CSOs based in the Netherlands: IRC, Simavi, Akvo and Wetland International.

as well as reviewing literature available on specific areas of interest. This has helped determine the situation in 2016 before the project started for a more informed comparison.

The case study also provides concrete recommendations for maintaining or adjusting ways of working of the two SPs, adjust and inform future programming.

Key findings

The study assessed already harvested outcomes and identified others during fieldwork and validated these outcomes among the beneficiaries including community members, government and local non state actors. Findings indicate that CSOs in WASH and SRHR are now better organized to hold the government accountable and participate in decision making processes. However, CSOs lack adequate knowledge and skills on devolution processes including the budget cycle.

As much as CSOs are trying to push for accountability from the county government, lack of adequate data as evidence, inadequate knowledge management, with missing documentation by both CSOs and the government has been a major drawback. Even if budget lines are allocated, accountability becomes an issue and is hard to resolve without data. This is exacerbated by staffing changes in the executive due to reshuffles on part of the government or after elections when a big part of the county leadership changes.

Lack of key policies such as the Health Policy for Kajiado County has delayed development of important legislation on key sub policies in health such as Community Health Service Bill and Reproductive Maternal and Adolescent health legislation. This is the same case with the gender mainstreaming bill and water policy bill. The highest change in civic space as relates to accountability was on CSO participation in government processes, county government acting upon the demands and complaints of CSOs and public members pushing for accountability by government. The lowest change was on accountability by government on results, which can be related to transparency and communication.

The public participation process has improved slightly since 2016 but is hampered by lack of public participation policy for Kajiado County. Thus, meetings are still held in haphazard manner. In addition, although budget documents are shared, they are too complicated for ease of understanding by the majority of participants. Civic education in communities and local community representatives has enlightened them to directly advocate for and demand for their rights. However, CSOs are better organized in engaging governments and can mobilize communities to use the election card to demand for better service delivery. Both CSOs and communities need to work together to engage politicians. Media remains a key player in community awareness in Kajiado.

Although the numbers in public participation meetings have increased, the number of women has reduced. The meetings venues are normally far and out of reach for many citizens some over 80km away.

Transparency and communication by county government on their projects is very low. Very little or no information is provided to CSOs and communities about decisions, decision making processes and policies. Although there has been a bit of improvement in sharing of information through the County website, a lot more needs to be done to enhance the transparency to all the citizens of Kajiado. Allocation of adequate budgets for needs identified by communities is minimal and the public is largely unaware of utilization of allocated budget on planned activities as per CIDP and annual plans.

Although CSO lobby has resulted in Kajiado County government increasing budgetary allocation for sanitation from Ksh 1 million to Ksh 4 million, there is still knowledge gap in communities in prioritizing aspects of sanitation during public participation and development of CIDP and Annual

Development Plans. The rating scores indicate the two SPs have made progress in achieving both advocacy and allocation results. The upward trend in terms of advocacy and allocation can be attributed to the continued lobbying and advocacy efforts as well as direct engagement with county authorities by the SPs at both national and county levels. The average change score was 0.61 which is quite good given the operating political environment. The change in scores is more in the health than in the WASH and IWRM.

Capacity building of CSOs triggers other self-driven actions and processes such as resource mobilization, enhanced internal capacities and linkages that are necessary for sustainability.

Recommendations

CSOs need to be trained further on devolution processes including the budget cycle. KEWASNET already has developed the budget cycle training materials for this so the intervention can be done within the partnership arrangements of the two SPs.

The functions of data gathering (research) on government interventions and budget tracking need to be enhanced. Documentation of proceedings and decisions during public participation should also be enhanced to hold government accountable in subsequent plans and feedback forums.

Technical and financial support should be provided to fast track finalization of the pending policies and bills especially the health policy. This will pave way for other legislations and adequate budget allocation for Reproductive Maternal and Adolescent health, community health service amongst others. The Water policy and Natural Resources Management Bill is still with the Executive having incorporated CSOs and citizens views. This should also be fast tracked.

CSOs should undertake more lobbying activities on accountability of government on results so that government is more open on results to both CSOs and members of the public.

The SPs should support the completion of the adoption of the National public participation guidelines for the county. This will streamline the public participation processes. In addition, CSOs also need to work with the county to simplify the budget for people to understand.

The CSOs need to hold more civic education targeting more communities and using a wide range of strategies. CSOs should work with communities to identify advocacy issues and develop community advocacy plans and strategies. These issues can then be raised using memoranda or during county assembly meetings in the community. The youth parliament model of structured advocacy in Ugunja, Siaya supported by Amref² can be replicated with good results. Building the capacity of and using the media as a tool to raise awareness and advocate for issues remains a key strategy.

There is need for the county to increase the number of public participation venues to reach more people in the grassroots. More women also need to be mobilized to attend the meetings for an engendered process to take place. CSOs need to contribute to the organization of public participation forums in their areas of operation especially educating women on the importance of the public participation processes in relation to their gender specific needs.

² Ugunja Youth Parliament (UYP) is an initiative which aims at amplifying Youth Voices for Action on Good Governance and Social Accountability in Siaya County through Community Representation, Advocacy, Capacity Development, Leadership Mentoring and Strategic Partnerships. During the parliamentary sessions: the members interrogate and raise governance issues at the county and national level; analyze, critique and appraise development processes and priorities for the community; and establish an engagement framework between the youth and the leaders and deliberate and determine solutions to youth socio-economic challenges.

The SPs should offer more support to the county to communicate more effectively about the government projects and utilization of allocated budgets through a variety of methods to enhance transparency to all citizens of Kajiado.

CSOs and government should improve on awareness creation to communities on behavioral change on hygiene practices especially on Open Defecation. Stakeholders can leverage their efforts from one locality until there is acceptable behavioral change. Increased awareness on importance of sanitation will lead to more demand for sanitation services from the public.

1.0 Introduction

Civic space is the environment that enables civil society to play a role in the political, economic and social life of our societies. In particular, civic space allows individuals and groups to contribute to policymaking, and influence the implementation of policies, that affects their lives, including by: accessing information; engaging in dialogue; expressing dissent or disagreement, and joining together to express their views.

An open and pluralistic civic space that guarantees freedom of expression and opinion as well as freedom of assembly and association, is a prerequisite for making development and peace sustainable. The Dialogue and Dissent Strategic Partnerships (SPs) is a programme funded by the Dutch Ministry of Foreign Affairs (MoFA) and aims to strengthen the capacities of civil society organizations in evidence-based lobby and advocacy for a range of human rights since 2016. Two of the strategic partnerships, Watershed - Empowering Citizens and the Health System Advocacy (HSA) Partnership teamed up for a joint case study in Kajiado, Kenya focused on learning about civic space.

Efforts to enhance civic space have gone on since the devolved structure of government was established by the Constitution of Kenya (2010) and operationalized in 2013 with the first county governments taking office. Through devolution, a decentralized, democratic and accountable system of governance was envisioned where citizens would actively participate in the decision-making processes at both the county and national levels. Key among the processes that active public participation is required is in Public Expenditure Management (PEM). The County Governments Act (CGA, 2012) and Public Financial Management Act (PFMA, 2012) make it a mandatory requirement for County Governments to ensure that they involve their citizens in the PEM processes from the development of the county development plans to implementation of the plans and oversight.

The County Integrated Development Plan (CIDP) is a plan prepared by all counties to guide development over a five-year period. The PFMA, 2012 provides that no public funds shall be appropriated outside a county's planning framework. The CIDP should contain information on development priorities that inform the annual budget process, particularly the preparation of County Annual Development Plans (CADP), the annual County Fiscal Strategy Papers (CFSP), and the annual budget estimates.

Lessons learnt by stakeholders³ supporting the development of functional and accountable County Governments highlighted key weaknesses and gaps in the PEM cycle. These gaps have made it difficult to confidently conclude if the programs implemented by the County Governments truly reflect the felt needs and outcomes of the communities. While the counties have generally demonstrated commitment to engage the citizens in the PEM cycle, there have been noticeable capacity gaps among them which have to a large extent affected the quality of consultations in such critical processes resulting to some weaknesses in the outcomes. Kajiado County is not an exception in this scenario and this case study sought to assess civic space for accountability, public participation, transparency, communication and contribution of the two SPs (see below).

The joint case study was initiated in the Netherlands and overseen by Amref Flying Doctors as part of the HSA partnership and IRC and Akvo on behalf of the Watershed Partnership. The Kenya programme partners involved included for HSA Partnership, Amref Health Africa in Kenya, and for Watershed, Simavi in Kenya. Watershed partners in Kajiado include Simavi, Wetlands International

³ Agile and Harmonized Assistance for Devolved Institutions (AHADI) Study 2018.

East Africa, Akvo East Africa Hub, IRC, Centre for Social Planning & Administrative Development (CESPAD), Kenya Water and Sanitation Civil Society Network (KEWASNET), Neighbours Initiative Alliance (NIA).

1.1 Why the Joint Case Study

The two SPs, Watershed (Water, Sanitation, Hygiene and Integrated Water Resource Management - WASH/IWRM) and HSA (Sexual and Reproductive Health and Rights - SRHR) have been working in Kajiado County to enhance change in the general space for dialogue and dissent and governance/accountability towards CSOs/citizens. Working in the same county and with the same type of stakeholders including policy makers, committees, technical working groups and CSOs in Kajiado, the two SPs overlap in geographical focus and have a shared interest in learning about civic space and focusing on their specific themes in particular. While Watershed provides technical support to policymakers, for example on monitoring of water resource management, the HSA Partnership does so on co-drafting policies and budget proposals. In the process, a range of local organizations (NGOs and CSOs/CBOs) are strengthened in their capacities by the partnerships. The two partnerships also use Outcome Harvesting in the regular monitoring of the results of the programme. These outcomes show some overlaps.

The scope of the case study was the civic space in governance in Kajiado County and covered the period from January 2016 until August 2019. It focused on local decision makers, service providers in the field of WASH/IWRM and health/SRHR, TWGs, sector committees and on the local Watershed and HSA partners active in Kajiado including the core partners, 'implementing' CSOs/NGOs, and the CSOs/CBOs (community based organizations) they collaborate with in Kajiado, as well as platforms of CSOs or multi-stakeholder platforms supported by the Partners.

2.0 Study methodology

The study mainly used the qualitative approach, conducting key informant interviews with CSOs, community representatives and policy makers and FGDs with CSO and community representatives. Document review was first done to provide a general understanding of the two programs. A quantitative tool, the civic space rating scale, was also administered to respondents. KIIs were used with the key influential policy people with broad knowledge of policy issues both at county and national levels and to validate the harvested outcomes. The interviews were used to assess the WASH /IWRM and SRHR policy issues in terms of salience, position on agenda, visibility, and momentum. They were also used to assess political will for future policy changes. Triangulation of the qualitative and quantitative data provided a clearer picture of the outcomes.

2.1 Respondents

The respondents included the SP representatives, CSO representatives, policy makers and community representatives. A series of meetings organized included Amref Health Africa in Kenya and Watershed in Nairobi. Local Amref and Watershed partners were engaged in meetings in Kajiado. A series of field visits to sites in Ngong, Kiserian, Loitoktok, Isinya, County Water and health offices as well as relevant National offices such as KEWASNET. Total number of respondents was 71 as shown below.

Table 1- Study Respondents

Source	Number of respondents
Amref Health Africa, Kenya	7
SIMAVI	1
Partners	
CESPAD	2
NIA	2
KEWASNET	1
ACHEST-KOGS	4
Local CSOs/CBOs	23
Community groups e.g. WRUAs	5
Community members	14
County Officials	12

A list of respondents is attached as Annex 4.

2.2 Determining Project Contribution

The consultants sought to find out the contribution of the particular SP interventions to changes in outcomes of interest. This was done by identifying an outcome and tracing the particular activities associated with the outcome, while also recognizing the contribution of other actors.

To enhance assessment of changes in civic space since 2016, data at baseline was ‘reconstructed’ through specific question items on the KIIs for comparison with the current status. Triangulation of data from the document review, KIIs, the civic space rating tool rating tool⁴ administered to respondents’ to rate perceptions of level of civic space from 2016 to current, and results of the FGDs provided a near true picture of the progress in civic space and contribution of the two SPs.

⁴ A total of 41 Civic Rating Tool was administered.

Review of the outcomes was also done in relation to the theories of change of the two SPs through process tracking to reduce the uncertainty of the contribution of the intervention to the outcome results, questioning why the results occurred and understanding the role of other actors. Six steps were followed

- i. Set up the contribution problem from the agreed results of the program
- ii. Assess the Theory of change and link to observed results
- iii. Gather existing evidence on the theory of change – using KIIs, civic space rating tool, FGDs and document review
- iv. Assemble and assess the contribution story and challenges to it
- v. Seek out additional evidence
- vi. Revise and where additional evidence permits, strengthen the contribution story

2.3 Key Data Collection Methods

The study methods included document review, key informant interviews, focus group discussions⁵ and administration of a questionnaire to SP partners and beneficiaries. The key methods are described below.

a) Document Review

A thorough review of documents was done including the project proposal document, harvested outcomes, public policy papers and agendas, information sheets, technical working group minutes, reports, calendars for meetings, etc. The documents enabled the study to assess information on the current status of the project implementation.

b) Key Informant Interviews

Key informant interviews (using Bellwether method⁶) were held with policy makers, government officials, CSO leaders, community leaders, journalists and experts. The key themes to track were WASH /IWRM and SRHR. The consultants assessed trends in civic space expansion, effectiveness, document successes stories, challenges and lessons learned, and developed recommendations for improvement. Phone interviews were also conducted with some selected beneficiaries to clarify on some outcomes.

c) Questionnaire (Civic Space Rating Tool)

A quantitative tool, the civic space rating scale, was administered to respondents to assess the respondent's perceptions on accountability of government and civil society organizations about their plans, activities, and results, participation of different stakeholder groups on governance processes, transparency and communication about government mechanisms. This covered the period from 2016 to 2019. It was administered to SP partners and beneficiaries on a willing basis.

d) Focus Group Discussions (FGDs)

Focus group discussions were held with CSO and community representatives working in various wards Kajiado to assess civic space and public participation experiences at the community. The groups comprised of men (pastoralists and agro-pastoralists), women and youth to assess the outcomes or changes. Two FGDs with CSO representatives and SP partners were also held in Kajiado.

⁵ Detailed Annexes – 1,2,3.

⁶ Short 20 to 30 minutes interviews with key influential policy people with broad knowledge of policy issues both a county and national levels.

3.0 Findings on Civic Space and Resultant Outcomes

The main objective of the study was to determine the extent to which civic space in governance in Kajiado County has changed since the start of 2016. This concerned looking at civic space in general, as well as zooming in on civic space regarding the two SP themes i.e. WASH/IWRM and SRHR. The study was also supposed to provide insights into which factors foster or hamper civic space (in general and for WASH/IWRM and SRHR in particular), as well as the reasons lying behind these factors. Four key research questions used to assess the achievement of this objective included: i) to determine how in Kajiado county, civic space changed over time (January 2016 to August 2019) in the perception of CSOs, citizens, policy makers, government officials, journalists, experts, others, ii) determine the factors fostering or hampering progress to improve civic space, iii) assess the reasons these factors foster or hamper progress to improve civic space and iv) determine the role the two SPs (local partners of Watershed and Amref as part of HSA) played in the observed changes in civic space.

The findings endeavored to answer the research questions above pegged on the three aspects of civic space being investigated as follows;

- **Accountability** of government and civil society organizations about their plans, activities, and results
- **Participation** of different stakeholder groups on governance processes, and
- **Transparency and Communication** about government mechanisms.

The enabling and hampering factors under each aspect are presented in boxes for ease of reference. In addition, advocacy and capacity building which were cross cutting interventions are discussed as topics. An analysis of the harvested outcomes including contribution of each SP, their external validation and link to the theories of change is also presented under each aspect of civic space.

3.1 Accountability

Accountability in Government has improved slightly since 2016. The

improvement is evidenced by the fact that in 2018 and 2019 the government has started availing the documents on its plans to the citizens. Also, the citizens are more able to hold the government accountable on its activities through asking questions during the public forums. Still, from 2018 to 2019 the government has provided some project implementation reports through the controller of budget in good time and has been attempting to give citizens feedback during public forums. It was noted that Watershed SP through CSOs such as

CESPAD, and HSAP through its partner ACHEST-KOGS (since December 2018) and Amref through TOTs reached in social accountability training has been very active in contributing to opening of civic space through a lot of awareness creation to the citizens and government. Through awareness creation, citizens have been able to know their rights under the new constitutional dispensation and unlike the previous regimes, are not afraid to question the government officials.

CSOs have continued to push the government for accountability, and this has improved slightly since 2016. This push has been made possible through vibrant and better organized CSOs through the mobilization efforts of the two SPs. According to respondents (during Kajiado CSO meeting on 1 August 2019) the CSOs were not well organized during the previous years. Currently, the CSOs are

Enabling factors (Accountability)

- Willingness of government to accommodate CSOs in governance structures
- Vibrant and better organized CSOs e.g. Kajiado youth
- Use of persuasive advocacy approach
- Presence of local media to inform citizens on county matters

organized in sub county and county forums that help in collective lobby and advocacy. For instance, CSO participation in government processes has been made possible through the WASH/WRM forums⁷ where the CSOs get information and organize themselves to participate in county government processes which was not happening in an organized manner before. The CSO Network (Kajiado Social Transformation Network KASTNET) under HSAP has also collectively been able to engage the government as was confirmed in a network meeting organized by Amref Health Africa and SIMAVI, held in Kajiado on 28th August 2019 and attended by CSOs and CBOs under both SPs as well as a partner in the programme, ACHEST KOGs.

More so, County government has involved CSOs in development of County Participation Bill which has been returned by the County Assembly for public participation. The County Ministers have pledged support for CSO efforts. An example is one harvested outcome that reads;

On the 10th of August 2018, at the Enchula Hotel in Kajiado County, Kenya, the Kajiado County Government through the County Executive Committee member for Water for Water Irrigation County Executive Committee member for Water Irrigation and Natural Resources Ms. Florence Waiganjo pledged to ensure that the Policies handed over to them by the Watershed partners namely KEWASNET, CESPAD and NIA are fully adopted and Implemented. These policies are the Kajiado Water Policy, Sand Harvesting Policy and the Charcoal Burning Policy.

Such pronouncements give hope to stakeholders pursuing accountability by government but need to be followed up to ensure compliance.

Some innovative CSO lobbying strategies have also made government more accountable. In one particular example, KEWASNET used WASH as an advocacy tool during electioneering period in 2017 and had various political aspirants signing pledges on accomplishing

milestones in the sector. The partners are monitoring the fulfilment of the pledges in the manifesto of the current county government. The Chief Officer (accounting officer the department) has assigned an officer to provide data and information to Watershed partner Akvo on progress made by the government. A report documenting the election pledges has been produced by KEWASNET and Akvo⁸.

Another result of CSO lobbying is that the Kajiado County Minister of Water Irrigation, Environment and Natural Resources has endorsed devolving the Water Sanitation and Hygiene (WASH) and Water Resources Management (WRM) dialogue forums to the lowest County administrative levels to enhance inclusivity and support the forums with budget and personnel. The forum is a key dialogue space for all stakeholders to discuss, align and integrate WASH services and WRM. CSOs provide technical support for instance, NIA facilitated Kajiado Integrated solid waste management strategy 2018-2022 (almost 80% complete). Evidence of results of CSOs working with citizens to push for accountability include the securing of catchment areas from grabbing.

Hampering factors (accountability)
<ul style="list-style-type: none"> • Inadequate political will on CSO engagement due to harsh approach by some CSOs • Cabinet and other senior staff reshuffles General elections and change of government Inadequate CSO knowledge of devolution processes • Inadequate data (evidence) by CSOs to push for accountability • Low funding for CSOs Lack of key policies • Government's general non-friendly attitude towards advocacy

⁷ Through the support of Watershed Programme in Kenya, the Kajiado county government established WASH/WRM multi-stakeholder forums aimed at providing mechanisms for the water and related sector coordination and effective monitoring of projects within the County.

⁸ KEWASNET & AKVO February 2018. Briefing paper, Election Monitoring report.

In one particular case in 2019 CSOs worked with community members to resist the grabbing of land. Kiserian WRUA petitioned county council offices at Kiserian who liaised with county government and stopped grabbing of 11 acres of its land on which Kiserian WRUA have planted tree nurseries and are conserving. In another case cited by the Chief Officer, Environment and Natural Resources, a complaint document was presented on noise pollution in Kiserian and Kitengela dumpsite and the office responded.

Another case where government has responded to CSO and citizens' complaints is demonstrated by the Kajiado County Public Health Officers stopping Isinya Roses, PJ Dave and Isinya Flower farms from discharging untreated wastewater into water courses after Isinya WRUA reported the problem to the authorities. This was after WRUA members raised the issue after they received trainings by CESPAD on protection and conservation of their sub-catchments. Kajiado Youth Alliance, a local CBO, has been directly engaging the county assembly on accountability issues and has been trained on social accountability by Amref Health Africa⁹. CSO participation in government processes to ensure accountability has been made possible through the WASH forums where the CSOs get information and organize themselves to participate in county government processes which was not happening in an organized manner before. This has however not been optimal as one respondent says, 'CSOs are trying but sometimes not heard'. Lack of adequate knowledge on devolution processes and evidence (data) due to government secrecy has contributed to the low confidence levels of some CSOs in demanding accountability from government.

Members of the public are also better organized and are increasingly able to hold the office bearers to account. However, more awareness creation is needed. Use of local media as a tool in awareness creation and advocacy when combined with CSO advocacy interventions results in 'double pressure advocacy' and has been very effective in Kajiado. As one respondent puts it, 'legislators are keen on the local radio stations'

Although CSOs are key for lobbying counties on governance issues, their relationship with government determines the results produced. The previous poor relationship between Kajiado Youth Alliance and the county was as a result of a harsh approach resulting in an unfriendly attitude towards the CSO 'perceived to be too pushy' by the County. However, after capacity building in smart advocacy by Amref Health Africa under the HSA Partnership, the Kajiado Youth Alliance adopted a more diplomatic approach, and this has enhanced their relationships with the county and has yielded better results. On a similar note, Amref's good relationship with Kajiado County has enhanced its clout and influence with key results such as increased allocation for health care workers, family planning, and improved doctors' terms of service. Amref had signed an MOU with the previous county government and is in the process of doing the same with the current government.

A key hampering factor is lack of key policies such as Health policy, Reproductive maternal and adolescent health policy, and gender policies which hampers development of key legislation for development of Community Health service Bill to support payment for CHWs, or family planning provisions among others. Another key hampering factor in the low progress of advocacy for key issues in health and water and sanitation. Lack of sustainability in CSO interventions due to low or short-term funding affects continuity, timeliness and success rates of advocacy issues. Without adequate funding, CSOs may not be able to follow up and support the lengthy processes involved in

⁹ Building Capacity of Kajiado County Youth Alliance on Social Accountability was done by Amref Health Africa on 20 & 21st June, 2019.

development of bills and guidelines and some are left pending. Other hampering factors are lack of statistics of health care workers which is currently been addressed by NCK with the support of ACHEST KOGs, disconnect between Health department and public service board and lack of standardized Human Resource Policy.

Apart from CSO continuity issues, County governments are elected every five years and key officers are reshuffled often. The new county officials have to be oriented again. Many bills are dependent on individual commitment by the officer and unless a bill or policy is completed within the period that particular officer is serving, its risks being abandoned or forgotten when leadership changes. This scenario is exacerbated by poor knowledge management and follow up at county offices. Though assumed to be knowledgeable in all matters devolution, some CSOs also lack detailed knowledge of devolution processes, lack data on government achievements/non achievements, ongoing processes and key cycles which is necessary to confidently engage the county officers especially on accountability issues. This limited knowledge is mainly due to lack of the necessary links to awareness and training opportunities for CSOs to learn about devolution and its processes and secretive nature of operations by governments in general. Although opportunities exist for instance synergies with KEWASNET on budget cycle training, CSOs in the HSA partnership have not taken advantage of that. Amref Health Africa has also been training CSOs on social accountability and Watershed partners can be loped in when such an opportunity arises.

During the rating of civic space, one respondent comment that the government is starting to listen to CSOs. 'I have given 4 out of 5 on accountability since the government is now listening, although implementation may take time'.

The graph below indicates the trend as indicated by the rating scores on accountability items.



Figure 1: Trend on Accountability 2016-2019

From the graph:

There is general slight upward trend in accountability of government since 2016. From the rating scores, the average change in accountability score from 2016 to 2019 is 0.53 which indicates a slight but positive change. This can be linked to engagement efforts by CSOs in Kajiado.

Civic space was rated using a questionnaire (Likert scale) where respondents rated their perception (with evidence) on a scale of 1 to 5 where 1 is very poor, 2 poor, 3 Average, 4 Good, 5 Very good. A total of 32 persons rated their perception. From the table below, the highest change in civic space as relates to accountability was on CSO participation in government processes (0.660), local government acting upon the demands and complaints of CSOs and communities/citizens (0.63) and public members pushing for accountability by government (0.62). The lowest change (0.3) was on accountability by government on results, which can be related to transparency and communication

The table below indicates the scores on specific accountability items.

Table 2: Scores on Accountability on Rating Scale

Accountability items	2016	2017	2018	2019	Change
Accountability by government on plans	2.62	2.75	2.84	3.03	0.42
Accountability by government on activities	2.59	2.82	2.84	3.09	0.50
Accountability by government on results	2.40	2.27	2.67	2.70	0.30
CSO push for accountability by government	2.67	2.93	3.06	3.25	0.58
Public members push for accountability by government	2.44	2.71	2.63	3.06	0.62
CSO participation in government processes	2.56	2.71	3.19	3.22	0.66
Local government act upon the demands and complaints of CSOs and communities/citizens	2.15	2.29	2.53	2.78	0.63
Average change					0.54

3.1.1 Key Accountability Outcomes and SPs Contribution

There are several outcomes that link to the accountability dimension and these are explained below, including the link to the TOC element and SP contribution.

- i) The County government of Kajiado Departments of Water and Health established the Kajiado County WASH/WRM Technical Working Group to provide a platform for joint planning, information sharing and effective coordination of WASH/WRM interventions in December 2017. This was confirmed by the evaluators in a KII with the Kajiado County Director for water and irrigation, CESPAD and NIA and FDG with the Kajiado WRUA Association. The 13-member Technical Committee draws its membership from Sub-County WASH & IWRM forum representatives, National institutions, County Government Departments, Academia, Private sector, Civil Society Organizations and Faith Based Organizations. Lately, the summit representatives including NIA and CESPAD have prepared and presented (on Friday, 11th October 2019), a submission regarding WASH/WRM issues in the county for consideration in the 2020/2021 annual development Plan (ADP) to the Minister of Water and the Chief Officer in charge of Water. This outcome links with the Watershed TOC element on WRM & WASH integration.

SP contribution: NIA and CESPAD. NIA through Watershed facilitated the establishment of Sub County WASH & IWRM forums between 17th and 23rd November 2017, upon request of the Kajiado County Executive Committee member (CECM) for Water. Request came after Wetlands International, CESPAD and NIA presented the Watershed program activities for Kajiado County and the need for IWRM/WASH integration in the County during a stakeholders meeting held at Tumaini Hotel in Kajiado County on 23 June 2017.

- ii) Collaborative policy development between Members of County Assembly from Water and Environmental committee and the Environmental task force members on the Kajiado draft water policy. Public pronouncement by the Kajiado County Government through the County Executive Committee member for Water for Water Irrigation and Natural Resources Ms. Florence Waiganjo¹⁰ who on the 10th of August 2018 at the Enchula Hotel Kajiado pledged to ensure that the Policies handed over to them by the Watershed partners namely KEWASNET, CESPAD and NIA are fully adopted and These policies are the Kajiado Water Policy, Sand Harvesting Policy and the Charcoal Burning Policy. This position was confirmed by the evaluators during a KII with the chief officer Environment and natural Resources. The outcome relates to coordination and collaboration element of the program TOC.

SP contribution: NIA, Wetlands International and CESPAD facilitated and lobbied the members of County assembly water committee to attend a Water policy review meeting held on 20th March 2018. KEWASNET provided technical support for the Water policy and the merger of two bills, Sand Harvesting Bill and Charcoal Burning bill into the Sustainable utilization of Natural Resources Bill.

- iii) Akvo, KEWASNET, Hakijamii, CESPAD, KWAHO, NIA, WI and SIMAVI, have developed an Online monitoring reporting framework (using Akvo Really Simple Reporting (RSR))¹¹ to monitor promises for Nairobi, Laikipia and Kajiado Counties, to help the Watershed partners and other CSO to hold the office bearers accountable by monitoring implementation of the election promises that were promised by Governors. This was confirmed during a KII with the CEO of KEWASNET who said that there has been increased transparency in the IWRM/WASH sector as a result of the use of Akvo RSR online reporting, as monitoring has now become structured and can be conveniently reported using smart phones. In this regard, the Kajiado County IWRM/WASH election monitoring report identifying the election promises and the current status has been prepared. This is related to accountability element of the program TOC.

SP contribution: In August 2017, KEWASNET in collaboration with NIA, CESPAD, KWAHO and LWF started the elections 'keep your promise' campaign with the objective to influence the positions of the candidates so they are more representative of citizen priorities. The team formulated pledges that prioritize the provision of safe drinking water, adequate sanitation and hygiene and implementation of water resource management and lobbied gubernatorial candidates to sign these.

- iii) Linked to the above, the Economic and Social rights Centre (Hakijamii), a national institution partnered with KEWASNET in the election monitoring process *deployed some of the data collected through the election monitoring at national level in reporting in the Universal Periodic Review report by non-state actors in July 2019.* This outcome demonstrates that an effective learning alliance has been established that uses data for decisions and lobbying and advocacy in line with the theory of change. This outcome is related to the use of reliable evidence element of the TOC.

¹⁰ Ms. Florence Waiganjo has since been moved from the Ministry of Water but the current Director of Water in the county has committed himself to ensuring the adoption of the policies.

¹¹ Report RSR link: https://rsr.akvo.org/en/myrsr/my_project/6897/.

SP contribution: On 10th April 2019, KEWASNET convened other Watershed partners as well as collaborating CSOs such as Hakijamii to update data on performance against the election monitoring parameters. This enabled the different partners to collate various performance statuses at the different levels and made information available for further lobbying and advocacy. A workshop which will include the county government and the community is being planned to confirm the status of the election promises.

- iv) Kajiado County Government, Kenya, launched the *Water and Sanitation Summit in August 2018*. The summit is intended to provide avenues for stakeholders at the grassroots level to be involved and participate in the implementation and management of projects within the County. Through the Summit, mechanisms for the water and related sector coordination and effective monitoring of projects within the County will be enabled. As confirmed in a KII with by the Kajiado County Director of water and irrigation, the summit exists and its members include the Deputy Governor, who also acts as the patron, the CEC in charge of water, WRUA Chairmen and community leaders. KEWASNET sits in the summit as ex-officio. The Summit is the peak of the WASH/WRM multi-sector forums, and it also acts as an advisory body to the governor on matters water, sanitation and Hygiene as well as leading resource mobilization and chairing the multi-stakeholder forums. This outcome is related to coordination and collaboration element of the program TOC.

SP contribution: In the first two quarters of 2018, KEWASNET and its watershed partners NIA and CESPAD led the process of mobilization and financing the inception meetings for this particular course. The partners worked closely with the County Executive Committee member for Water, Environment and Natural Resources Ms. Florence Waiganjo to ensure that the summit is made a reality.

- v) Launch at the national level of the Human Resources for Health and Health Infrastructure Norms and Standards to guide the health sector in October 2018. The documents have been disseminated but are yet to be implemented at the county level due to lack of funds. The ministry of health (MoH) is currently reaching out to partners on the same. The Director of Health of Kajiado County confirmed receipt of the norms and standards but said they had not started the pilot due to lack of capacity, both personnel and financial. This outcome is related to the long-term outcome element of TOC (HSA 2019 version) that CSOs hold policymakers accountable for the implementation of SRHR and promotes SRH dialogue.

SP contribution: The Ministry of Health (MOH) national level and partners, World Health Organization (WHO), Kenya National Commission on Human Rights (KNCHR) and Amref Health Africa developed Human Resources for Health and Health Infrastructure Norms and Standards to guide the health sector. In order to monitor the use and adherence to these norms and standards, MOH, Amref Health Africa, KNCHR developed checklists which were piloted in four counties (Kisii, Mombasa, Kajiado and Embu). Specifically, Amref participated in development and pilot of checklist to monitor the policy documents at the county level.

- vi) CSOs working with Amref started to use a social accountability tool in 2018 to track progress on Universal Health Coverage (UHC) and to strengthen CSOs in holding governments accountable for progressing UHC. This was meant to address the decision made by the Kenyan government to make UHC one of the four pillars of its political agenda for 2018-2022.

Within these policy developments, CSOs appear to be viewed as development partners that can provide evidence and technical expertise. Amref trained 15 TOTs representing all locations on the tool which covers progress in SRH and GBV. According to one of the Volunteer Community Facilitator trained by Amref, there has been some step-down activities with some results. The TOTs trained 36 other people including women group leaders, TBAs, CHVs and youth representatives on the tool. The tool is used on a quarterly basis and have follow up activities. There has been trickle down effects for example one trained TOT reports there has been an increase in skilled deliveries, which he attributes to sensitized TBAs advocating for safe delivery through sensitizing expectant women and accompanying them to hospitals during delivery. This outcome supports or addresses the decision made by the Kenyan government to make UHC one of the four pillars of its political agenda for 2018-2022. Within these policy developments, CSOs appear to be viewed as development partners that can provide evidence and technical expertise. This outcome is related to the long-term outcome element of TOC (HSA 2019 version) that CSOs hold policymakers accountable for the implementation of SRHR and promotes SRH dialogue.

SP contribution: Amref developed the social accountability tool. Additionally, in 2018, CSOs were trained on social accountability tools to track UHC progress and to facilitate community voices in UHC policy developments.

3.2 Participation

The Kajiado CIDP 2018-2022 (p 81) recognizes the existing low citizen participation in the county and suggests strategies such as civic education forums, use of mass media, public forums, focus group discussions and taking public participation to the lower levels of the community. From the various interviews and focus group discussions, there was a general view that public participation has improved with better representation of men and youth (male), but not for women and persons with disabilities. In terms of CSO participation, this has again improved because of the formation of sectoral forums such as WASH forums and the CSO Network, KASTNET and the CSO Health Network chaired by Amref (under HSAP) where the CSOs get information and organize themselves to participate in county government processes. This was not happening in an organized manner before the project. WRUAs who are also civil society at the local level are invited to present issues to the county during meetings.

Enabling factors (Participation)

- Strong and active Civil society
- Structured collaboration between government and civil society through forums such as WASH forums
- Government recognition of role of civil society and requests for partnership and participation
- Use of radio, CSO networks and social

Instances were cited where the government acts upon the demands and complaints of CSOs and communities/citizens for example the stopping of soil dumping along the river line in 2017. There was dumping of soil by Delta petrol station along the river and people complained. Other issues acted upon were the issue of farming along riparian land, medical waste disposal and silting of dam by an individual farmer. However, as one respondent said, public push for accountability by CSOs is still poor, saying he expects more agitation or even demonstrations.

CSOs are sometimes involved in providing inputs in government plans and the collaboration is getting stronger. County government has also at times requested partnership from CSOs for instance, while developing Gender Policy to address gaps in Reproductive health systems and the Water Policy. Amref Africa and partners and SIMAVI partners have provided the requisite support to the CSOs and county government in the development of the Gender Policy and the Water policy respectively.

Some CSOs interventions have been very strategic and helpful to all actors. For instance, KEWASNET developed Guideline on Budget Cycle, which is being used by CSOs, community groups and government offices. However, the reach and level of understanding of Budget Cycle by various stakeholders is still low and there is need for trainings and dissemination on budget cycle processes to stakeholders to enhance effective participation in annual Development Plans and monitoring of utilized budget. KEWASNET also collects and compiles data and information on WASH of all sector stakeholders on behalf of the Ministry of Water and Sanitation, with the annual report informing better programming by the government and stakeholders in the sector. The CSO Annual Report captured dwindling funding of CSOs and led to increment of the 2019/20 budgetary allocation for Water and Sanitation by the national government. Another key intervention has been where HSAP has partnered with HENNET in capacity building CSOs on Lobby and Budget Advocacy and the CSOs have been participating in Budget advocacy.

Another strategy to enhance public participation has been formation of CSO networks (such as KASTNET) with the support of ACHEST-KOGs and social media platforms, a smart strategy since a lot of youth who make up majority of the population use social media. Use of mainstream media (radio) has also assisted the campaigns, for instance, NIA ran radio adverts in the local stations using local Maasai language and also the National language, Kiswahili to inform and sensitize citizens on the dates and venues of the Kajiado County budget estimates Ward forums for FY 2019/20 so that they could engage with the process. However, public participation meeting attendance is still poor for some groups. As one FGD puts it, *'at least the public participation has improved with big representation of men and youth but women and persons with disability attendance is still not good'*.

One hampering factor in participation has been the lack of public participation policy to guide the process. Without a policy, the process is done in a haphazard manner. The county is vast, but the county officials' only conducts the public forums at sub county level which covers several wards. Kajiado being a large county, most times, the venues are far from the communities, for example people from Kiserian being expected to attend a meeting in Magadi which is 80km away. A KII respondent says, *'the meetings are held in towns and some people are not able to attend'*.

Although communication on the meetings has improved slightly since 2016, the meetings are announced in the print media which few people can afford to buy. The county government also uses social media which does not reach some categories of people such as pastoralists and people living in areas with no phone network or who lack such phones or means to charge them and the older generation which does not use social media. The County thus needs to use other means of communication like public Barazas, churches and media (local radios) to reach out to more people. The Chief Officer, Environment and Natural Resources suggests more use of local radio and local churches to reach more people and use of retired professionals to interpret the documents.

Attendance of public participation meetings is also normally by a few selected people. Some respondents indicated that the public meetings are just for rubberstamping since all the decisions are made at the county offices. Communication on dates and meeting venues is poor and senior officials lack the necessary seriousness for such an essential constitutional provision. Cases abound where the key government person arrives at the public participation gathering at 6.00 P.M when

- Hampering factors (Participation)**
- Lack of public participation policy
 - Long distances to meeting venues
 - Inadequate communication on dates and venues; use of inappropriate means thus unable to reach the majority
 - Political interference and rubberstamping decisions
 - Limited political will, lack of high-level representation in meeting
 - Frequent staff reshuffles
 - Budget documents complicated and not easily understood by public
 - Low participation of women and PLWDs

most people especially women, youth and CSOs have left. Lack of key decision makers in these meetings is a sign of poor political goodwill. Adequate and friendly budget documents are also not availed to the public.

As regards CSO collaboration on issues of participation, respondents are of the view that this has improved. Through the County citizen forums, the citizens and CSOs are able to collectively advocate for their needs. Through these forums, the County has shown willingness and is supporting the initiatives by the CSOs. As one respondent puts it, participation is improving yearly. Decision makers are also starting to recognize existing capacities and are requesting CSOs and citizens to provide information and skills for instance, technical skills in policy drafting. Sometimes CSOs and citizens provide unsolicited information, including demands for change, to decision makers especially in public forums and Barazas.

One pertinent setback in participation has been inadequate social inclusivity of existing participation mechanisms. The voice of women and persons with disability in decision making has dwindled as that of men increases in public participation. This is evidenced by the fact that the numbers of women attending public participation meetings has continually reduced over time, a phenomenon that needs to be investigated.

The hampering factors described above have resulted in slow progress in policy and legislation which has remained poor over time. Most of the policies e.g. gender and water policies have remained pending for over 4 years, despite the CSOs efforts to lobby and advocate for them and goodwill from partners to provide the necessary technical inputs.

Another issue is lack of commitment by the county government to identified needs (by citizens). Needs identified by the public are supposed to be included in the CIDP and budget documents. However, most of the projects identified in the public forums do not find their way to the final documents. This implies that the use of allocated budget to planned activities as per CIDP and annual plans does not necessarily reflect public needs, making public participation of little use, or just ticking the box to satisfy legal requirements.

The graph below indicates the trends in terms of scores of perceptions on participation from 2016 to 2019.

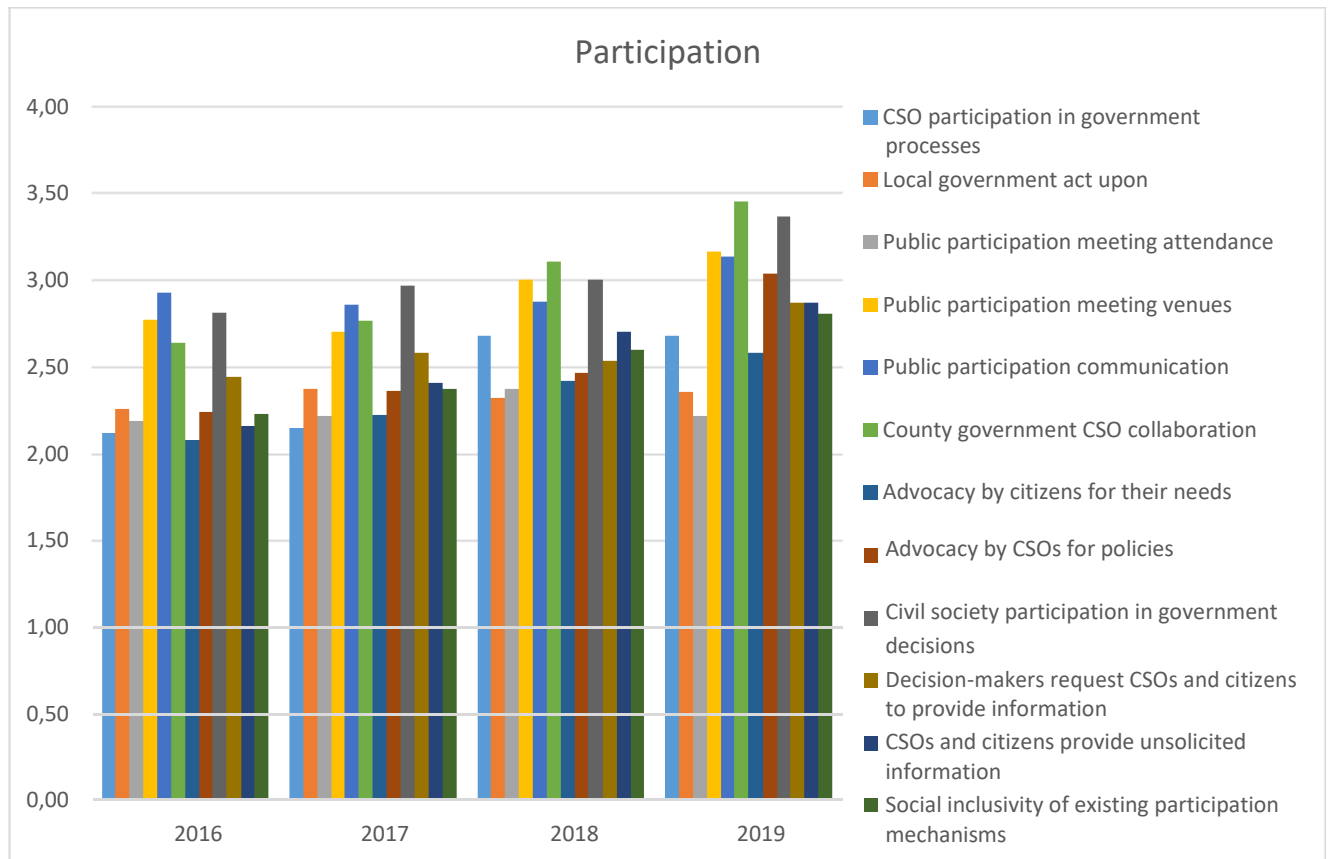


Figure 2: Trend in Participation 2016-2019

The scores indicate a slight upward trend. From the rating scores, the average change in participation score from 2016 to 2019 is 0.47 which indicates a slight but positive change. This is slightly lower compared to the accountability scores. It can be linked to awareness creation and mobilization for public participation and lobbying efforts by CSOs to the County Government.

Specific scores on participation items are shown below.

Table 3: Scores on Participation on Rating Scale

Participation Item	2016	2017	2018	2019	Change
CSO participation in government processes	2.12	2.15	2.68	2.68	0.56
Local government acting upon public recommendations	2.26	2.37	2.32	2.35	0.10
Public participation meeting attendance	2.19	2.21	2.38	2.22	0.03
Public participation meeting venues	2.77	2.70	3.00	3.16	0.39
Public participation communication	2.92	2.85	2.87	3.13	0.21
County government CSO collaboration	2.64	2.76	3.10	3.45	0.81
Advocacy by citizens for their needs	2.08	2.22	2.42	2.58	0.50
Advocacy by CSOs for policies	2.24	2.36	2.47	3.03	0.79
Civil society participation in government decisions	2.81	2.96	3.00	3.37	0.56
Decision-makers request CSOs and citizens to provide information	2.44	2.58	2.53	2.87	0.43
CSOs and citizens provide unsolicited information	2.15	2.41	2.70	2.87	0.71
Social inclusivity of existing participation mechanisms	2.23	2.37	2.60	2.80	0.57
Average					0.47

From the table, the highest change has been county government CSO collaboration (0.81), advocacy by CSOs for policies (0.79) and CSOs and citizens providing unsolicited information (0.71). The lowest change has been public participation meeting attendance (0.03), local government acting upon public recommendations (0.10) and communication on public participation (0.21). These findings are collaborated by the findings discussed above from interviews and FGDs with stakeholders.

3.2.1 Key Participation Outcomes and SPs Contribution

- i) Validation of the amended draft Environmental (Conservation and Management of Wetlands) Regulations, 2018 in November 2017 by the National Government through the National Environment Management Authority (NEMA) together with other key stakeholders. The amended Wetlands regulations will provide clear management and enforcement measures, contributing towards improvements in the governance and management of water, sanitation and hygiene services as well as of the water resources on which they draw. This outcome is linked to the program TOC element on coordination and collaboration.

SP contribution: Wetlands International Kenya facilitated meetings with NEMA on 17 March and 11 April 2017 to discuss key issues concerning water resource conservation and management in the country. Wetlands International Kenya drafted the Memorandum of Understanding for the review of the regulations and proposed type, commencement and level of engagement with NEMA.

- ii) Creation of coordination body (committee) to oversee IWRM/WASH integration through stakeholders, including the County Government, Minister of Water and Irrigation, WRUAs and regional WRMA official. The Kajiado County Minister apart from creating the committee also made a pronouncement committing to reviewing the WRUAs proposal and support its implementation and included WRUAs to be in the Annual County Water Sector Awards. This outcome was confirmed in a KII with the Director of water and irrigation. This outcome relates to the TOC element on WASH/IWRM integration.

SP contribution: On 23 June 2017, Wetlands International Kenya (together with CESPAD and NIA) facilitated and supported this meeting bringing together Kajiado County government officials, CSOs and Private sector representing IWRM/WASH stakeholders. They engaged in the first meeting of its kind in a dialogue on the new Water Act (2016) and the roles and responsibilities of the stakeholders in improving water resource governance.

- iii) Contributed in the development of Kajiado CIDP 2018-2022. By engaging stakeholders and supporting county secretariat for development of CIDP 2018-2022. To support the process, the Watershed SPs together with the Water, Environment and Natural Resources Working Sector Group, conducted public consultations with CSOs while including views collected from the public and the pre-elections promises made by the two governors. This marked the start of a process of developing their respective CIDPs 2018-2022. They provided key issues under WASH/WRM to be included in the CIDP. This links with the TOC element on accountability

SP Contribution: KEWASNET supported the department of Water, Environment and Natural Resources of Kajiado with a resource person in the first week of January 2018 who is working collaboratively with the sector working group and the CIDP 2018-2022 secretariat.

KEWASNET together with CESPAD and NIA also actively participated and contributed in the Kajiado CIDP 2018-2022 WASH and WRM working group in January 8, 2018.

- iv) Advocacy strategy for community engagement with county government created and implemented. Ten (10) WRUAs from Kajiado County came up with an Advocacy Strategy to engage with the county government, in which they incorporated the County Budget Participation and the County Citizen Participation processes in November 2017. Previously, WRUAs engagement with the County Government was ad hoc and they were unaware of the County Citizen Participation activities more so the County Budget Participation. This links with the TOC element on budget (accountability).

SP contribution: Between 18th and 22nd September 2017, NIA, CESPAD and KWAHO facilitated a capacity building training in Loitoktok in which the WRUAs developed an action plan. One of the action plans is the development of an Advocacy Strategy. Subsequently, in November 2017, NIA was able to advise the ten WRUAs on developing an advocacy strategy.

- v) Community participation in budget making process enhanced. Four neighborhood committees (Maparasha North, Keekonyokie South, Ilmaroro and Arroi) in Kajiado County, with a total of 117 persons, 34 males & 83 females, for the first time participated in the ward budget making process in their respective wards in March 2018. In another outcome related to this, WASH and WRM community representatives participated in *public participation in the budget formulation process* in the County of Kajiado in April 2019. The community representatives participated in confirming two prioritized projects from each location in the ward, and allocation of the draft budget to each of the prioritized projects. This was confirmed through an FGD with officials of Isinya WRUA and a KII with Kajiado County Director for Water & Irrigation. This links with the TOC element on budget (accountability).

SP contribution 1: Between 18th and 22nd September 2017, NIA, KWAHO & CESPAD built the capacity of WRUA representatives (30 persons) on county public participation processes including county budgeting process. Between 19th and 28th February 2018, NIA and KWAHO sensitized four citizen groups with 117 persons (Maparasha, Keekonyokie South, Ilmaroro and Arroi Neighborhood committees) on County processes (CIDP, Budget making process and budget tracking)

SP Contribution 2: In the year 2018, in meetings with the Kajiado water Summit and WASH/WRM forums, KEWASNET and other Watershed partners engaged community representatives in knowledge dissemination on how to identify and influence budget priorities in the process of budget making as part of our social accountability training

- vi) Over 100% increase in the number of citizens participating in the budget making process in the wards for the year 2019/20FY in comparison to 2017/18FY. This is attributed to use of media to enhance public participation. 2017 and 2019. This is confirmed from records from the Kajiado County Treasury office collected on 8th July 2019. This links with the TOC element on budget (accountability) and use of reliable evidence.

SP contribution: Between 13th and 27th May 2019, NIA ran radio adverts in the local stations using local Maasai language and also the National language, Kiswahili to inform and sensitize citizens on the dates and venues of the Kajiado County budget estimate Ward forums for FY

2019/20 so that they could engage with the process. The ward forums were held between 20th May 2019 and 6th of June 2019

- vii) Development of FP-CIP for Kajiado. HSAP initiated formation of Kajiado RMNCH Technical Working Group (RMNCH-TWG) to address the reproductive health in the county. The FPTWG consists of CHMT and representatives of CSOs. HASP developed Terms of Reference for the RMNCH-TWG and spearheaded the development of FP-CIP. HSAP and key CSOs held meetings with County Assembly Committee of Health and lobbied for adoption of FP-CIP and allocation of resources towards family planning. The FP-CIP document was launched in February 2018. This outcome contributes to the TOC Long Term Outcome on Sustained lobby and advocacy on SRH by policy makers and champions.

SP Contribution: Both Achest KOGs and Amref contributed to the Family Planning Costed Implementation Plan (FP-CIP) for Kajiado County which was launched in February 2018

- viii) Legislative proposals for Health Services and Community Health Services have been developed with the help of HSAP. Due to changes in the county office holders after the elections of 2017, the proposed bills are yet to be finalized by the key stakeholders, an issue which has been confirmed by the current Chief Officer of Health. This outcome relates to the long-term outcome of the TOC on sustained lobby and advocacy on SRH by policy makers and champions.

SP contribution: HSAP sensitized legislators to participate in development of CHS legislative proposal to ensure meaningful engagement of policy makers. HSAP team provided technical/ financial support for the development of Kajiado Health Policy 2019-2029. A meeting between health stakeholders on 29th August at ACK Hall in Kajiado confirmed that Amref and Achest KOGs has played a key role in facilitating the policy development process.

- ix) CHVs units have increased from 34 in 2015 to 92 active units in 2019. CHVs are very important because they take health services at household level in the vast County. Only 72 out of 92 CHVs units are active mainly caused by lack of motivation and vastness of the areas that should be covered by a unit.

SP contribution: CSOs have lobbied, advocated for and supported Strengthening County Health System by forming and training more CHV units (the unit is based on sub-location whereby 1 CHV covers 20-25 households).

- x) A 'prevention of the FGM bill' was developed to petition parliament for amendment of law to allow women to undertake FGM at their own will which is against the constitution of Kenya. The case is yet to be determined. The domestication of *The Anti-FGM Act in Kajiado County is currently with the CEC for Gender for review* and forwarding to the National Assembly for re-introduction. This outcome relates to the long-term outcome of the TOC on sustained lobby and advocacy on SRH by policy makers and champions.

SP contribution: End of Poverty Initiative, Amref Health Africa. FGM Bill was developed in the former county government but has stagnated mainly due to lack of political will.

- xi) A gender and mainstreaming policy in Kajiado County has been drafted in 2018 and has been under review by the County Executive Committee member (CEC) in the Ministry of Gender, Social Services, Culture, Tourism and Wildlife. The CEC has confirmed that the policy had various gaps which, with the technical and financial support of Amref and partner, ACHEST KOGs and CSOs such as Action Now Kenya have been addressed. The policy is still at the public participation stage at the sub-county level. This outcome relates to the long-term outcome of the TOC on sustained lobby and advocacy on SRH by policy makers and champions.

SP Contribution: Action Now Kenya initiated the formulation of the initial gender bill. ACHEST KOGs and Amref and several other CSOs have also supported the ministry in the formulation of the policy. Amref: In June 2019, HSAP team supported two meetings in Kajiado County on formulation of the gender policy document, Data was collected from administrative chiefs on gender-based issues and/or disparities affecting their respective locations/sub-location. A meeting with sector heads from the departments of Education, Finance, and Health and women caucus with members of the gender committee to look at the draft and come up with the final one which will be presented in county assembly is scheduled for late November. This meeting will be supported by ACHEST KOGs.

- xii) The County Health Management Team has developed Human Resources for Health (HRH) Incentives Guidelines/ Framework for attraction, retention and Motivation of health workers in Kajiado County which was launched on 25 September 2018. The Non-financial incentives in the HRH framework have been implemented at the sub county level, i.e. promotions; trainings (leave given to staff); transfers of staff from hard-to-reach areas to other urban or peri-urban parts of the county and placement of staff in the right cadres. Following the launch of the incentive framework there has been systemic promotions, employment of new staff, ongoing re-designations in Kajiado County and also provision of staff development opportunities at all levels of service delivery. In 2018, Kajiado County further allocated funds for the employment of additional health care workers. A total of 366 health workers were employed and 92 contract staff absorbed into permanent positions whereas 71 others were given contracts. The County Chief Officer of Health, while appreciating the efforts of the various partners in this development confirmed that HRH Incentives Guidelines/Framework are well in use and they will continue relying on the partners and the national government to improve them.

SP contribution: County Health Office, Action now Kenya and Amref participated in the health multi stakeholder platforms. IntraHealth was also involved in the process. Amref worked with CSOs in Technical working groups and provided inputs to the HRH framework. Amref Mobilized AMNH Lower Eastern Chapter members for visibility during the launch in September 2018. ACHEST KOGs participated in the validation. ACHEST KOGs attended the one day workshop with other partners where the draft document that the county had come up with was reviewed.

- xi) CHWs remuneration was included in the Kajiado CIDP plan for 2018 during stakeholder's workshop in May 2018. The County Health Management Team of Kajiado recognized CHWs in the five-year County Integrated Development Plans 2017 - 2022 (CIDPs) as part of the County Health workforce by allocating budget to pay them monthly stipend. The outcome falls under the TOC Sustained lobby and advocacy on SRH by policy makers and champions.

SP contribution: Amref has conducted capacity Building and sensitization workshops for legislators at National and county levels on Community health workers recognition; based on research and advocacy for evidence-based health system strengthening approaches. Amref is very much involved in Kajiado and closely related to the policy makers in the county. Together with other organizations Amref had the opportunity to provide input about how such a plan would look like.

- xiii) Budget for FP revamped. HSAP and other partners through multi-stakeholder platforms lobbied for budget allocation for Family Planning in Kajiado County which was done to a tune of Ksh 2 million in the financial year 2017-2018 period. Amref revamped the FP TWG for Kajiado County which developed the document and gave technical input. The outcome falls under the TOC mid-term outcome Targeted CSOs are better able to conduct high quality lobby and advocacy at the county and national level and also the mid-term outcome Relevant SRHR platforms strengthened at County and national level.

SP contribution: Amref revamped the FP technical working group which developed the document. Amref also gave technical input.

- xiv) The Kajiado County established an intersectional committee to address teenage pregnancy in Kajiado County in December 2018. The CEC ministry of youth, sports, gender and social services in Kajiado championed the inter-ministerial committee to address the teenage pregnancy in Kajiado. The Minister of Health was very concerned on the rise of teenage pregnancy in the county and emphasized that it cannot be addressed by health alone. The outcome falls under the TOC midterm outcome Evidence on the specific SRH and R themes is available – in a timely fashion - to all key stakeholders (decision makers & civil society actors) in user-friendly formats.

SP contribution: ACHEST KOGs and partners (Action now Kenya, End of Poverty Initiative) collected data and used evidence to show the seriousness of the issue. The Minister of Health was very excited to work with ACHEST KOGs and the inter-ministerial coalition on the same and this collaboration is continuing.

3.3 Transparency and Communication

Transparency and communication by the authorities is a key element in civic space enhancement. When asked about transparency and communication by county government on their projects, respondents said some information is provided to CSOs and communities about decisions, decision making

processes, and policies. As attested by the acting Director for water, county government provides timely information to CSOs as a collaboration mechanism towards common development objectives. *“On 23rd July 2019, the government gazetted Water Harvesting Bill sponsored by a nominated MCA. The department shared the Bill with CSOs on 23rd August for inputs.”*

However, many respondents are of the opinion that transparency and communication on government projects is still very low. Although there has

been some improvement in sharing of information especially through the County website, a lot more needs to be done to enhance the transparency to all the citizens of Kajiado. The website needs to have all the required documents including Budget, CIDP, County Budget Review and outlook paper.

**Enabling factors
(Transparency and communication)**

- Use of social media where public shares concerns
- Adoption of technology e.g. use of website
- Proactive role of CSOs in informing communities of public participation in advance

The score card introduced for use in health sector has been hailed by the respondents as a good milestone in transparency, pushed by the civil society. Another respondent says the information on county projects is available for those who need it. *'When you go for consultation, they answer and give you full information about projects.'*

Allocation of adequate budgets for needs identified by communities is minimal and the public is largely unaware of utilization of allocated budget on planned activities as per CIDP and annual plans. CSOs and communities are not provided with information about decisions, decision making processes and policies by government in a timely manner. Information about public participation is put in the county press which is monthly. As one respondent says, using print media as a means of communication does not reach majority of the people in the rural areas. Information on public participation is sometimes put in the gazette notice which is not accessible by most of the public. The new government is however trying more avenues for communication, and this maybe the reason for the improvement.

Hampering factors (Transparency and communication)

- Fear of 'non-supporters'
- A lot of dependence on print media thus unable to reach grassroots communities
- Language barrier
- Complex budget documents

Language barrier in public participation is another hampering factor. Although some budget documents are provided, they are never simplified for the public, making them difficult to understand.

3.3.1 Key Transparency and Communication Outcomes and SPs Contribution

i) Since April 2019, the county government of Kajiado *started availing some* critical budget documents to the public through the display on the County website as required by the law of Kenya. This outcome was confirmed in a CSO meeting with the evaluators in Kajiado, and an FGD with WRUA officials. This fall under the TOC elements on social inclusion and accountability.

SP contribution: January to March 2019 CESPAD in collaboration with IRC have been holding discussions with the County government regarding transparency and availability of the County critical budget information to the public during the public finance management baseline study in Kajiado County. In April CESPAD noted improvement in the availability of the budget documents to the public through publication on the County budget. In the previous years as stated by various researchers such as IBP, 2016, IBP, 2017, IBP2019, the County have been reported to have zero budget documents on the website, after the discussions we noted the county had displayed their ADPs, CIDP and few other budget documents that the public can access from the County Website.

ii) Through collaboration with ACHEST-KOGs, the Nurses Council of Kenya (NCK) will be enabled to reach over 40,000 nurses on email who will have updated their individual data, through the nurse’s website once the data aggregation is complete. According to the CEO Edna Tallam, this has implication in policy reach for NCK as they will now more easily engage all the nurses via email. The nurses’ deployment status will be disaggregated by County, Employer / employment status, Active vs. Inactive status (Active –those that have retained their licensure), Specialization and Alignment with the HRH to the WHO Code. This is related to TOC mid-term outcome Inform decision makers on health systems strengthening based on evidence.

SP Contribution: ACHEST KOGS conducted study (still in progress) and is assisting in the aggregation of the nurses’ data for inclusion in the NCK’s website

iii) Action Now Kenya (ANK) has developed a structured format of informing citizens about planned meetings targeting communities. They have also enhanced documentation of community meetings with government for use as reference in subsequent processes. This will also enhance accountability. This is related to TOC midterm outcome Targeted CSOs are better able to conduct high quality lobby and advocacy at the county and national level and at high level Evidence generation that supports policymaking, reporting & lobbying promoted by decision-makers, CSOs, Unions, Associations, the media and community members

SP Contribution: Action Now Kenya developed the format and enhanced documentation of community meetings. ANK has mostly been using the Results model for advocacy and has also incorporated some aspects of Smart Advocacy¹² from capacity building training conducted by Amref for ANK and other CSOs. The documentation they have been doing is more of an internal method to help them to have a point of reference in latter meetings.

iv) ACHEST KOGS in partnership with KASTNet has developed a website intended to serve as a platform where the CSOs can post information about their organizations, activities they are undertaking and also highlight their success stories. The website acts as a resource center where publications and grant opportunities for the different CSOs and the network as a whole are shared. Several CSOs and CBOs including Biyitisho CBO, ENAI Africa, Ignite, Il'Iramatak Community Concerns, Kajiado County Youth Alliance, Osiligi Disabilities Development group and Masai Wilderness Conservation Trust have posted their stories which can be accessed using the following link <https://achestkogs.org/>. Ignite CBO has used the website to promote a Leadership and Governance Workshop that it carried out throughout the month of October with considerable success. This fall under the TOC under mid-term outcome increased media engagement to create awareness and visibility on SRH issues at county and national level.

SP Contribution ACHEST KOGS has developed the website.

The graph below indicates the trend in perceptions terms of transparency and communication

The scores indicate a slight upward trend. From the rating scores, the average change in transparency and communication score from 2016 to 2019 is 0.46 which indicates a slight but positive change. It can be linked to awareness creation, mobilization for public participation and lobbying efforts by CSOs, as well as networking through joint forums, thus enhancing communication in Kajiado.

¹²Training of Civil Society Organizations on Smart Advocacy and Programmed Budget Making under the HSA project done on 28th, 29th, 30th and 31st May 2018 in Nakuru by Amref.

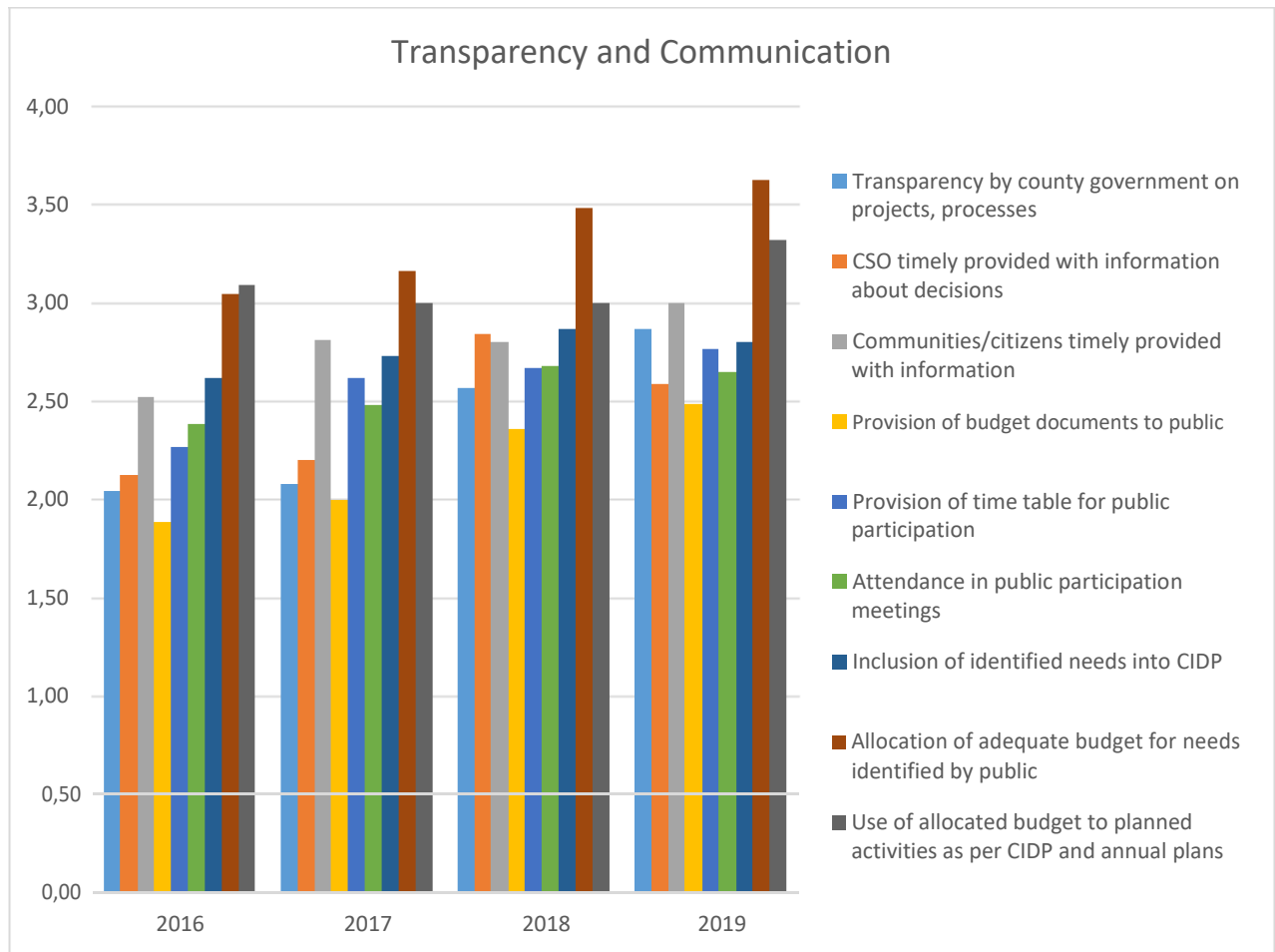


Figure 3: Trend in Transparency and Communication 2016 - 2019

The Table below shows the actual perception trends for accountability and transparency.

Table 4: Scores on Transparency and Accountability

Item	2016	2017	2018	2019	Change
Transparency by county government on projects, processes	2.04	2.08	2.57	2.87	0.83
CSO timely provided with information about decisions	2.13	2.20	2.84	2.59	0.46
Communities/citizens timely provided with information	2.52	2.81	2.80	3.00	0.48
Provision of budget documents to public	1.88	2.00	2.35	2.48	0.60
Provision of time table for public participation	2.27	2.62	2.67	2.77	0.50
Attendance in public participation meetings	2.38	2.48	2.68	2.65	0.26
Inclusion of identified needs into CIDP	2.62	2.73	2.87	2.80	0.18
Allocation of adequate budget for needs identified by public	3.04	3.16	3.48	3.62	0.58
Use of allocated budget to planned activities as per CIDP and annual plans	3.09	3.00	3.00	3.32	0.23
Average					0.46

The main change in perception as regards transparency and communication has been on transparency by county government on projects and processes at 0.81. All the rest have change scores below 0.7. This was probably made possible by the county and sub county forums and

speakers and MCA Barazas in the community. The lowest change score was exhibited by the item inclusion on *“identified needs into CIDP and use of allocated budget to planned activities as per CIDP and annual plans”*, findings which are collaborated by the KII and FGDs.

3.4 Role of the Two SPs in Civic Space Expansion

The HSA Partnership strengthened the CSOs and CBOs in order to effectively engage the county government in several ways, namely via; creation of a CSO Network (KASTNet), comprising of majority of CSOs/CBOs in the health sector, training the CSOs/CBOs in SMART Advocacy as well as in the utilization of Social Accountability tool to track the Universal Health Coverage (UHC) and also to strengthen CSOs/CBOs in holding governments accountable for progressing UHC.

As documented by PME partnership desk (2019) in the Analysis on Empowered communities are increasingly able to demand their rights, HSA’s community engagement model focuses on collaboration with CSOs, CBOs, and networks that are directly connected to a specific community and include these communities in the design and implementation of their advocacy work. HSA partners continue to support the capacity of these CSOs and networks in the use of locally applicable social accountability methods that engage communities to identify challenges and demand improvements in the local health system from the county. HSA partnership worked with champions or community representatives who they linked with main duty bearers (mostly government officials) at the county and national level. The HSA partners trained the CSOs on SMART advocacy or using research in advocacy who then mobilized the community to engage the county government. Examples include using scorecards and conducting social audits. These approaches have proved effective, with empowered communities working with non-state actors to demand for accountability and services from the government. Examples including allocation for funding for health staff, services and infrastructure have been described above.

Watershed partners also used local CSOs to reach and work with communities. CSOs and other Citizen groups which include Water Resource Users Associations (WRUAs) have been empowered in different capacities including training on the Kenya Water Act 2018 and implication for CSOs practice in WASH/WRM sector; understanding social accountability process and tools used; understanding public participation guidelines and need for CSOs and Citizen to actively engage in various governing planning processes cycles; information campaigns knowledge on government planning timelines processes, responsibilities – especially in relation to devolved county government functions. The approach has been effective, leading to many CSOs and Citizen groups participating actively in government planning processes (policy, budgets, CIDPs); raising voice to question service providers roles on issues affecting them (rights to water and sanitation services, water quality, tariffs); and challenging unsustainable practices (illegal water abstractions, water pollution menace) as described under the sections above.

The role of the two SPs (inclusive of their partners) in civic space expansion was measured using the perception on advocacy for IWRM/WASH and Health/Reproductive health issues and allocation by county government. All the respondents including the SP teams did a self-assessment as part of the rating tool, providing a reason for their score. The graph below shows the trend in scores over time.

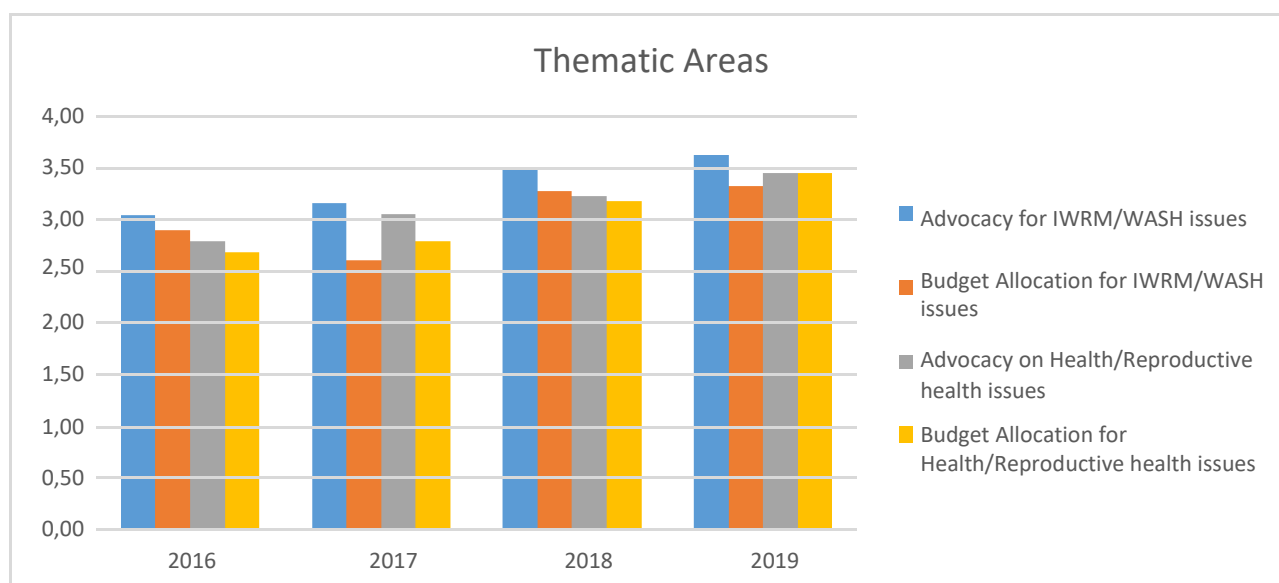


Figure 4: Trend in Thematic Areas

The graph indicates an upward trend in terms of advocacy or lobbying for IWRM/WASH and Health/Reproductive Health issues and also budget allocation, a result that can be attributed to the continued the SP lobbying and advocacy efforts. The average change score was 0.61 which is quite good given the operating political environment. During 2017, the scores dropped or remained stagnant, probably due to the elections and change of government. Things have picked up during 2018 and 2019 when the political environment stabilized.

The scores on specific items are shown below.

Table 5: Scores in Thematic Areas

Item	2016	2017	2018	2019	Change
Advocacy for IWRM/WASH issues	3.04	3.16	3.48	3.62	0.58
Allocation for IWRM/WASH issues	2.90	2.61	3.28	3.32	0.42
Advocacy on Health/Reproductive health issues	2.79	3.05	3.23	3.45	0.67
Allocation for Health/Reproductive health issues	2.68	2.79	3.18	3.45	0.77
Average					0.61

From the table, the highest change score was in budget allocation for Health/Reproductive health issues which means civic space for that element was enhanced followed by advocacy on health/reproductive health issues. Allocation for IWRM/WASH and advocacy on the IWRM/WASH related issues had a lower score, meaning probably much as many civic space activities have been conducted focusing on the sector, allocation has not been as enhanced as compared to Health. . It is important to note that the scores were already quite high in 2016 since devolution was already 3 years old and the public participation processes had begun with stakeholders lobbying for the issues to be included in CIDP and also to be allocated funds. The two SPs accelerated or catalyzed these efforts.

3.5 Advocacy and Capacity Development for Enhanced Civic Space

Through enhanced capacity development of CSOs, CBOs and the communities in Kajiado, advocacy for IWRM/WASH and Health/Reproductive issues has improved, with increased awareness creation to the citizens. Lack (or incomplete) Health, Water, Public participation and Gender Mainstreaming policies has however hampered the progress of the SPs' intentions to support the county. The lesson learnt from the delayed policies is that advocacy for interventions with no policy in place will not translate to funding support.

Another lesson learnt in advocacy is that media plays a big role, as politicians/policy makers listen to what the media is saying and are likely to act to avoid negative publicity.

CSOs capacity has been strengthened with good results. In Loitoktok, a CSO, ENAI spearheaded to form Kajiado Youth Alliance who are spearheading social accountability and budget advocacy. Capacity building of CSOs on social accountability and empowerment of health workers on negotiation skills for CBA has been carried out by HENNET. HSAP also strengthened the capacity of Action Now Kenya on SMART Advocacy on Family planning in May 2018. As a result the CSO lobbied to area member of county assembly for allocation of funds for completion of two health facilities that had stalled in Kajiado North Sub County and also mobilized community members for public participation who demanded for the completion of two health facilities (Ole Kasasi and Ngaimurunya health centers). The MCA allocated funds from the Ward Development Fund onwards for the two health facilities for their completion. This contributed to decongestion of the Saitoti Sub county hospital and improvement to access to service delivery. According to the CSO, the pressure came from the empowered community members, a good strategy and lesson in advocacy.

Capacity building efforts by CSOs have resulted in strong networks to implement structured health programming at the community level. ACHEST KOGS conducted survey of indigenous CSOs with an aim of mapping them and outlining their governance capacities to reduce teenage pregnancy and MPDSR in Kajiado County. ACHEST KOGS selected a total of 35 CSOs representing the three ministries and from the various Kajiado Sub – counties. The training was held in March 2019 in Kajiado County and covered the following areas; organizational capacity; SRHR thematic areas; leadership and management; financial management; searching for evidence; advocacy; social accountability; outcome harvesting; etiquette and communication skills and developing knowledge products. As a consequence, the Kajiado Social Transformative Network "KASTNet" has been formed, facilitated by ACHEST KOGS and is in the process of registration. The network has been facilitated by ACHEST KOGS to develop a strategic plan. The strategic plan will help the network develop the right goals and targets as well as identify their priorities in terms of SRHR in Kajiado. The strategic plan will be effective from 2019 to 2022. The lesson is that institutional capacity building by forming networks strengthens the voice of CSOs, with better advocacy results.

At the grassroots, WRUAs have undergone capacity building processes which started with needs assessment. Facilitated by KEWASNET in Kajiado and Loitoktok, nine Water Resource User Associations (WRUAs) from Nolturesh-Lumi river catchments carried out the first self-assessments ever to identify appropriate interventions to address capacity gaps to achieve organizational sustainability and develop capacity building plans to implement interventions. The nine WRUAs were able to have a detailed understanding of their strengths which can be built on and the limitations which needed to be addressed. Thereafter, the Kajiado County Water Resources User Association (WRUA) council and Chairmen of 9 WRUAs in Kajiado County adopted their individual WRUA Organizational Capacity Development Plans in June 2017.

As a result of capacity building, Nalepo under a World Bank project and through WARMA, NALEPO WRUA received a grant of Ksh. 8.6million to undertake various water related activities related to conservation activities from their Sub Catchment Management Plan (SCMP) in February 2019. Using the funds, the WRUA constructed concrete walls to protect 2 springs; promoted rainwater harvesting by buying and distributing four 10,000 litre tanks to 3 schools and 1 health center; constructed gabions to protect the springs. They also received Sh. 1.6 million from SACDEP which they used for construction of a water pan. According to the Kajiado WRUA Chairman Mr. Memusi, the capacity building by CESPAD is what assisted them to put forward the proposals for funding successfully. The resource mobilization strategy is a clear result of capacity building¹³.

Again, as a result of capacity building, Nalepo WRUA successfully engaged a new partner in March 2019, the Sustainable Agricultural Community Development (SACDEP) which is a civil society organization based in Thika-Kenya, with the SCMP which it has agreed to support with the construction of one water pan worth Ksh 1.6 million in Rombo which is one of the projects planned in the WRUA SCMP.

KEWASNET has also been building the capacity of CSOs and communities in the government budget cycle, focusing on the four stages as follows; formulation, approval, execution and oversight. A poster (Annex 7) with detailed step by step of the budget cycle has been developed and given to the CSOs, CBOs and community leaders for continuous education. This is necessary for sustainability.

The overall learning here is that capacity development triggers self-driven actions that are necessary for sustainability.

¹³ KII with Eunice Kivuva of CESPAD and Joseph Kintamuas, Programme Officer, Il'aramak Community Concern/KIPPA WRUA and Mr. Emmanuel Memusi, Chairman, Kajiado WRUA Association, Member, NALEPO WRUA and a community leader confirmed that there has been continuous capacity building for the WRUAs.

4.0 Conclusions

The main objective of the study was to determine the extent to which civic space in governance in Kajiado County has changed since the start of 2016. This concerned looking at civic space in general, as well as zooming in on civic space regarding the two SP themes i.e. WASH/IWRM and SRHR. The study was also supposed to provide insights into which factors foster or hamper civic space (in general and for WASH/IWRM and SRHR in particular), as well as the reasons lying behind these factors. Four key research questions used to assess the achievement of this objective included: i) to determine how in Kajiado county, civic space changed over time (January 2016 to August 2019) in the perception of CSOs, citizens, policy makers, government officials, journalists, experts, others, ii) determine the factors fostering or hampering progress to improve civic space, iii) assess the reasons these factors foster or hamper progress to improve civic space and iv) determine the role the two SPs (local partners of Watershed and Amref as part of HSA) played in the observed changes in civic space. From the research findings, the civic space in governance in Kajiado has been enhanced since 2016, with CSOs and the public actively participating in governance through structures such as county and sub county committees, and getting their voice heard at the county decision making processes, more involvement in public participation, more, raising complaints and following up their resolution with county government among many other ways.

From the perceptions of CSOs, citizens, policy makers, government officials, journalists and other experts interviewed, the civic space has improved, and government is involving civil society and the public more in decision making processes since 2016. A rating scale on civic space filled by a wide range of stakeholders reveal an increase in all the civic space parameters of accountability, participation, transparency and communication, with factors that foster and others that hinder progress.

The role of the two SPs has been to build the capacities of key partners under Watershed and HSA who then strengthen local CSOs to mobilize communities and empower them to be able to engage county leadership.

CSOs in WASH and SRHR are now better organized to hold the government accountable and participate in decision making processes. However, CSOs lack adequate knowledge and skills on devolution processes including the budget cycle partly due to lack of adequate synergy amongst the SP partners for instance KEWASNET has trained CSOs under WASH on the budget cycle but not those under SRHR.

As much as CSOs are trying to push for accountability from government, lack of adequate data as evidence and inadequate knowledge management with missing documentation by both CSOs and government has been a major drawback. Even if budget lines are allocated, accountability becomes an issue and is hard to resolve without data. This is exacerbated by staffing changes in the executive due to reshuffles on part of government or after elections when a big part of the county leadership changes.

Lack of key policies such as the Health Policy for Kajiado County has delayed development of important legislation on key sub policies in health such as Community Health Service Bill and Reproductive Maternal and Adolescent health legislation. This is the same case with the gender bill. Among other pending policies for Watershed programme are Kajiado Water policy 2018 as well as Natural Resources Management Bill 2018. The latter is a combination of sustainable sand harvesting and charcoal burning bills that were supported by Watershed aiming at addressing water retention capacities in rivers and hence improving water resources management. The County Assembly accepted these two and combined into one, hence Natural Resources Management Bill.

The highest change in civic space as relates to accountability was on CSO participation in government processes, local government acting upon the demands and complaints of CSOs and communities and public members pushing for accountability by government. The lowest change was on accountability by government on results, which can be related to transparency and communication.

Although the public participation process has improved slightly since 2016 it is still been hampered by lack of public participation policy for Kajiado County and inadequate awareness on public participation as the mode of communication (use of print) is a challenge to community members. Thus, meetings are still held in haphazard manner. In addition, although budget documents are shared, they are too complicated for ease of understanding by the majority of participants

Civic education in communities and local community representatives has strengthened advocacy as they are enlightened and can join CSOs in advocate for and demand for their rights. This strategy of involving communities who hold the election card seems adds value to the overall advocacy practice as CSO advocacy alone is viewed negatively especially by politicians. Use of local media stations in awareness creation is very key to the pastoralist communities.

Although the numbers in public participation meetings have increased, the number of women has reduced. This could be due to the fact that the meetings venues are still far and out of reach for many citizens some over 80km away. Kajiado is also a largely patriarchal society and males make decisions for the women on meeting attendance or participation. Many women are also burdened with domestic chores including looking for water, firewood, cooking and looking after children and so hardly have time to attend public events.

Transparency and communication by county government on their projects is very low. Very little or no information is provided to CSOs and communities about decisions, decision making processes and policies. Although there has been a bit of improvement in sharing of information through the County website, a lot more needs to be done to enhance the transparency to all the citizens of Kajiado. Allocation of adequate budgets for needs identified by communities is minimal and the public is largely unaware of utilization of allocated budget on planned activities as per CIDP and annual plans.

Although CSO lobby has resulted in Kajiado County government increasing budgetary allocation for WASH and IWRM from Ksh 1 million to Ksh 4 million, there is still knowledge gap in communities in prioritizing aspects of sanitation during public participation and development of CIDP and Annual Development Plans. The rating scores indicate the two SPs have made progress in achieving both advocacy and allocation results. The upward trend in terms of advocacy and allocation can be attributed by the continued lobbying and advocacy efforts as well as direct engagement with county authorities by the SPs at both national and county levels. The average change score was 0.61 which is quite good given the operating political environment. The change in scores is more in the health than in the sanitation efforts.

Capacity building of CSOs triggers other self-driven actions and processes such as resource mobilization, enhanced internal capacities and linkages that are necessary for sustainability.

5.0 Recommendations

CSOs under HSA need to be trained further on devolution processes including the budget cycle. KEWASNET already has developed the budget cycle training materials for this so the intervention can be done within the partnership arrangements of the two SPs.

The functions of data gathering (research) on government interventions and budget tracking need to be enhanced for both SPs. Availing of simplified documentation during public participation should also be enhanced to hold government accountable in subsequent plans and feedback forums. The public need CSO support to track funding and implementation of projects they raise during public participation and in the CIDP and county Annual plans. As one of the respondents said, 'there is a lot of diversion and corruption'. Key support is especially needed in documentation of interests of the communities to be able to follow up.

Support (both technical and financial) should be provided to CSOs in both SPs to fast track finalization of the pending policies and bills. This will pave way for other legislation and adequate budget allocation for Reproductive Maternal and Adolescent health, gender bill, community health service, public participation bill, water bill, amongst others. Without a proper policy in place, advocacy efforts may not result in actual funding of suggested interventions.

CSOs in both SPs should undertake more lobbying activities on accountability of government on results so that government is more open to both CSOs and members of the public.

Both SPs should support the completion of the adoption of the National public participation guidelines for the county. This will streamline the public participation processes. In addition, CSOs also need to work with county to simplify the budget for people to understand.

The CSOs in both SPs need to hold more civic education targeting more communities and using a wide range of strategies. CSOs should work with communities to identify advocacy issues and develop community advocacy plans and strategies. These issues can then be raised using memoranda or during county assembly meetings in the community. The youth parliament model of structured advocacy in Ugunja, Siaya can be replicated with good results. Building the capacity of and using the media as a tool to raise awareness and advocate for issues remains a key strategy.

Both SPs need to support the County widen coverage of public participation in terms of venues and ensure they are neutral grounds to reach more people at the grassroots level. CSOs and government actors need to engage with women and other excluded groups to ensure that they find ways in which the excluded voices will be listened to. CSOs need to contribute to the organization of public participation forums in their areas of operation especially educating women on the importance of the public participation processes in relation to their gender specific needs.

The County should devise ways to communicate more effectively about the government projects and utilization of allocated budgets through a variety of methods to enhance transparency to all citizens of Kajiado. CSOs and the county government should improve on awareness creation to communities on behavioral change on hygiene practices especially on Open Defecation. Stakeholders can leverage their efforts from one locality until there is acceptable behavioral change. Increased awareness on importance of sanitation will lead to more demand for sanitation services from the public.

There is need for cross learning between CSOs in the two SPs to build on each other's strength.

The county government needs to provide timely information to CSOs and bring them together to listen to their views in order to improve public participation.

The SPs needs to financially and technically support dissemination of completed documents e.g. the norms and standards that were launched at the national level in October 2018 and disseminated at the county level but are yet to be operationalized due to lack of funds.

Annex 1: Civic Space Rating Scale Tool

2016-2019 comparison of Civic Space (where 1 is very poor, 2 poor, 3 Average, 4 Good, 5 Very good)

Actions	Rate between 1 – 5 (2016)	Rate between 1 – 5 (2017)	Rate between 1 – 5 (2018)	Rate between 1-5 (2019)	Comment (Reason for ratings) including numbers where possible. Also state the role of project partner focus projects
Accountability by Government on plans					
Accountability by Government on activities					
Accountability by government on results					
CSO push for Accountability by government					
Public members push for accountability by government					
CSO participation in government processes					
Local government act upon the demands and complaints of CSOs and communities/citizens					
Public participation meeting attendance					
Public participation meeting distances/venues					
Public participation meeting communication					
County government CSO collaboration					
Advocacy by citizens for their needs					
Advocacy by CSOs for policies					
Civil society participation in government decisions					
Decision-makers request CSOs and citizens to provide information					
CSOs and citizens provide unsolicited information, including demands for change, to decision makers					
Social inclusivity of existing participation mechanisms					
Transparency by county government on projects, processes					
CSO timely provided with information about					

decisions, decision making processes, policies by government					
Communities/citizens timely provided with information about decisions, decision making processes, policies by government					
Provision of budget documents to public					
Provision of time table for public participation					
Attendance in public participation meetings					
Inclusion of identified needs into CIDP					
Allocation of adequate budget for needs identified by public					
Use of allocated budget to planned activities as per CIDP and annual plans					
Advocacy for IWRM/WASH issues					
Advocacy for Health/Reproduction health issues					
Allocation for IWRM/WASH issues					
Advocacy on Health/Reproductive health issues					
Allocation for Health/Reproductive health issues					

Annex 2: Key Informant Interview Tool

(CSOs, key community leaders, policy makers, government officials, journalists, experts, others)

Date of interview:

Location (sub county/ward):

Name and Title/organization of interviewee:

Name of person conducting the interview:

1. HSA/Watershed (as applicable) have since 2016 been involved in a program interested in changes in the general space for dialogue and dissent and governance/accountability towards CSOs/citizens. What would you say are the change in behaviours, practices, actions, policies, programmes etc. evident in Kajiado county civic space as a result of the HAS/watershed interventions (done differently)?
2. Now we will go through a few specific questions

Accountability - Question 1

- a. To what extent does the local government act upon the demands and complaints of CSOs and communities/citizens, observed through changes in rhetoric and changes in policies and practices?
- b. What factors have made this possible?
- c. Provide specific examples of such local government actions.
- d. Are there some specific to WASH /IWRM and SRHR)? Which?

Accountability - Question 2

- a. To what extent does the local government pro-actively engage with CSOs and communities in determining the policy agenda and implementation priorities, in seeking information and possible options?
- b. How has public debate activities changed; number of locations/venues, agenda? Change since 2016
- c. Who are the actors in the public debate? Average number and type of attendees (gender, age) in the meetings? Any changes since 2016?
- d. Who speaks on behalf of the public/constituents? How is public represented in the debates? Any change since 2016
- e. Are community priorities considered and implemented as per the community recommendations? Any changes since 2016?
- f. Any projects/ implementation in the community as a result of CSO or community engagement with local government since 2016?
- g. Provide specific examples of such engagement.
- h. What factors have contributed to this scenario (fostered or hampered)?
- i. Do advocacy topics related to WASH/IWRM and SRHR arise?
- j. How have discussions on WASH/IWRM and SRHR topics changed over time since 2016?
- k. Have power relations between civil society and government changed in Kajiado? Are they listening to each other? Change since 2016?

Accountability - Question 3

- a. What are existing social accountability mechanisms? Any changes since 2016?
- b. Who is involved in these social accountability mechanisms?
- c. What is the effectiveness of these social accountability mechanisms in enhancing transparency?
- d. How well does the community open up and air their views? Change since 2016

Participation of stakeholders - Question 4

- a. How does civil society participate in government decisions? (List any type of involvement and state if they at county, ward, community or another level. Are they invited by county or do they agitate to be involved? Any changes since 2016¹⁴)
- b. What are the developments in the nature of consultation for a? Is this institutionalized e.g. are they part of bodies/committees? (E.g. ad hoc/structured, informal/formal) or type of fora (e.g. multi-stakeholder, bilateral, Technical Working Groups, community days)?
- c. Do decision-makers request CSOs and citizens to provide information? How did this change over time according to stakeholders? Any changes from 2016
- d. Do CSOs and citizens provide unsolicited information, including demands for change, to decision makers? How did this change over time? Changes since 2016
- e. How socially inclusive are the existing participation mechanisms? (E.g. are the Assemblies representing the different sections of society in terms of ethnicity, able-bodied, wealth, gender, age?) Rate any changes from 2016 to 2019 -1 to 5)

Transparency and communication - Question 5

- a. Are CSOs provided with timely information about decisions, decision making processes, and policies by government? How did this change over time since 2016? Give specific examples. What prompted the change?
- b. Are communities/citizens timely provided with information about decisions, decision making processes, and policies by government? How did this change over time since 2016? Give specific examples. What prompted the change?

Role of Watershed and HAS partners – Question 6

- a. What is the role of the SPs (as appropriate) in the public and political debate? Has this changed over time? If so, why? What strategies are being used that work well/do not work?
- b. Have the 2 SPs contributed to a change (increase/decrease) of local CSO influence in Governance? If so, how?
- c. Have the 2 SPs contributed to a change (increase/decrease) of citizen's influence in governance? If so, how?

What other stakeholders (NGOs, Government) have contributed to these results and to what extent? Explain the initiatives that have taken place (provide evidence).

¹⁴Comparison of previous government and current on CSO matters.

Annex 3: FGD Tool for community members

Name of Sub County:

Ward:

Village:

Type: Pastoral, youth, women, other:

1. Have you been involved in public participation?
2. Which issues did you raise?
3. Were those issues included in the plans?
4. Are there any projects as a result?
5. How is the trend in public participation since 2016? Better or worse? Explain.
6. How is the process organized in terms of communication, venue, calendar, documents availability etc.? How has this changed since 2016?
7. How have the Amref and Watershed partners contributed to civic space?

Annex 4: Persons Met [Omitted due to privacy]

Annex 5: Case Study – Meaningful Citizen Involvement in Water Management

Case of Nalepo WRUA in Kajiado County

Introduction

Nalepo Water Resources Users Association (WRUA) was established in 2006 to address frequent Water use conflicts (human/human and human/wildlife), conserve Nalepo water sub catchment in Kajiado County and provide mechanisms for sharing water equitably to meet the ever-increasing demand for different uses. Water Resource Users Associations are legally established community groups engaged in water conservation at sub catchment level (Water Act 2016). Nalepo WRUA Members are mainly drawn from farmers who are members of irrigation canals and individual water users in Rombo ward. The sub catchment emanates from the slopes of Mt Kilimanjaro to the North West. The area borders Tsavo West National Park and Njukini area in Taveta Sub County to the East and South respectively. Nalepo sub catchment is within Athi basin and it covers 140km². Administratively, the sub catchment is located within Rombo Division in Loitokitok Sub County, Kajiado County. Rombo group ranch is within the sub catchment.

Challenges

The main water resources problems they face in their sub catchment as identified by the community in order of priority (highest to lowest) are:

- Catchment degradation due to overstocking and charcoal burning
- Riparian land encroachment
- Flooding during rainy seasons
- Illegal water abstraction for various uses
- Inadequate water supply
- Inadequate water storage infrastructure
- Water use conflicts (Human/Human and Human/wildlife conflict)
- Water pollution issues

Intervention and Outcomes

Following support by Centre for Social planning and Administrative development (CESPAD) in collaboration with wetlands International and Water Resources Authority (WRA) under the Watershed-empowering citizens' programme, Nalepo WRUA reviewed their Sub Catchment Management Plan (SCMP) in December 2017. The reviewed SCMP not only included the three new chapters (flood management, climate change and livelihoods) as per the new WRUA Development Cycle (WDC) but also interventions that would allow for WASH/WRM integration.

A WRUA sub catchment management plan (SCMP) is a plan that highlights the challenges that a specific sub catchment is experiencing and also outlines the key activities and projects that if implemented would help to solve the sub catchment challenges. Therefore, the SCMP acts as a WRUA shopping basket and a plan for resource mobilization.

Additionally, through the watershed programme in 2018, CESPAD built the Nalepo WRUA (among others) capacity and skills regarding IWRM/WASH integration, resource mobilization, lobby and advocacy and stakeholder engagement.

As a result of the empowerment sessions conducted to the Association by CESPAD and other watershed partners, Nalepo WRUA has been able to successfully engage key stakeholders in a bid to garner more support for conservation of water resources including catchments and wetlands in its sub catchment. For example, in February 2019 Nalepo WRUA signed a contract with the Water Resources Authority (WRA) to undertake conservation activities from the SCMP up to a tune of Ksh. 8.6 million. The conservation work is ongoing.

Nalepo WRUA further approached Sustainable Agricultural Community Development (SACDEP) which is a Civil Society Organization based in Thika - Kenya in 2019 with the SCMP document and the organization agreed to support the WRUA through construction of one water pan in Rombo which is one of the project planned in the Nalepo WRUA SCMP. The water pan whose works has already commenced on the ground is approximated to cost Ksh 1.6 million. This intervention will aid in increasing rain water harvesting for improved livelihood and wellbeing of the community in the catchment.

The County Government in 2018 also supported the WRUA through the provision of over 2000 seedlings that were planted around Rombo spring that supplies water for domestic use and livestock in the area. Additionally, with the support from the Kajiado county government, Nalepo WRUA has been able to reclaim Setere wetland in Nalepo sub catchment which will help in promoting water for domestic use, irrigated agriculture and livestock use.

Therefore, Watershed - Empowering Citizens Programme has promoted community involvement and leadership in water management in Kenya. This is a step towards improving livelihood and enhanced water service provision in the community. The change started with capacity building of Nalepo WRUA which empowered the WRUA leaders to be able to engage effectively with WRA, Kajiado county government and other CSOs like SACDEP to leverage development resources for sustainable Water Resources Management in Kajiado County.

Annex 6 – Kenya Government Budget Cycle Poster

KENYA GOVERNMENT BUDGET CYCLE

A government budget is a document presenting the proposed revenue and spending for a financial year that is often passed by the Legislature, approved by the President and presented to the Finance Cabinet Secretary to the Nation. It is the Annual Financial Statement of the country which estimates the anticipated government revenues and government expenditures for the ensuing financial year. A budget cycle refers to the life of a budget from creation to evaluation, the four stages of the budget cycle are Formulation, Approval, Execution and Evaluation. This is what happens at each stage.

Formulation

The government budget cycle involves the process that all government departments go through to prepare their budgets. It involves the preparation of the budget estimates for the financial year.

Approval

All budgets are submitted to the Finance Cabinet Secretary for review and approval. The Finance Cabinet Secretary then presents the budget estimates to the President for approval.

Execution

Once approved, the budget is used to guide the government's spending and revenue collection for the financial year.

Evaluation

At the end of the financial year, the government's performance is evaluated against the budget estimates. This is done through the Annual Financial Statement.

THE BUDGET GUIDE

Formulation

- Prepare the budget estimates for each department.
- Submit the budget estimates to the Finance Cabinet Secretary for review and approval.
- Prepare the budget estimates for the financial year.
- Submit the budget estimates to the President for approval.
- Prepare the budget estimates for the financial year.

Approval

- Review the budget estimates for each department.
- Approve the budget estimates for the financial year.
- Present the budget estimates to the President for approval.
- Prepare the budget estimates for the financial year.

Execution

- Use the budget estimates to guide spending and revenue collection.
- Monitor the budget estimates for each department.
- Report the budget estimates to the Finance Cabinet Secretary for review and approval.
- Prepare the budget estimates for the financial year.

Evaluation

- Review the budget estimates for each department.
- Approve the budget estimates for the financial year.
- Present the budget estimates to the President for approval.
- Prepare the budget estimates for the financial year.

Lower guiding county planning and budgeting

County Government Act 2012: provides that county governments will be required to develop plans including: 5-year County Integrated Development Plan, 10-year programme based county sectoral plan as component parts of the CIDP, county spatial plans and cities and urban areas plans. These plans shall be the basis for all budgeting and spending in the county developed by the county executive committee and approved by the county assembly.

Public Finance Management Act 2012: requires that the budget process of county governments in any financial year consist of integrated development planning which include long-term and medium-term planning as well as financial and economic priorities for the county over the medium term.

Urban Areas and Cities Act 2012: Section 36 (2) of the Act states that "an integrated urban or city development plan shall bind and inform all planning for development and decision-making and ensure comprehensive inclusion of functions."

The Intergovernmental Relations Act 2012: establishes the National and County Government Coordinating Summit which is the apex body for intergovernmental relations. The Summit consists of the President (in his absence the Deputy President) and the Governors of the 47 Counties. Among the principles of intergovernmental relations is inclusive and participatory governance, and the promotion of accountability to the people in decision making and actions taken.



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