

## **9. INSTITUTIONAL AND LEGAL ASPECTS OF WEBUYE URBAN WATER SUPPLY AND SEWERAGE SERVICES**

### **9.1 Institutional Set-up of Webuye Urban Water Supply and Sewerage Services.**

Webuye urban water supply is under the responsibility of the District Water Office (DWO), Bungoma District. This means that in addition to the operation and management of the Webuye Urban Water Supply, the DWO has the responsibility of operating and managing other water supply systems in Bungoma District. The District Water Officer, Bungoma, is supported by a Deputy District Water Officer. The detailed organisational structure for Bungoma- District Water Management is presented in the utility management section of this report. The functional arrangement in the District water supply system includes the following sections:

- (a) Operations and maintenance.
- (b) Revenue and billing.
- (c) Accounts.
- (d) Administration.
- (e) Supplies.

The staff complement for Webuye water and sewerage works is 36. Most staff are deployed specifically in Webuye Urban Water Supply with a few employees deployed in the sewage works. Others are also deployed in the operation of other water projects in Bungoma District.

Webuye town has a limited sewerage system, which is operated and managed by the Webuye Municipal Council. Septic tanks or pit latrines serve premises that are not connected to the municipal sewerage system. Revenue collection on sewerage connections and user charges are tied to the water billings accounts.

In recommending a viable institutional and legal framework for Webuye Urban Water Supply, it is necessary to provide details of the existing institutional and legal framework for the water sector in Kenya.

### **9.2 Existing Institutional Framework for the Water sector**

#### **9.2.1 Organisations Concerned with Water Supply**

Water is principally now being managed under the Ministry of Environment and Natural Resources. However, there are specific institutions responsible for the development, operation and maintenance, and regulation of water supply. These institutions are analyzed below.

### **(a) Department of Water Development**

The Department of Water Development (WDD) is the GOK agency responsible for the development, conservation and control of water. In support of this, its mission statement is: "to ensure proper and orderly Water Resources Management, including assessment, conservation, development and protection of the environment from degradation from water development activities." In order to fulfill its mission, the functions of the department are stated as:

- Water development and water supply;
- Control of water catchments;
- Water resource management;
- Water quality and pollution control;
- Water conservation.

To execute these functions, the Director of Water Development is responsible for three branches, which together are responsible for ten Divisions, one additional Division, the Kenya Water Institute (KEWI), six provincial water offices and, through the provincial offices, 64 district offices throughout Kenya. WDD operates a total of 375 (309 rural)<sup>3</sup> schemes through its network of Provincial, district and Divisional offices.

The Department of Water Development manages ground and surface water resources by hydrological observation, assessing water resources, controlling water quality, planning water projects, assessing environmental and other impact of water resource management practices. There are 500 observation stations around the country providing data for this unit. The branch also manages a division for water rights ad assessment, which issues, cancels and registers water permits and maintains water resources database.

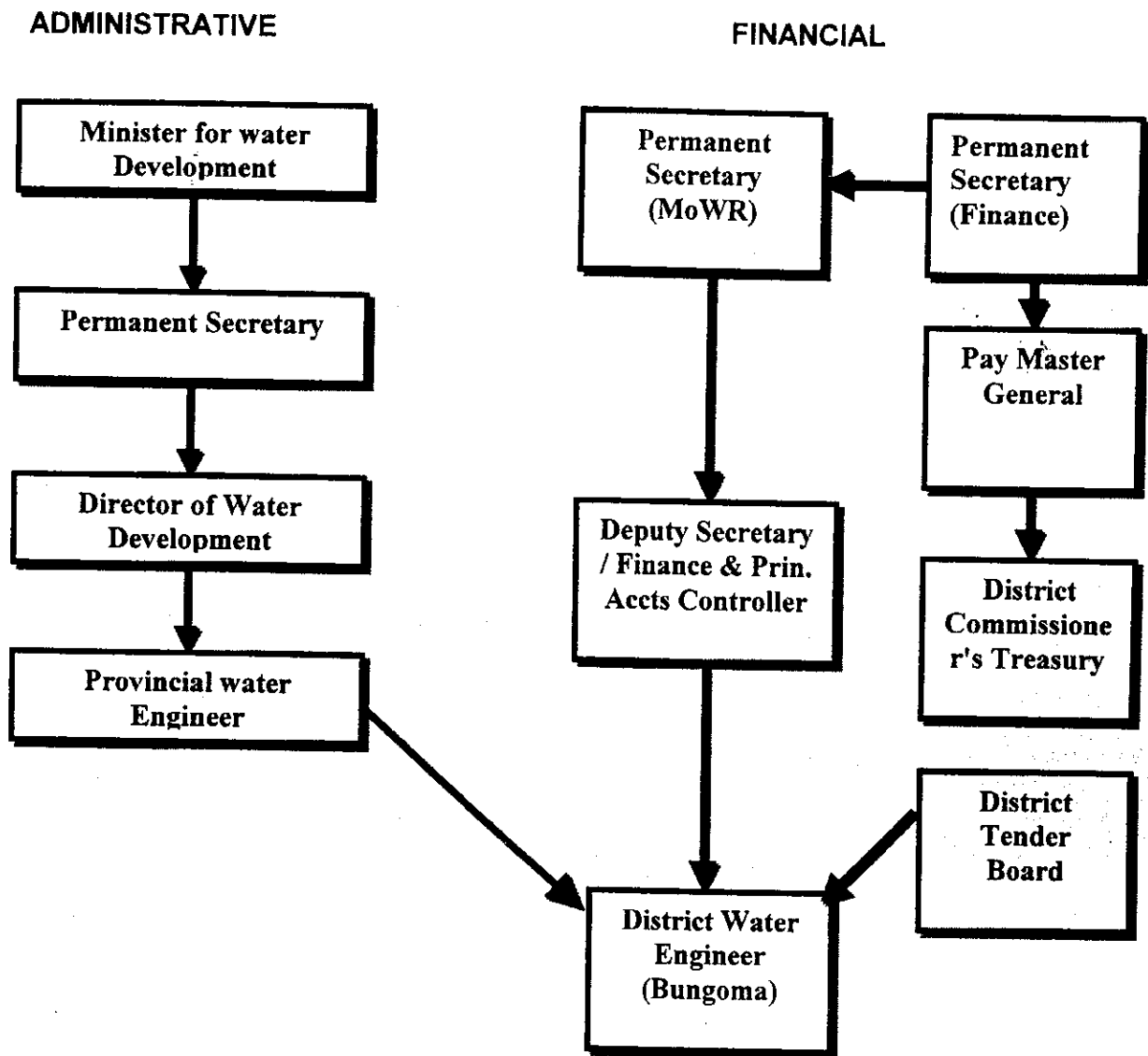
The four branches of the department are:

- Water resource development
- Water resource management
- Water research
- Kenya Water Institute

### **(b) Water Operations at District and Scheme Level**

In Districts and scheme level, management is vested on the District Water Engineer. The District Water Engineer is also Secretary to the District Water Board and executes decisions as required by the DDC.

**Chart 1: Management Structure for Water and Sewerage Services - Water Undertaker: Director of Water Development**



**9.2.2 Agencies Related to the Ministry of Environment and Natural Resources**

There are various agencies operating in support of the mission of the Department of Water Development. These include:

**(a) Water Appointment Board (WAB)**

WAB reports to the Minister of Water. It, on behalf of the Minister, authorises, supervises and controls the use of water throughout Kenya. The function is discharged through Catchment Boards. There are six catchment Boards as follows: Tana, Rift Valley, Athi, Northern Ewaso Nyiro, Lake Victoria North, and Lake Victoria South.

## **(b) District Water Boards**

District Water Board, established since 1991, in each district assist the planning and coordination of water related activities. The Boards are subcommittees of the DDC's. Their mandate includes:

- Protection, conservation and preservation of all catchment areas in the district;
- Partitioning, allocations and authorisation of all water bodies;
- Water quality and pollution control activities;
- Management and control of water use;
- Overseeing and coordinating all water related activities in the District;
- Assisting in the enforcement of the Water Act.

## **(c) National Water Conservation and Pipeline Corporation (NWCP)**

The National Water Conservation and Pipeline Corporation (NWCP) was established under the State Corporations Act, Chapter 446 of the Laws of Kenya vide Legal Notice No. 270 of 24<sup>th</sup> June, 1988, as an autonomous agency reporting to the then Ministry of Water Development. The Corporation became operational on 1<sup>st</sup> July, 1989. The Corporation was created to meet the following objectives:

- To commercialize the water sector operations;
- To achieve financial autonomy in water operations;
- To improve performance of water supplies and
- To reduce dependence on public funding of water projects.

At the time of establishment, the Corporation was mandated to undertake the following in connection with water supplies and projects where it had been appointed water undertaker:

- (i) Under the general direction of the Minister for the time being responsible for water resources, manage and develop the specified water supplies and projects;
- (ii) Supply water in bulk to such water undertakers as the Minister may, after consultation with the Board of Directors, by notice in the Gazette, designate;
- (iii) Supply water in bulk or otherwise, to such persons or class of persons as the Minister may, after consultation with the Board, by notice in the Gazette, designate;
- (iv) Do all such things as may be necessary or advantageous for the management of the water projects and for securing an adequate supply of water;
- (v) Apply for and obtain all such licenses, permits and other authorities required under any written law or as may be desirable.

The Corporation was also mandated to assist the Government in the formulation and execution of a National Water Development Policy.

### **9.2.3 Other Institutions Related to Water**

#### **(a) Ministry of Local Government (MOLG) and Local Authorities**

MOLG is the third institution with major responsibilities for the water supply and sanitation sector. The ministry's mission is to promote the development of Kenya through the establishment and existence of viable and well organised Local Authorities (LA's). MOLG currently oversees 164 LAs which are established by the Minister as provided for in Local Government Act. Among their many responsibilities is the provision of water and sanitation services in their areas as set out in the Act. Of the 164 LA's, 10 administer water and sewerage schemes, and the rest administer sewerage only or sanitation schemes, water being supplied by another water undertaker such as MENR or NWCP. The Water and Sewerage Department of the Nairobi City Council, although a local authority scheme, is really a special case because of its size and the degree of autonomy it enjoys.

Of the five MOLG departments reporting to the Permanent Secretary and which, together, are to execute the functions and fulfill the mission, the Urban Development Department has direct technical responsibility for water and sanitation (see Figure 2.1.2 for its organisation structure). It has a Planning Division and a Technical Division out of its functions of:

- Formulating, with LA's, urban development policies;
- Coordinating implementation of urban development policies, programmes and projects in LAs; monitoring and evaluating these;
- Providing technical assistance to LAs.

Water and Sanitation Section is one of four technical sections addressing different subsectors of LAs and providing technical assistance to them.

#### **(b) Non-Governmental Organisations (NGOs) and Community Schemes**

The impact of NGOs in the provision of water supplies appears to be considerable and to have operated over many years. It has been estimated that at least 60 of the more than 400 NGOs active in Kenya are engaged in the water sector. Most have water components in integrated rural development projects.

It appears that many NGO projects employ MENR staff as technical advisers during development, after which they are handed over to the communities with some ongoing help from the Ministry. However, other water projects which may form part of larger integrated development projects, are undertaken without MENR being notified.

The district or divisional offices of the Ministry should be the contact point for all such schemes and a registration procedure should be mandatory.

In addition to the above, there are schemes operated by small informal groups which often collapse without financial or technical assistance. Those that do not fail are better managed, either with or without external help from, say, MENR field staff, with realistic fund raising arrangements. The Ministry of Culture and Social Services attempts to mobilise and assist groups like these, but is hampered by lack of funds and manpower in the field.

### **9.3 Legal Framework of the Water Sector**

An appropriate legal and regulatory framework is necessary to monitor and control the water sector. The main objectives of the regulatory system are to: ensure compliance with standards of acceptable service, protect the ratepayer and create an environment that promotes stable and viable water institutions. The Kenyan Government has enacted laws related to water supply and sewage disposal including environmental legislation. The main laws include:

- (a) The Water Act (Cap 372)
- (b) The National Water Conservation and Pipeline Corporation Order (Legal Notice No.270, June 24, 1988)
- (c) The Local Government Act (Cap 265)
- (d) The Irrigation Act
- (e) The Tana and Athi Rivers Development Authority Act
- (f) The Keno Valley Development Authority Act and The Lake Basin Development Authority Act
- (g) The Agriculture Act (Cap 318)
- (h) The Public Health Act (Cap 242)
- (i) The Environmental Management and Co-ordination Act of 1999.
- (j) Wildlife (Conservation and Management) Act (Cap 376)

These laws are briefly described and assessed where relevant to the water sector.

#### **9.3.1 The Water Act (Cap 372)**

The Water Act, which is the most important law related to water, was first established in 1951 to make better provision for the conservation, control, apportionment and use of water resources. It was revised in 1972 and further subsidiary legislation was enacted in 1995.

**(a) The objective of the Water Act**

The purpose of the Water Act is to make provision for the conservation, control, apportionment and use of the water resources of Kenya, and for purposes incidental thereto and connected therewith. Except for waters which are wholly situated in a private land owner's domain, the Act vests the rights over all surface and ground water in the Government subject only to the rights which users may acquire under licence.<sup>1</sup> The overall power for the control of every body of water is exercised by the Minister,<sup>2</sup> who has the duty to promote the investigation, conservation and proper use of water resources of Kenya.<sup>3</sup> Part III of the Act provides for the general powers of the Minister. He has power to purchase or acquire land by any other means for the conservation, improvement or use of water,<sup>4</sup> to construct and maintain such works as may be necessary for the protection of the source or course of any body of water, the disposal or control of flood water, the conservation of water, and the distribution, apportionment or measurement of water;<sup>5</sup> to impose water rates upon any person benefiting by such works;<sup>6</sup> to impose water rates in connection with community water projects;<sup>7</sup> to impose water rates on local authorities with respect to water projects in reserved areas;<sup>8</sup> to order drainage of swamps;<sup>9</sup> to establish protected catchment areas in cases where special measures are necessary for the protection of water resources;<sup>10</sup> to expropriate, on payment of compensation, and operate or dispose of water works;<sup>11</sup> to enter upon, use, order the use of, maintain, vary, destroy or remove abandoned water works wherever situated;<sup>12</sup> and, in cases of emergency as a result of a serious deficiency of water for domestic purposes caused by reason of exceptional shortage of rain, accident, or other unforeseen circumstances, to direct that any person who has excess water supply for his domestic purposes does supply to such area or other person the excess quantity.<sup>13</sup>

**(b) Institutions under the Water Act**

The Act then establishes two important institutions. The first is the Water Resources Authority, established under section 19, with the duties, *inter alia*, to investigate the

<sup>1</sup> Supra, note 24, section 3.

<sup>2</sup> Ibid., section 4.

<sup>3</sup> Ibid., section 7.

<sup>4</sup> Ibid., section 8.

<sup>5</sup> Ibid., section 9.

<sup>6</sup> Ibid., section 10.

<sup>7</sup> Ibid., section 11.

<sup>8</sup> Ibid., section 12.

<sup>9</sup> Ibid., section 13.

<sup>10</sup> Ibid., section 14.

<sup>11</sup> Ibid., section 15.

<sup>12</sup> Ibid., section 16.

<sup>13</sup> Ibid., section 17.

water resources of the country and advise and make recommendations on the improvement, preservation, conservation, utilization and apportionment, to prepare estimates of the future water supply requirements of any area of the country, and to formulate proposals for meeting the existing and future water supply requirements of any area.<sup>14</sup> The second is the Water Apportionment Board established under section 25, with the duty, to grant permits for proposed diversion, abstraction, obstruction, storage or use of water from a body of water or drainage of a swamp,<sup>15</sup> and powers to prescribe measuring and controlling devices for water consumption,<sup>16</sup> to require equitable use and to prohibit any practice that may cause undue reduction of water during drought and in the case of small watercourses,<sup>17</sup> to determine all questions as to full, efficient, reasonable and beneficial utilization of water,<sup>18</sup> and to declare various matters pertaining to bodies of water.<sup>19</sup> Overall, the Water Apportionment Board works in an advisory capacity to the Minister and determines the apportionment of national waters according to user requests.

### (c) Powers of the Minister under the Act

The Act then empowers the Minister to take a number of steps to ensure the protection of water catchment areas and ground water resources. He may declare an area to be a protected catchment area, a conservation area, or a protected area. Where the Minister is satisfied, after consultation with or on the advice of the Water Resources Authority, that special measures are necessary for the protection of water resources in or derived from any area, he may declare such area or any part thereof to be a protected catchment area.<sup>20</sup> By order, the Minister may require, regulate or prohibit any activities within such a protected catchment area which may be contrary to the requisite protection goals. Any person who fails to comply with such order shall be guilty of an offence.<sup>21</sup> Under section 74 of the Act, the Minister has power to declare, after consultation with the Water Resources Authority, an area to be a conservation area if special measures for the conservation of ground water in the public interest whether for the protection of public water supplies or for the protection of water supplies used for industrial or other purposes are required. Any person who has been using ground water in an area so declared to be a conservation area and who desires to continue with the use must, within six months of the Minister's declaration, obtain a permit.<sup>22</sup> Besides, no person may construct and use any well for the abstraction of ground water, extend any existing well for the abstraction of additional ground water, or abstract ground water by mechanical means from any well, within a conservation area without a permit.<sup>23</sup> Where the Minister has appointed an undertaker to be responsible for the control and distribution of water in a given

<sup>14</sup> Ibid. section 20.

<sup>15</sup> Ibid. sections 36, 78, & 79.

<sup>16</sup> Ibid. section 28.

<sup>17</sup> Ibid. section 29.

<sup>18</sup> Ibid. section 30.

<sup>19</sup> Ibid. section 31.

<sup>20</sup> Ibid. section 14.

<sup>21</sup> Ibid.

<sup>22</sup> Ibid. section 75.

<sup>23</sup> Ibid., section 76.



area,<sup>24</sup> there is a corresponding duty to ensure an adequate supply. Accordingly, whenever the Minister is satisfied that special measures are necessary for the protection of a catchment area from which the water supply of an undertaker is obtained, he may declare such area to be a protected area.<sup>25</sup> By order, he may require, regulate or prohibit the carrying out of any activities in the area that may be inimical to the protection of the area or the water supply obtained therefrom. Such an order must be published in the Gazette and in a newspaper circulating in the district where the area is situated.<sup>26</sup>

#### (d) Pollution control

The Water Act also addresses the issue of pollution of water resources, albeit in the part of the statute addressing miscellaneous issues.<sup>27</sup> One may be tempted to conclude that pollution, and the quality of water generally, is not given the priority that it deserves in the statute. There is comparatively more emphasis on ensuring that there is no diminution in the quantity and not quality of supplies. However, pollution of water used for human consumption is an offence under the Act.<sup>28</sup> The perpetrator of the pollution shall not be so liable if he was practising a lawful method of cultivation of land or the watering of stock which does not conflict with the principles of good husbandry.<sup>29</sup> Similarly, it is not an offence if the perpetrator is involved in reasonable use of oil, tar, or other substances on any highway or road and reasonable steps are taken to prevent pollution. Finally, the pollution does not constitute an offence where the perpetrator was involved in the disposal of wastes or effluent in any area that the Minister may have specified.<sup>30</sup>

In any event, it is an offence for any person to wilfully and without authority throw, convey, or cause or permit to be thrown or conveyed, any rubbish, dirt, refuse, effluent, trade waste or other offensive or unwholesome matter or thing into or near any body of water in such manner as to cause, or be likely to cause, pollution.<sup>31</sup> Besides, under Rule 72 of the Water (General) Rules<sup>32</sup>, any person the effluent from whose works is returned to or discharged into a body of water not being "in such a degree of purity as will satisfy" the Water Apportionment Board or containing any matter "poisonous or otherwise likely to be injurious directly or indirectly to public health, to livestock or to crops, or to orchards or gardens irrigated with such water, or to any product for which such water is used in any process whatsoever," shall be guilty of an offence. Absent water quality and discharge standards as well as a monitoring mechanism, these provisions have remained inoperable, although well-intentioned!

A further attempt to amend the Act is now in progress led by the Water Rights

<sup>24</sup> That is, under section 124 of the Act.

<sup>25</sup> Section 150(1)

<sup>26</sup> Section 150(2).

<sup>27</sup> Part XVI of the Act.

<sup>28</sup> *Ibid.*, section 158(1).

<sup>29</sup> *Ibid.*

<sup>30</sup> *Ibid.*

<sup>31</sup> *Ibid.*, section 160(2)(b).

<sup>32</sup> *Ibid.*, L.N. 374 of 1964. See also Rules 77-80.

Section of the MOWR. It is intended that a second Water (Amendment) Bill be prepared, circulated to stakeholders and the Attorney General, and then submitted to Parliament.

### 9.3.2. The National Water Conservation and Pipeline Corporation Order, 1988

The National Water Conservation and Pipeline Corporation was established in 1988 by an Order,<sup>33</sup> and among its functions are the development and management of the water projects listed in the Schedule to the Order, as amended from time to time.<sup>34</sup> To that end, and in connection with the water projects in the Schedule, Regulation 5 provides that the Corporation shall (a) supply water in bulk to such water undertakers as may be designated by the Minister, (b) supply water, in bulk or otherwise, to such persons or class of persons as the Minister may designate, (c) do all such things as may be necessary or advantageous for the management and development of water projects and for securing an adequate supply of water, and (d) apply for and obtain such licences, permits and authorities required under any written law or as may be desirable. Further, the Regulation provides that the Corporation shall operate under the general direction of the Minister and shall assist the government in the formulation and implementation of a national water development policy.

It is noteworthy that the functions of the Corporation do not include addressing or dealing with factors or activities that may affect the availability of water or its quality. The supply with which the Corporation is concerned is dependent on the availability which, in turn, is dependent on conservation of catchment areas and drainage basins and ensuring that activities in these areas do not lead to diminution of the water in quantity and quality. The implication here is that the Corporation would be rendered functus officio if the supplies dried out!

A major weakness in the legislation establishing the Corporation is the absence of any statement indicating how it is to relate to other institutions, eg MOWR and local authorities, in the development and management of water supplies. This has caused considerable confusion among these other institutions and needs to be resolved.

### 9.3.3 The Local Government Act (Cap 265)

This Act was set up in 1963 to provide for the establishment of authorities for local government, to define their functions and to provide for "connected" and "incidental" matters. It was revised in 1986.

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<sup>33</sup> Supra, note 37.

<sup>34</sup> As per the last amendment to the Schedule, effected vide L.N. 42 of 1989, the total number of water projects under the Corporation is now forty two.

In the context of this study, the Act provides that every local authority (municipal, town and urban council) may establish, maintain and regulate sewerage and drainage works within or outside its area. It may also compel the construction of private drains and their connection to public drains or sewers, and fix charges for the use of sewerage and drainage facilities.

In addition, a local authority (municipal, town, urban or area council) may undertake the supply of water within its area, and may establish, acquire and maintain works for this purpose. A local authority may make by-laws under this Act to the extent that a water undertaker may make regulations under the Water Act. However, it is not stated clearly that every local authority undertaking water supply is a water undertaker under the Water Act. For example, the Water (Water Undertakers) Rules apply only to gazetted water undertakers.

Many local authorities operate and manage water supply systems, not only as water undertakers but also pursuant to the provisions of the Local Government Act.<sup>35</sup> The water and sewerage department of every local authority is responsible for operation and maintenance of works for the supply systems. Augmentation and expansion of the systems are under the control of the parent ministry.

#### **9.3.4 The Irrigation Act**

Section 15(2)(a) of the Irrigation Act (Cap. 347) enjoins the Irrigation Board, in conjunction with the water Resource Authority, to formulate and be responsible for the execution of policy in relation to national irrigation schemes. One can only hope that such policy would take into account and be in consonance with the provisions of the Water Act.

This Act provides for the establishment, constitution and functions of the National Irrigation Board which is responsible for the development, control and improvement of national irrigation schemes in the areas designated by the Minister of Water Resources.

#### **9.3.5 The Tana and Athi Rivers Development Authority Act**

The Act provides for the establishment of an authority to advise on the institution and coordination of development projects in the two basins.

#### **9.3.6 The Kerio Valley Development Authority Act and the Lake Basin Development Authority Act**

These Acts each provide for the establishment of an Authority to:

- (a) Plan and coordinate the implementation of development projects in the

<sup>35</sup> Chapter 65, Laws of Kenya, (Revised Edition, 1986), sections 178-180.

catchment area;

- (b) Establish a long range development plan for the area;
- (c) Coordinate the abstraction and use of natural resources, especially water, and to monitor this;
- (d) Maintain a database of all relevant statistics for the area.

The Acts do not state that the Authorities have sole or any responsibility for developing and distributing water supplies in bulk, either within the Area or outside it.

### **9.3.7 The Agriculture Act (Cap 318)**

Section 201 of the Agriculture Act acknowledges the supremacy of the Water Act. It states -

"Nothing in this Act or any rules made thereunder shall prejudice or affect the provisions of the Water Act, and where anything in this Act or any rule is inconsistent with any such provision that provision shall prevail." This provision should be included under other Acts as far as water is concerned.

The Act promotes agricultural development according to sound practices of good land management and stresses the need for conservation of soil and its fertility. Thereby, the Act indirectly emphasises the importance of preventing of soil erosion and the consequential deterioration of the quality of surface water.

### **9.3.8 The Public Health Act (Cap 242)**

This Act requires local authorities to take all lawful measures to prevent and deal with the outbreak of disease. As there is a direct connection between certain diseases, sewage and water supply, every local authority, whether a water undertaker or not, has a statutory duty in water supply, water pollution and sewage disposal. For this purpose, the Act gives every local authority wide powers to deal with unsatisfactory water supplies, wastewater and sewage disposal and water pollution. For example, a local authority is mandated to prevent pollution of any supply of water used for drinking or domestic purposes, to purify it should it become polluted and to take action against those causing the pollution. Furthermore, the local authority is empowered to exercise its powers outside its area, if for example the source of water is outside its area.

Powers given to the Minister include: delegation of powers to local authorities and others to control the standard of purity of treated effluent and to control industries liable to pollute water courses; making rules for the protection of water supplies in defined areas; prohibition of insanitary irrigation within a town or its environs. There is

a fair amount of subsidiary legislation which includes detailed provisions for drainage and sewerage.

### 9.3.9 The Environmental Management and Co-ordination Act 1999

Management of water resources has also been addressed by legislation outside the sectoral confines. In particular, this has been addressed under the rubric of environmental protection and conservation by the newly enacted Environmental Management and Co-ordination Act.<sup>36</sup> The Act has detailed provisions on this matter. For instance, section 42 provides that no person shall, without the written approval of the Director General of the National Environment Management Authority, carry out a number of activities, namely, (i) erect, reconstruct, place, alter, extend, remove or demolish any structure or part of any structure in or under the river, lake or wetland; (ii) excavate, drill, tunnel or disturb the river, lake or wetland; (iii) introduce any, animal whether alien or indigenous, dead or alive, in any river, lake or wetland; (iv) introduce or plant any part of a plant specimen, whether alien or indigenous, dead or alive, in any river, lake or wetland; (v) deposit any substance in a lake, river or wetland or in, on, or under its bed if that substance would or is likely to have adverse environmental effects on such water body; (vi) direct or block any river, lake or wetland from its natural and normal course; or (vii) drain any lake, river or wetland. Besides, the Minister is empowered to declare a lake shore, wetland, coastal zone or river bank to be a protected area for purposes of conserving the environmental quality of such a body of water.<sup>37</sup> He may also issue general and specific orders, regulations or standards for the management of river banks, lake shores, wetlands, or coastal zones and for the protection and conservation of such areas if they face imminent risk of environmental degradation. Such orders may provide for, *inter alia*, the development of overall environmental management plans for the water bodies taking into account the relevant sectoral interests, the development of contingency plans for the prevention and control of all deliberate and accidental discharge of pollutants into the water bodies, as well as the development of plans for the protection of wetlands.<sup>38</sup>

#### (a) Management of environment - lakes and rivers

The National Environment Management Authority is also under a duty to issue guidelines for the management of the environment of lakes and rivers.<sup>39</sup> It is also required to develop, issue and implement regulations, procedures, guidelines and measures for the sustainable use of hill sides, hilltops, mountain areas and forests and the control of the harvesting of forests and other natural resources so as to protect water catchment areas.<sup>40</sup>

<sup>36</sup> Act No. 8 of 1999. The Act became operational effective January 14, 2000.

<sup>37</sup> *Ibid.*, section 42(2).

<sup>38</sup> *Ibid.*, section 42(3).

<sup>39</sup> *Ibid.*, section 42(4).

<sup>40</sup> *Ibid.*, sections 44 & 47.

Further, the Minister is empowered to declare any area of land, sea, lake or river to be a protected natural environment area for the purpose of promoting and preserving specific ecological processes, natural environment systems, natural beauty or species of indigenous wildlife or the preservation of biological diversity in general. Once an area has been so declared, the National Environment Management Authority is empowered to issue guidelines and prescribe measures for the management and protection of such area.<sup>41</sup>

#### **(b) Environmental impact assessment - water projects**

Section 58 of the Act makes it mandatory for projects that are likely to have adverse environmental impacts on water to undergo environmental impact assessment. These projects are dams, rivers and water resources including storage dams, barrages and piers; river diversions and water transfer between catchments; flood control schemes; and drilling for the purpose of utilizing ground water resources including geothermal energy.<sup>42</sup>

What is clear from the above is that the Environmental Management and Co-ordination Act is innovative in one fundamental way. Unlike the other legal instruments before it, it focuses the management strategy less on the resource (water) *per se* and more on the protection and conservation of the ecosystems that enhance and maintain both the quality and quantity of the resource available for use. By focussing more on the ecosystems, the Act adopts a holistic approach to water resource management which, in turn, enables the consideration of related factors such as deforestation, agricultural and animal husbandry and human settlements, all of which have direct implications on the availability and sustainable use of water.

#### **(c) Water quality standards**

As already noted above, the major problem with the prevention and control of water pollution is the absence of any water quality and discharge standards. With the Environmental Management and Co-ordination Act in force, this may soon become history. Water polluting activities and pollutants will be subjected to strict control measures under the Act. The Act establishes a Standards and Enforcement Review Committee whose functions are, *inter alia*, to advise the National Environment Management Authority on how to establish criteria and procedures for the measurement of water quality, to recommend to the Authority minimum water quality standards for uses such as drinking, industry, agriculture and recreation, and to analyse and submit to the Director General of the Authority conditions for discharge of effluents into the environment.<sup>43</sup> Implementation of the quality standards will be reinforced by penal sanctions, a factor that recognizes societal interest in water quality. Any person who discharges or applies any poison, toxic, noxious or

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<sup>41</sup> *Ibid.*, section 54.

<sup>42</sup> *Ibid.*, section 58 and Second Schedule to the Act.

<sup>43</sup> *Ibid.*, sections 70 & 71.

obstructing matter, radioactive waste or other pollutants or permits any person to dump or discharge such matter into the aquatic environment in contravention of the established water pollution control standards shall be guilty of an offence and liable to imprisonment for a term not exceeding two years or to a fine not exceeding one million shillings or to both such imprisonment and fine.<sup>44</sup> In addition, the person shall be ordered to pay the cost of the removal of the pollutant(s), including the costs of restoration of the damaged environment and, also, to pay third parties reparation, cost of restoration, restitution or compensation as may be determined by the court on application by such third parties.<sup>45</sup>

#### **(d) Trade and industrial effluents**

Trade and industrial effluents shall be discharged only into existing sewerage systems and only pursuant to an effluent discharge licence issued by the local authority operating or supervising such sewerage system.<sup>46</sup> The discharge licence may be cancelled by the Authority if (i) the holder contravenes any provision of the Act, (ii) the holder fails to comply with any condition specified in the licence, or (iii) the Authority considers it in the interest of the environment or in the public interest so to do.<sup>47</sup> Otherwise all licenses issued for effluent discharge shall be kept in a register to be maintained by the Authority as a public document that may be inspected by any person on payment of the prescribed fee.<sup>48</sup>

An important provision of the Act is section 158 which provides that any written law in force before the commencement of the Act relating to the management of the environment shall have effect subject to such modifications as may be necessary to give effect to the Act. Further, where the provisions of such law conflict with those of the Act, the latter shall prevail. This provision is crucial in charting the future trends in legislative action with respect to the management of the environment generally and water in particular.

#### **9.3.10 Wildlife (Conservation and Management) Act (Cap. 376).**

Mention should also be made of the Wildlife (Conservation and Management) Act (Cap. 376). Under S.15 thereof, the Minister is empowered, upon certain conditions being satisfied, to prohibit, restrict or regulate any particular acts in any area adjacent to the Park, National Reserve or local sanctuary. In particular, he may declare an area to be a protection area and may also specify the acts which are prohibited or regulated and the extent or manner of such restriction or regulation. The Minister's action might well encroach upon water allocation and related matters. Should that happen, it would then become necessary to ensure that the Minister's actions are in conformity with the express provisions of the Water Act.

#### **9.4 Concerns with the Current Institutional Framework**

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<sup>44</sup> *Ibid.*, section 72.

<sup>45</sup> *Ibid.*

<sup>46</sup> *Ibid.*, sections 74 & 75.

<sup>47</sup> *Ibid.*, section 76.

<sup>48</sup> *Ibid.*, section 77.

Past measures and policies have not effectively addressed the problems in the water supply and sanitation sector. The water delivery systems continue being ineffective and inefficient. The main reasons for these are:

- (a) The politics of water - Water has been regarded as a social good. It is therefore part of a political culture that water provision and sanitation is the obligation of the state. Citizens, administrators and politicians regard water utilities as naturally existing to fulfill that social role. Moreover, water utilities are significant employers and instruments of political patronage.
- (b) Uncertainty over the policy regime and regulatory framework has been a major constraint in the water supply and sanitation sector management. It is held that rules which are clear, sound and stable, and institutions which enforce those rules in a fair and predictable manner, are the linchpin to efficient institutions.
- (c) The role of private capital and management in the water supply and sanitation sector and the pricing of services have not been clarified. Lack of detailed information on the sector and its potential as a business is a major reason why entrepreneurial resources have yet to be mobilized on a scale consistent with the potential of the sector.
- (d) There are no performance standards for water utilities in Kenya currently. This means that managers cannot be sanctioned for poor performance. This extends to the fact that there are no effective sanctioning system for wayward and dishonest employees as well.
- (e) The centralized system of managing water utilities particularly those under the MENR and NWPC makes efficient operations difficult.
- (f) Water services are provided by centrally managed monopolistic public enterprises or government departments. Those charged with the responsibility for delivery of water services are rarely given the managerial and financial autonomy they need to do their job properly.
- (g) Users of these services both actual and potential are not well positioned to make their demands felt.

In addition to the above there are specific constraints arising from the administrative and financial over water. These are:

- (h) The Ministry is responsible for all features of water development and management. This includes policy formulation, water sector regulation and is also the main water undertaker. This leads to over centralized decision making processes leading to slowness in project implementation and capacity responsiveness.



- (i) The financial management aspects of water schemes is governed by Treasury Regulations. Revenues, especially for those schemes operated by the Ministry of Water Resources, revert to District Treasuries with little reference to the dynamic needs of the water schemes. This affects operation of water schemes in that there is absence of financial control at the District level. This results in:
  - Lack of attention in even a minor leakage problem as repair financing decisions lies elsewhere.
  - In excess financing charges for the water sector.
  - Lack of accountability and transparent with respect to the finances raised and utilized by the water schemes.
- (j) There exists Parallel authority systems in the implementation of projects, particular at the District and Provincial Water Engineers level.
- (k) The Water Act, which is the operative Act for the water sector does not formally recognize the position of the Permanent Secretary in the management of water resources.
- (l) Water resource management responsibilities are often fragmented among sector agencies and this becomes a major impediment to integrated water resources management.

## **9.5 Concerns with the Existing Legal Framework**

Implementation of the law is generally intended by Government and public authorities. If laws are made for good reasons, there must be equally good reasons for their enforcement. Law which is not implemented because it is not enforced encourages the public to disregard it, and is unfair to those who observe h.

Several studies of the sector spanning two decades have revealed that most problems are due to poor implementation and enforcement of the law, rather than any serious deficiencies in h. It is reported that formal enforcement action is virtually unknown, with scarcely a single prosecution under the relevant laws in the last 35 years. (The Study was unable to verify this absence of prosecutions.) The reasons for this low level of enforcement were:

- (a) The division of responsibilities among many agencies, with little coordination and between which cooperation is not always good. At best this makes for procedural difficulties, and at worst leads to lack of interest.
- (b) The number of laws involved which may be difficult to understand and correlate, particularly by the subordinate officials concerned.

- (c) The demise of the Water Resources Authority and the Regional Water Committees, which, in the absence of amendments to the Water Act, implies that their functions have been taken over unlawfully.
- (d) Lack of experience of enforcement procedures by officials and lack of case law.
- (e) Staff shortages.
- (f) Inability to take Water Act prosecutions to subordinate courts quickly. (The present procedure whereby prosecution of people contravening the Water Act must be initiated by the AG will be quite unworkable if the number of prosecutions increases. This would be better handled by designated officers at a lower level, eg water bailiffs).
- (g) An absence of what can best be described as the "philosophy of enforcement", particularly at senior levels. One might add, from the present perspective:
- (h) Generally poor motivation among officials of the public service because of inadequate pay and service conditions when these are compared to the private sector and even state corporations.

## **9.6 Proposals for Reform of the Water Sector**

The need to improve the management systems of providing water and sanitation services in urban areas in Kenya is now apparent and urgent. The technical and operational; commercial and financial; human and institutional; and environmental problems of the water utilities must be addressed. This requires examining different management arrangements that will deliver the intent. Three approaches are considered for ameliorating the problems of water supply in Kenya. These are:

- (a) Retaining the current water management arrangements but strengthening the operations.**
- (b) Corporatization of water and sanitation services.**
- (c) Allowing private sector participation in water utility management.**

Each of these options requires careful analysis as to its viability and application in the Kenyan context. These options are discussed hereunder:

### **9.6.1 Retaining Existing Arrangements**

The proponents of **Retaining the current water management arrangements but strengthening the operations** maintain that the current urban water undertakership arrangements remain. They argue the problem is not institutional but one of the quality of management. Therefore performance of the water utilities can be enhanced

without changing current institutional arrangements but by adopting appropriate reform programmes which include:

- (a) Strengthening the institutional mechanisms of the Ministries of Water Resources and Local Authorities, the urban centers and the National Water Conservation and Pipeline Corporation.
- (b) Developing institutional mechanisms such as contract plans and performance evaluation systems to hold managers of water utilities accountable for results.
- (c) Recruiting skilled manpower with market based compensation systems for the utilities.
- (d) Increasing the autonomy and freeing water utility managers from government interference in day-to-day operational decision making and from non-commercial goals. This will include granting autonomy to management of the utility to hire and fire, negotiate on tariffs and spend outside civil service rules. It also includes restructuring the board of management to diminish the role of sector ministry and civil servants.
- (e) Allowing gradual move to cost recovery tariffs

### 9.6.2 Corporatization

Corporatization means the formation of autonomous utilities to take charge of water supply and sanitation. Corporatization implies full application of commercial principles to the water service providers. The utilities will have focused and explicit performance objectives, well-defined budgets based on revenues from users, and managerial and financial autonomy. The managers can then be held accountable for their performance. The advantage is rapid improvement in performance.

The key in Corporatization is the formation of autonomous utilities. This can be done through:

- (a) Transferring the assets of the water utility to public **trust company**, owned directly by the Government or indirectly through a local authority. The assets are therefore separated and isolated from those of the Government or council. This company will be managed by an independent Board of Trustees similar to that envisaged under the Kenya Revenue Authority Act. Since this is a public company owned by the Government, it will have the capacity to source multilateral funds for development purposes.
- (b) Forming an **autonomous operating entity** which will be granted some rights to manage the utility by the public trust company. Corporatization will be achieved where an autonomous operating unit is created and which is then allowed to operate on full commercial principles enjoying commercial freedoms. Corporatization establishes independence of a local authority or government unit and insulates it from noncommercial pressures and constraints. This is because

lack of autonomy and accountability creates problems such as overemployment and unfocused goals occur because managers do not have control over day-by-day operations. They also must refer decisions on prices, wages, employment, and budgets to someone else. It is known that water departments in urban authorities are not autonomous units. Under this phase, mechanisms for the creation of institutional framework which can lead to commercialization would be considered. This will include the role of the main stakeholders in the commercialization process and the internal arrangements required to create autonomous water departments including human resource and finance issues.

### **9.6.3 Private Sector Participation**

Private sector participation (PSP) in water and sanitation is based on the separation of the ownership of assets from the management of those assets. Private sector participation involves changing the managerial characteristics of the water industry. It further calls for the making of a complex set of choices about all the factors influencing water sector performance and creating the conditions under which private involvement can yield the desired performance improvements. Experience from PSP in water and sanitation has helped to:

- (a) improve the quality and availability of services
- (b) expand service coverage
- (c) mobilize capital from both public and private sources for urgently needed investments
- (d) introduce new cost-effective technologies and stimulate the development of superior management and more efficient use of labour
- (e) reduce operating subsidies, and in some cases, transform them into positive returns on investments
- (f) reduce political interference in the operations of water utilities which often contributes to the chronic inefficiency in public utilities<sup>49</sup>

### **9.7 Proposed Institutional Options and Legal Aspects of Webuye Urban Water Supply**

The proposed institutional options and legal implications for the institutional improvement and rehabilitation of water supply system for Webuye Urban Water Supply are guided by:

- (a) Government policy on water resource management (Sessional Paper No. 1 of 1999) and policy linkages with Poverty Reduction Strategy Paper (PRSP);

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<sup>49</sup> Nakani, P.2

- (b) Government policy on the restructuring and privatisation of public enterprises (1992)
- (c) Grant financing eligibility for institutional strengthening and infrastructure rehabilitation by development partners and, more particularly, the Government of Japan.
- (d) Sustainability of water supply and sanitation services;
- (e) Improved access of water service to community, especially women;
- (f) Cost effective operations balanced by affordability;
- (g) Speed of incorporation in view of current strict deadlines;
- (h) Consistency with existing incorporation laws;
- (i) Community participation and involvement - public orientation as opposed to private sector orientation;
- (j) Substantial autonomy to deliver service without undue political interference.

The options considered and presented hereunder include: State Corporations; Limited Liability Company; societies Act; and the Trustee Act (Perpetual succession) Act, Cap. 164. These options are summarised below. A detailed analysis of these options and their legal implications are presented in Annex 1(Institutional options and Legal aspects of Webuye Urban Water Supply and Sewerage Services)

### **9.7.1 State Corporation**

This can be established under the provisions of the State Corporations Act<sup>50</sup> (Chapter 446). This would be a public institution whose day to day operations would be decided by a Board of Directors in which the Government would have a substantial control. It would satisfy the requirement by the Government that it must retain the ownership of its assets and other investments in the sector. It would also meet the condition for grant financing by the Government of Japan through JICA.

However, in the light of the fact that the stated Government policy is to pull out of the water sector, this is not a recommendable option as it would be contradictory to the government policy. Besides, the National Water Conservation and Pipeline Corporation has not particularly been efficient in the discharge of its mandate in order to justify the establishment of another corporation.

### **9.7.2 Limited Liability Company**

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<sup>50</sup> Chapter 446, Laws of Kenya, (Revised Edition, 1987).

This can be incorporated under the provisions of the Companies Act<sup>51</sup> and may be limited either by shares or by guarantee and be public or private. A company limited by shares may be public in which case its shares may be floated on the stock exchange and any person may become an investor therein by purchase of the shares. The number of shareholders is limited only by the share capital. A private company, on the other hand, has a limited number of shareholders; they cannot be more than fifty. Since the number of shareholders is limited only by the share capital, a public company may cater for the interests of more stakeholders than the private company. But since, in both cases, the profit motive is the driving force in the membership, this may ensure efficiency in the delivery of services.

The company limited by guarantee is a more social service oriented organization that is not motivated by the profit motive. To that extent, the company may promote community participation and involvement in its decision-making process.

The main disadvantage of a limited liability company is likely to be 'taken over' by people with the economic muscle and be used for their own selfish interest with little or no benefits enuring to the community that is supposed to be benefited. More crucial is the fact that the company will not meet the eligibility criterion for funding by the Government of Japan through JICA. Besides, in cases where companies have been incorporated to take over municipal water supplies, there have been several technical and operational problems. This is especially so in cases where the local authorities concerned have incorporated wholly owned limited liability companies where the municipal councillors have brought in political interference. Cases in point include Eldoret and Nakuru Municipal water supplies.

### **9.7.3 Co-operative Society**

A co-operative society can be registered under the provisions of The Co-operative Societies Act<sup>52</sup>. Under the provisions of this Act, a society which has as its object the promotion of the welfare and economic interests of its members, and has incorporated in its by-laws the principles of (a) voluntary and open membership, (b) democratic member control, (c) economic participation by members, (d) autonomy and independence, (e) education training and information, (f) co-operation among co-operatives, and (g) concerns for community in general, may be registered as a co-operative society with or without limited liability.

The co-operative society is a business organization that would provide an effective tool for community participation and involvement in the operations of a water supply project. It would also promote commercial orientation in the sense that members would expect dividends at the end of every year.

Besides taking a considerably long time to be registered, a co-operative society does not enjoy autonomy from government control in the sense that the Commissioner for Co-operative Development, the Registrar of Co-operative Societies and other officers

<sup>51</sup> Chapter 486, Laws of Kenya (Revised Edition, 1989).

<sup>52</sup> Act No. 12 of 1997 repealing The Co-operative Societies Act, Chapter 490.

are all appointees and officials of the Government with considerable statutory powers of control of the operations of the co-operative society. To this extent, the Government would still be in control of the water sector.

#### **9.7.4 Trust Corporation**

A trust corporation may be registered under the provisions of the Trustee (Perpetual Succession) Act.<sup>53</sup> Under this Act, trustees who have been appointed by any body or association of persons established for any religious, educational, literary, scientific, social, athletic or charitable purpose, or who have constituted themselves for any such purpose, may apply to the Minister in the prescribed manner for a certificate of incorporation as a body corporate. The trust corporation has perpetual succession, can sue and be sued in its own name, and can hold movable and immovable property and any other interest belonging to or held by any person(s) for the benefit of the trust. New trustees may be appointed to succeed those deceased or retiring. Besides, the trust would enjoy considerable autonomy, but be accountable to the stakeholders in the operations and management of the project. The board of trustees stands in a fiduciary relationship with regard to the stakeholders on whose behalf they manage the trust corporation.

A detailed analysis of the above options are presented in **Table 9.1** below.

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<sup>53</sup> Chapter 164, Laws of Kenya (Revised Edition 1981) - 23

**Table 9.1: Analysis of Various Substantial Options**

OPTION	LEGAL BASIS	ADVANTAGES	DISADVANTAGES	RECOMMENDATION
<b>State Corporation</b>	State Corporations Act (Cap. 446)	<ul style="list-style-type: none"> <li>❖ Easy to establish</li> <li>❖ Government backing</li> <li>❖ Public Institution</li> <li>❖ Easy transfer of assets</li> </ul>	<ul style="list-style-type: none"> <li>❖ No independence autonomy</li> <li>❖ Political interference</li> <li>❖ Would be contrary to stated policy</li> <li>❖ Low motivation</li> </ul>	Not recommended
<b>Limited liability Company</b>	Companies Act (Cap. 486)	<ul style="list-style-type: none"> <li>❖ Easy to incorporate</li> <li>❖ Commercial orientation</li> <li>❖ Public can be shareholders (whose company is not wholly owned by council)</li> <li>❖ Transparency and accountability</li> <li>❖ May be exempted from taxation if limited by guarantee</li> <li>❖ Community participation and involvement</li> <li>❖ May be supported by development financiers</li> <li>❖ Separate legal entity from shareholders</li> <li>❖ No direct government involvement and control</li> </ul>	<ul style="list-style-type: none"> <li>❖ Can be easily wound-up (especially where wholly owned by Council)</li> <li>❖ Taxation may limit future investment</li> <li>❖ Can be taken over by a few rich persons purchasing shares thereby frustrating public participation (where company is public)</li> <li>❖ Transfer of assets problematic</li> </ul>	Not recommended as it raises complex logistic problems



<b>Co-operative Society</b>	Co-operative Societies Act (Cap. 490)	<ul style="list-style-type: none"> <li>❖ Effective tool for community participation</li> <li>❖ Business oriented</li> <li>❖ Profit motivation</li> </ul>	<ul style="list-style-type: none"> <li>❖ Takes too long to register</li> <li>❖ Lack of "common interest" among the co-operators</li> <li>❖ Government involvement and interference</li> <li>❖ Transfer of assets problematic</li> <li>❖ May be easily taken over by the rich</li> </ul>	Not a viable option
<b>Trust Corporation</b>	Trustee (Perpetual Succession) Act (Cap. 164)	<ul style="list-style-type: none"> <li>❖ Easy to register</li> <li>❖ Perpetual succession, hence sustainability</li> <li>❖ Independent legal status as public agency</li> <li>❖ Community service oriented</li> <li>❖ Governance by own instrument</li> <li>❖ Political interference unlikely as board of trustees is appointed by stakeholders on basis of instrument</li> <li>❖ Number of trustees based on instrument</li> <li>❖ Possible exemption from taxation</li> <li>❖ Transfer of assets not possible this being a public institution</li> <li>❖ No shares hence not amenable to acquisition by the rich</li> </ul>	<ul style="list-style-type: none"> <li>❖ All stakeholders may not be represented on the Board of Trustees</li> </ul>	This is the best option that is recommended for adoption.

## 9.8 Recommended Institutional Options and Legal Implications

In the light of the above analysis and the requirements of both the Government of Kenya and JICA, the registration of a trust corporation to take over the water supply and sanitation services would be the best option. This option not only meets the requirements of the two parties but also presents fewer logistical and operational problems.

The legal requirement will be as follows:-

- (a) Application for registration in the prescribed form accompanied by,
- (b) A statement of the objects and constitution of the trust concerned, e.g. to take over and operate the Webuye water supply and sanitation services, to enter into an agreement for the lease of any assets and equipment, to impose and charge tariffs for the supply of such services, to employ such personnel or such terms and conditions as may be deemed necessary, to formulate working arrangements for the effective and efficient operation of the water supply, to acquire and hold such property as may be necessary for the discharge of its functions, etc;
- (c) A statement and short description of the property or interest therein which at the date of application is held or intended to be held by the trust;
- (d) A statement as to whether the trust concerned is a society registered or exempt from registration, or is incorporated under the Companies Act;
- (e) The names and addresses of the trustees;
- (f) The proposed title of the corporate body, of which the words "trustees" and "registered" shall form part, e.g. THE REGISTERED TRUSTEES OF ---- (TOWN) WATER SUPPLY SERVICE;
- (g) The proposed device of the common seal; and
- (h) The regulations for the custody and use of the common seal.

Under the constitution in (b) above, provisions can be made for the number of trustees to be registered and how these may be appointed do as to be representative of all the stakeholders.

Organizationally, the Board of Trustees will have the overall management of the trust in order to ensure efficient delivery of services to the consumers. To this extent, it will be its responsibility to hire the management staff and such other personnel as may be required. To ensure transparency and accountability, the Board of Trustees will be expected to consult regularly with the major stakeholders on the progress achieved in implementing the mandate of the Trust. This consultative process will be provided in the trust instrument.

## **9.9 Institutional Framework for the Proposed Webuye Urban Water Supply and Sewerage Service.**

In this section we develop the organisational structures and operating mechanism for the Trust Corporation, which is the recommended institutional and legal option for Webuye Urban Water Supply and Sewerage Services.

### **9.9.1 Organisational Structure**

The proposed institutional framework comprises the following structures:

- (a) The Board of Trustees (BOT)
- (b) Management

The role of these structures is now defined.

### **9.9.2 Board of Trustees**

The Board of Trustees will be the governing body of the Trust Corporation. It will acquire and manage assets on behalf of the stakeholders; and will be responsible for policy guidance and the strategic direction of the Trust Corporation. The Board of Trustees will be appointed from the current stakeholders of Webuye Urban Water Supply. Major stakeholders are:

- (a) Webuye Municipal Council;
- (b) District Water Officer (DWO);
- (c) Major consumers, especially the co-operative societies , business enterprises and institutions (educational and health);
- (d) Development partners;
- (e) Religious organisations;
- (f) Community water projects;
- (g) District Social Development Officer (DSDO)

The initial appointment will be facilitated by the Inter-Ministrial Core Team. Thereafter, replacement within the Board of Trustees shall be effected by the Trustees themselves on the basis of agreed procedure. This renewal process will be detailed in the constitution of the Trust Corporation.

Other provisions enshrined in the constitution of the Trust are:

- (i) That the number of trustees shall be between 5 - 7;

- (ii) That Government representation shall be provided in BOT to safeguard public interest;
- (iii) That BOT can co-opt, for particular purpose, an expert on issues of relevance to the Trust or beneficial to the advancement of the interests of the Trust;
- (iv) That the Board of Trustees shall convene a stakeholders consultative forum every year to keep stakeholders closely informed of the progress in the affairs of the Trust Corporation.

The specific duties of the Board of Trustees are:

- (a) To lease and / or acquire and own assets on behalf of the stakeholders;
- (b) To appoint the General Manager and senior managers of the Trust Corporation and to fix their remuneration;
- (c) To approve the organisational structure and the establishment level of the management and operational staff;
- (d) To approve policy and strategy of the organisation;
- (e) To approve the capital and operating budgets of the Trust Corporation;
- (f) To monitor management performance in accordance with the agreed plans;
- (g) To prepare and submit reports to the Stakeholder Council in the manner provided by law and the Trust Instrument.

### **9.9.3 Management**

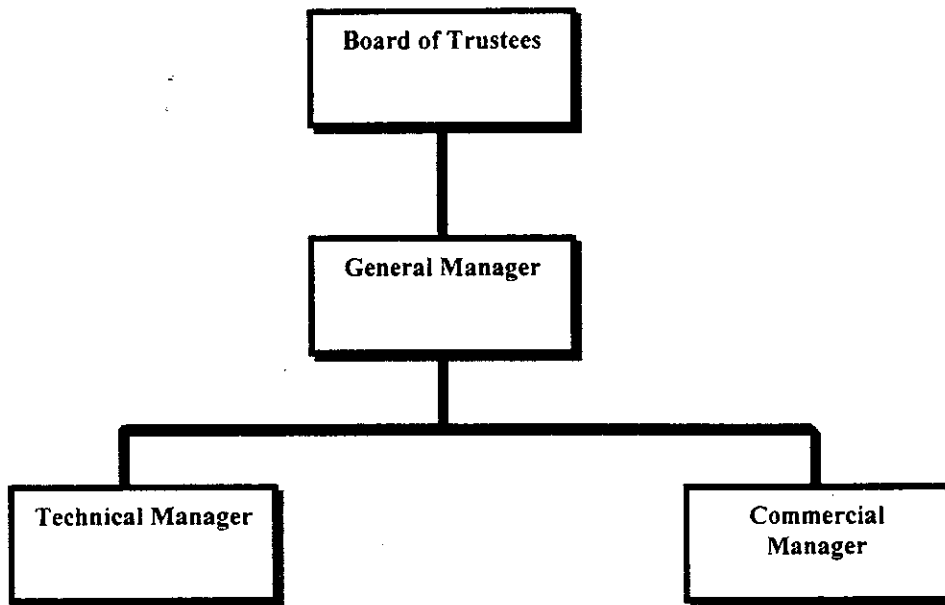
It should be noted that the Trust can operate the water supply and sewerage system in the Town. Alternatively, the Trust can contract out this function to a private operator. In the event the BOT decides to manage these services, it will appoint senior members of the Management Team.

These are:

- (a) The General Manager
- (b) The Technical Manager
- (c) The Commercial Manager

Other positions will be approved by the BOT but will be recruited by the Management Team. The high level organisational structures of the Trust Corporation are illustrated in **Fig. 3.1**.

**Fig. 3.1: High level organisational structures for Webuye Water Supply and Sewerage Services.**



**The General Manager:** will be responsible for all aspects of the management and operations of the Trust Corporation. These include policy and strategy formulation for BOT approval and subsequent implementation after BOT approval.

**The Technical Manager:** will be responsible for operations and maintenance; and assets replacement for efficient supply of water and sanitation services.

**The Commercial Manager:** will be responsible for billing and revenue collection; accounting and financial management of the Trust Corporation. He / She will also approve water supply and sanitation connections and oversee customer service standards.

#### **9.9.4 Syndication of Water Supply and Sewerage Services Management**

It is quite possible that some of the smaller towns could derive economies of scale from syndication of the water supply and sewerage services management. This essentially means forming a management company to manage the water and sewerage services in two or more local towns.

The proposal to form a trust corporation on a syndicated basis must be seen against the need to ensure that stakeholders in the "catchment area" of the local town have a common interest in water and sewerage issues that directly affect them. It is unlikely that stakeholders in different local towns could show a common interest that would sustain the formation of a Water and Sewerage Services Trust Corporation

encompassing these different towns. In the event, therefore, where syndication could be a feasible option in the management of the water and sewerage services, this should be confined to the operational management aspects. In effect, therefore, Water and Sewerage Trust Corporations in the concerned local towns could contract out the operations and management of the water supply and sewerage services to a professional private sector operator. This is a feasible option in areas where expertise in the management of these essential services is limited. It is also a more practical and simpler solution than the formation of a management company by the Trust Corporation in the local towns. The latter is likely to suffer from over-politicisation of the leadership and management role of such a company.

#### **9.9.5 Operating Mechanisms**

The operations of the Trust Corporation will be as follows:

- (a) The initial appointment to the Board of Trustees will be facilitated by the Interministerial Core Team. Appointment will be from current stakeholders and will include Government representation. A woman representative should also be appointed. Subsequent appointments to fill vacancies in the BOT shall be provided in the constitution of the Trust. The relevant provision should allow BOT to renew itself by appointing replacements from specified stakeholders. To obtain ownership and support of stakeholders to the proposed Trust and the appointment thereof, a sensitization and consensus building workshop involving major stakeholders should be held before the Trust Corporation is registered.
- (b) The Board of Trustees will "hire and fire" the Senior Managers of the Trust Corporation. The BOT can also contract out the management of the water supply and sanitation system to a private operator. BOT must, however, ensure that the services of the Trust Corporation are not harmed by such an arrangement and will ensure that safeguards are in place to provide services in a sustainable manner. The BOT will own or lease assets and properties on behalf of the Trust Corporation and will enter into contracts with third parties. The BOT will sue and be sued on behalf of the Trust Corporation.
- (c) The management (and / or management agent) will manage the day to day operations of the Trust Corporation. Management will be accountable for their performance to the Board of Trustees through regular reports and meetings of the Board of Trustees.

## 10.0 FINANCIAL, ECONOMIC AND SOCIAL EVALUATION

### 10.1 INTRODUCTION

This section provides for the financial, economic and social evaluation of Webuye Urban Water Supply. The financial viability analysis is only useful for indicative purposes only. It is contended that projects of this nature should rely more on economic and social viability. These two aspects are given more emphasis in the evaluation.

### 10.2 INSTITUTIONAL MANAGEMENT COSTS

To obtain the desired results from the rehabilitation of the Webuye water supply, there will need for new institutional arrangement. This will be supported by a change in management style. This involves substantial investment, which is taken as part of the cost of the project. The financial costs of undertaking this exercise are summarised in Table 10.1.

**Table 10.1: Webuye Institutional Development Costs**

No.	Activity	Bases of cost estimate	Estimated cost (Ksh.)
1	Hold consensus building workshop	(a) Travel refreshments and honorarium for 50 participants at SH. 5,000 /= per participant	250,000
		(b) Consultants facilitation costs and travel	700,000
		(c) Transport and related expenses for ministry staff	200,000
2	Develop and register the trust instrument	Legal and follow up effort	50,000
3	Management Contract	Appoint local expert to support the institutional rehabilitation process for the 3 year period	39,600,000
4	(a) Identify water supply and sewerage infrastructure and estimate cost	Standard infrastructural valuation procedures	5,000,000
	(b) Identify and value other assets.		-
5	Develop staffing and financial plans for the new organisation	25 working days at Sh. 40,000 per w/day	1,000,000
6	Develop operations manual	20 working days at Sh. 30,000 per day	600,000
7	Operational Support	Vehicles, motor cycles, computers and software, office equipment	-
8	Provide initial working capital to the new organisation	Average annual billings for the last 3 years	2,000,000
<b>Sub -total</b>			<b>49,400,000</b>
<b>Contingency (10%)</b>			<b>4,940,000</b>
<b>Total</b>			<b>54,340,000</b>

It is held that the key problem in the town's water supply system is management weakness. Institutional support is recommended as the foundation of improving the nature and efficiency of management.

### 10.3 WATER TARIFFS

The scheme is subject to the tariff regime legally set by the Minister of Water. The legal tariffs are as indicated in the Table 10.2.

**Table 10.2: URBAN WATER TARIFFS**

	Charge (Kshs.)
<b>PART I - GENERAL</b>	
(a) Where no meter is installed, a monthly charge of	200
(b) Where a meter installed, the charges will be as follows:	
(i) Where the amount of water sold through the meter in any one month does not exceed 10 cubic metres (minimum charge)	200
(ii) Where the amount of water sold through the meter in any one month is more than 10 cubic metres but does not exceed 20 cubic metres, the charge per cubic metre in excess of 10 cubic metres	25
(iii) Where the amount of water sold through the meter in any one month is more than 20 cubic metres but does not exceed 50 cubic metres, the charge per cubic metre in excess of 20 cubic metres	30
(iv) Where the amount of water sold through the meter in any one month is more than 50 cubic metres but does not exceed 100 cubic metres, the charge per cubic metre in excess of 50 cubic metres	45
(v) Where the amount of water sold through the meter in any one month is more than 100 cubic metres but does not exceed 300 cubic metres, the charge per cubic metre in excess of 100 cubic metres	75
(vi) Where the amount of water sold through the meter in any one month is more than 300 cubic metres the charge per cubic metre in excess of 300 cubic metres	100
c) Where water is sold through a meter at a kiosk, the charge per cubic metre	15
d) Where water is sold by retail at a kiosk per unit of 20 litres or part thereof, the charge per	2
e) For the bulk sales to an undertaker for resale, the charge per cubic metre	15
<b>PART II - BOARDING SCHOOLS</b>	
	<b>Charge</b>
1. A school with a permissible water demand not exceeding 600 cubic metres per month, the charge per cubic metre	20
2. A school with a permissible water demand not exceeding 1200 cubic metres per month, the charge per cubic metre	25
3. Any other learning institution with a permissible water demand of 1200 cubic metres per month, the charge per cubic metre	25
4. The charge per cubic metre of water consumed in excess of permissible water demand	45

Source: Kenya Subsidiary Legislation, 1999: Legal Notice No. 174



The tariff apply only to those who have formal access to water. Those with no access to water and who acquire water from vendors pay about Ksh10.00 per 20lt or Kshs500 per M<sup>3</sup>. This, for all practical purposes, is a very high charge and has a dramatic effect on the household disposable income. below. A computation based on the water consumers distribution and billing in Webuye gives an average billing of Kshs.30.04 per M<sup>3</sup>.

#### **10.4 FINANCIAL COSTS OF REHABILITATION**

The financial cost for rehabilitation works for Webuye water supply amounts to Kshs.285 million. These are composed of the costs of rehabilitation water supply amounting to Kshs.175 million, sewage rehabilitation costs of Kshs.56 million and those of institutional reform amounting to Kshs.54 million (Table 10.1).

#### **10.5 ECONOMIC COSTS OF REHABILITATION**

The economic costs for the rehabilitation of Webuye water supply have been taken to be the total financial costs plus the incremental costs of households to connect to the mains. An average of 2650 additional households will be connected at the cost of Kshs.1,500 per household. The resultants additional costs will be Kshs.3,975,000 bringing total economic costs to Kshs.289 million.

#### **10.6 FINANCIAL BENEFITS FROM REHABILITATION**

The main benefit of the rehabilitation plan will be institutional strengthening of the town's water supply system. This will result in enhancement of management. The observable outcomes will be increased water supply, reduction of water losses and improvement in the revenue collection efficiency. The benefits will accrue under the following assumptions:

1. The management Consultant is in place at the beginning of Year 1 and involved for it period of 36 months
2. The distribution network and metering would be rehabilitated/replaced during the first year of the management involvement.
3. Staff levels, remuneration and requirements are as proposed by the recommended Webuye organization chart.
4. The working capital to kick-start the process is available.
5. The appropriate infrastructure to support operations (transport, computers and software requirements and office space ) is available.

The benefits will occur as follows:

##### **10.6.1 Revenue from Extra Water Sold**

The scheme is designed to produce an average of 3,200 CBW per day. It currently produces 904 CBW per day. Projected demand will reach 13,109 CBM per day in 10 years. Increased management efficiency with rehabilitation will improve water production to design capacity from the third year of rehabilitation. This will improve water revenues by an average of Kshs.25.1 million per annum.

### **10.6.2 Reduction in Unaccounted for Water (UfW)**

The average UfW has been determined to be 0.39%. The average tariff rate of Kshs.30.04 per CBM is used for Webuye.

No benefits are computed from this source.

### **10.6.3 Improvement in Collection Efficiency**

Collection efficiency average 21.96%. No change is anticipated in the first year. Improved collection efficiency to 87% in year 2 is expected as a result of improved services. The efficiency will change to 95% as the billing system is enhanced through computerization from year 3 to 10.

Improved collection efficiency will improve cash flows by an average of Ksh.7.1 million per annum.

### **10.6.4 Improvement in Sewerage Coverage Revenue**

The utility will obtain additional revenue from improved sewer coverage and enhanced billing. This is estimated at 40% of water revenue.

## **10.7 ECONOMIC BENEFITS FROM REHABILITATION**

In identifying the benefits, the way to be consistent and accurate is to look at all people conceivably affected by the program and ask how much better off they will be as a result of the expected water and sanitation rehabilitation exercise in the town. In order to give a precise estimation of the social benefits accruing to each individual category, a number of assumptions are made in each approach.

The major focus for this study is on three broad categories of social benefits that are assumed to accrue to the household within a situation of an improved water and sanitation system. These are;

- Social/economic benefits (hereby referred to as opportunity costs) of alternative uses of time previously used for fetching water by the household over along distance.
- Social benefits enjoyed by the household due to better health for water users and their families.
- Social benefits accruing from a reduction in health costs

### **(1) Valuation of economic benefits of time saved.**

The methodology used in the calculation of these benefits is founded on a number of assumptions. These assumptions include;

- i. The minimum amount of water required by each household to meet basic sanitary requirement is 100L per day. Therefore at the cost of Kshs 10 per a 20L jerrican of raw water, they would have to spend an average of Kshs 50 per day on water.

- ii. Assuming that the water source is one km away, it means that it would take on average a minimum of 30 minutes per trip to fetch a 20L jerrican of water. Consequently, to get the minimum daily water requirement of 100L (i.e. 5x20L jerrican) it would take 2.5 hours.
- iii. Assuming that a household earns an average minimum daily wage rate of Kshs 150 for an eight-hour normal working day, it is then possible to calculate the opportunity cost of fetching water in terms of man-hours spent and converting this to money units. The loss is  $(2.5/8 \times \text{Kshs } 150) = \text{Ksh.}47$  per household per day. The annual total loss per household is  $\text{Ksh.}47 \times 365 \text{ days} = \text{Ksh.}17,155$ .

**(2) Economic benefits of better health for users and their families.**

Assumptions.

In analyzing the benefits accrued to an individual, the team considered the opportunity cost of falling sick due to a water and sanitation related problem. The study however from the outset acknowledges lapses in data capture.

Given the health data on Webuye, on average, each household losses 30 productive days due to the dilapidating effects water related ailments, earning a mean daily average wage rate of Kshs.150 per person per day, it then follows that the total loss per household will be  $\text{Kshs.}150 \times 30 = \text{Kshs.}4,500$  per annum. This is the benefit that would accrue to the users with improvement in water delivery.

**(3) Economic benefits from reduction in Health costs.**

Assumptions.

According to the findings of the Welfare Monitoring Survey II of 1994, the budget share of household income spent on health care is 1.8%. Assuming that 50% of this income goes to sanitation related ailments, and given that the average mean monthly household income for Webuye is Kshs.7,981.70, it implies that the household spends Kshs.71.80 on this type of ailments per household per month. The total expenditure by per household in the town is  $\text{Kshs.}71.80 \times 12 = \text{Kshs.}861.60$  per annum.

**(4) Summary of Economic Benefits derived for Webuye Town**

<b>Nature Benefits</b>	<b>Derived Benefits in Kshs Per Household per annum</b>
<b>Economic benefits of time saved from fetching water from source</b>	<b>17,155</b>
<b>Economic benefits of better health for users and their families</b>	<b>4,500</b>
<b>Economic benefits in reduced health cost</b>	<b>862</b>
<b>Total benefits per household per annum</b>	<b>22,517</b>

## 10.8 ABILITY TO MEET O&M COSTS

The water supply will be able to raise enough incremental revenue to cover operating and maintenance costs. The net contribution margin is projected to average Kshs.24.7 million per annum.

## 10.9 FINANCIAL EVALUATION

Preliminary project evaluation of the proposed Water Supply rehabilitation project should be undertaken in compliance with the financial and economic viability of the project. The overall results of the financial evaluation of Webuye Town Water Supply Schemes are summarised in **Table 10.3**. An average discount rate of about 4%, which reflect the current cost of soft loans to Kenya is used for the evaluation. The base evaluation is for a period of 10 years.

**Table 10- 3 Financial Evaluation of Webuye Town Water Supply**

Financial Evaluation					
FIRR		NPV		RER	
Rate	Viability	Kshs.	Viability		Viability
-4%	N/V	(68,890,250)	N/V	0.889	N/V

N/V = Not Viable

The results of the financial evaluation given in the Table 10.3 indicate that the Town Water Supply of Webuye is not financially viable, based on the current tariff and a 10-year project life. The NPV of Kshs.(68,890,250) shows that even after rehabilitation of the Water Works the supply will not be able to recover the initial cost of the investment by year 10.

The financial internal rate of return (FIRR) of -4% and below the hurdle rate of 4%. The revenue – expenditure ratio (RER) is 0.889 indicating the project is not fully able to cover all its costs if a 10-year period is used.

However, as the results of the sensitivity analysis below shows, the results need to be interpreted cautiously.

### 10.9.1 Financial Sensitivity Analysis

It is generally agreed that evaluation a water utility over a ten-year period may be too ambitious. Most water utility investments are expected to indicate positive returns from 25 to 30 years after investment. In this case the project was financially evaluated using the following scenarios:

Case 1: The project is has a life of 15 years

Case 2: The project is has a life of 15 years but costs increase by 15% (Investment + O&M)

Case 3: The project is has a life of 15 years and is financed by Grant

In carrying out the above analysis we assume that the cash flow at the end of year 10 is maintained in the additional periods.

The results of this analysis are presented in Table 10.4

**Table 10.4: Financial Sensitivity Analysis for Webuye Water Supply**

	Base Case	Case1	Case2	Case3
	Project has a life of 10 years	Project has a life of 15 years	Project has a life of 15 and Investment Cost and O&M increase by 15%	Case 1 but Project financed by Grant
FIRR	-4%	4%	1%	4%
NPV	(68,890,250)	6,705,440	(50,162,587)	82,532,623
RER	0.8887	1.1862	1.0315	1.1862
	N/V	FV	N/V	FV

N/V = Not Viable

FV = Financially Viable

The project is financially viable immediately the more realistic time frame of 15 years when financed by both loan and Grant with a Net Present Values of Kshs.7 million and Kshs.83 million respectively. The project is, however, sensitive to cost changes.

### 10.10 ECONOMIC EVALUATION

The results of the economic evaluations are summarized in Table 10.5, which shows that the rehabilitation costs for Webuye Town Water Supply are justifiable with a fair acceptable economic rate of return. An average discount rate of about 4%, which reflect the current cost of soft loans to Kenya is used for the evaluation.

The project is evaluated using:

- (a) a rate of EIRR (Economic Rate of Return)
- (b) a value of NPV (Net Present Value)
- (c) a ratio of CBR (Cost Benefit Ratio)

**Table 10.5 Economic Evaluation of Webuye Town Water Supply**

Economic Evaluation					
EIRR		NPV		CBR	
Rate	Viability	Kshs.	Viability		Viability
16%	EV	115,967,290	EV	0.669	EV

EV = Economically Viable

The project is economically viable with a high EIRR against the hurdle rate of 4%.

The positive NPV value of Kshs.116 million makes the project economically very attractive. The project is also able to cover its costs comfortably with a cost-benefits ratio (CBR) of 0.669.

**10.10.1 Economic Sensitivity Analysis**

An economic sensitivity analysis was performed to determine whether changed circumstances would affect the viability of the project. The following assumptions have been made for the sensitivity analysis.

- Case 1: Investment costs increase by 15%
- Case 2: O&M costs increase by 15%
- Case 3: Both investment costs and O&M increase by 15%

The results of the sensitivity analysis are presented in Table 10.6.

**Table 10.6: Economic Sensitivity Analysis for Webuye Water Supply**

	Base Case	Case1	Case2	Case3
		Increase Investment Cost by 15%	Increase O&M by 15%	Increase both costs by 15%
EIRR	16%	11%	15%	10%
NPV	115,967,290	75,848,304	103,659,877	63,540,891
CBR	0.669	0.743	0.695	0.769
	EV	EV	EV	EV

EV = Economically Viable

The project is economically viable under all the given conditions. The project economically stands well against any changes in investment and operating costs and is viable under all circumstances.

## **10.11 SOCIAL EVALUATION**

There is no doubt that society values water due to its effect on social welfare. In this study the two main issues considered were full time availability of clean water and the impact of water on public sanitation and health. Residents in the urban area were requested, through a rapid assessment survey, to specify the relative importance they attach to each of these two aspects.

In all the cases, full time availability of clean water was considered to be of very greater importance, with a weighting of 97% by residents surveyed. The residents were willing to pay a higher tariff to have availability of water guaranteed. This means that it might be probable for tariff increases to be justified and hence enhance the financial viability of the project.

The residents were quite clear in their minds that clean water impacts positively on public sanitation and health. On health issues, the response indicated that 93% of disease incidences suffered at the local level should be eliminated by the supply of clean water. Again, residents were willing to pay a premium to mitigate against the health effects of non-availability of clean water.

## **11 IMPLEMENTATION PROGRAMME FOR PROPOSED PLANS**

### **11.1 WATER SUPPLY REHABILITATION**

The proposed implementation schedule for rehabilitating the Webuye water supply system is given as Figure 11.1 and is planned to be executed in parallel with the proposed rehabilitation of the wastewater system.

### **11.2 WASTEWATER AND SANITATION REHABILITATION**

The proposed implementation schedule for rehabilitating the Webuye wastewater system is given as Figure 11.1.

### **11.3 UTILITY MANAGEMENT PLAN**

The proposed implementation schedule for utility management plan for Webuye water and sanitation system is given in Figure 11.1.

### **11.4 LEGAL AND INSTITUTIONAL FRAMEWORK**

The transitional arrangements from the current ownership and operation of the Urban Water Supply to the operations of the Trust Corporation will be structured as follows;

- (a) Develop consensus among important stakeholders on the proposed approach to the operations of Webuye Urban Water Supply and Sewerage Services (the Trust Corporation). This is best achieved through a stakeholder workshop.
- (b) Appoint members of the Trust from identified stakeholders
- (c) Prepare the constituting instrument for Webuye Urban Water Supply and Sewerage Services. This can be done concurrently with activities (a) and (b) above. Registration, however, must await stakeholder consensus. On achievement of consensus on the proposed approach, present the Trust Instrument and registration forms to the Registrar of Trusts at AGs Chambers and ensure registration of the Trust Corporation.
- (d) Concurrently with (a), (b) and (c) above, carry out an inventory of the water supply system infrastructure of Webuye Urban Water Supply and Sewerage System. Assign estimated value to these assets. Carry out a valuation of all other assets of Urban Water Supply including equipment, vehicles, furniture, fittings and loose assets.



Figure 11.1

**STUDY OF INSTITUTIONAL IMPROVEMENTS AND REHABILITATION OF WATER SUPPLY AND SEWERAGE SYSTEMS FOR 10 LOCAL TOWNS IN KENYA**  
**IMPLEMENTATION SCHEDULES OF PROPOSED PLANS**  
**WEBUYE WATER SUPPLY AND SEWERAGE REHABILITATION WORKS AND O&M**

Ref	Activity description	Duration in months	MONTH																																																	
			1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29	30	31	32	33	34	35	36	37	38	39	40	41	42	43							
<b>A</b>	<b>REHABILITATION WORKS</b>																																																			
1	Appoint consultant for rehabilitation works	3																																																		
2	Feasibility study, detailed design	7																																																		
3	Tendering procedures, award and negotiation	9																																																		
4	Construction	12																																																		
5	Defects Liability Period	12																																																		
<b>B</b>	<b>O&amp;M</b>																																																			
6	Appoint management consultant	3																																																		
7	Establish consumer data base/billing system	4																																																		
8	Management and staff training	12																																																		
9	Meter replacement and repair	15																																																		
10	Other recommended action plan activities	24																																																		

- (e) Develop organisational structures and staffing plans for the new organisation;
- (f) Complete the financial plan for the new organisation;
- (g) Agree on:
  - (i) Lease, transfer or sale of infrastructural assets and other assets by GOK and Webuye Municipal Council to the Trust Corporation;
  - (ii) Transfer or recruitment of the existing staff to the new organisation. Agree also on the retirement package or the transfer within the Ministry of staff not absorbed in the new organisation;
  - (iii) Arrange financial support to the new organisation.
- (g) Develop the operations manual for Webuye Urban Water Supply and Sewerage Services;
- (h) Ensure all the assets, staff and financial resources are in place in the new organisation (necessary transfers / acquisitions made)

These activities and time frames are illustrated in **Table 11.1**

Table 11.1: Webuye Water Supply and Sewerage Services – Transitional arrangements and time frame.

No.	Activity	Year 2 <sup>000</sup>												
		Month	1	2	3	4	5	6	7	8	9	10	11	12
1.	Hold consensus building workshop		●	-----	-----	▶	★							
2.	Appoint Board of Trustees		●	-----	-----	▶	★							
3.	Develop and present for registration the Trust Instrument		●	-----	-----	▶	★							
4.	Identify and make an inventory of water and sanitation infrastructure assets and estimate their value. Identify and estimate the value of other assets.					●	-----	-----	▶	★				
5.	Develop structures and staffing plans						●	-----	-----	▶	★			
6.	Prepare financial plan for the Trust						●	-----	-----	▶	★			
7.	Agree on: (i) Lease, transfer or sale of assets (ii) Transfer or recruitment of staff (iii) Financial support					●	-----	-----	-----	▶	★			
8.	11.5 Develop operations manuals							●	-----	-----	▶	★		
9.	Assets, staff and financial resources in place											★		
10.	Webuye Water Supply and Sewerage Services operational												★	

Key: 11.6 ● Event → 11.7 Event deadline ★

## 11.5 FINANCIAL PLAN

### 11.5.1 Business Plan

The summarized business plan for Webuye town is given in Table 11.2. The specific feature of interest is that the utility will be able to fully cover its operating and maintenance costs. The plan indicates also very health net cash flows from year to year. If these are reinvested into the system, then the residents of the town can be guaranteed a reliable water supply for many years to come. However, the achievements of the predictions indicated in this business plan are strictly contingent upon there being the appropriate institutional framework for the town. This will call for a change in management style and structures that will facilitate the delivery of the set intent.

### 11.5.2 Financing Plan

It is assumed that the rehabilitation costs will be composed of four components: Institutional Strengthening, Professional Input for works, Water Supply and Sanitation. These financial costs of the project are assumed to be incurred as follows:

**Table 11.3: Financing Plan - Webuye TOWN WATER SUPPLY**

	1	2	3	4	Total
	Kshs	Kshs	Kshs	Kshs	Kshs
Institutional Development Costs	25,300,000	14,520,000	14,520,000	-	54,340,000
Consultancy Fees for Works (20% of works)	9,665,258	19,221,426	7,688,570	1,867,597	38,442,852
Water Supply Rehabilitation	43,657,299	72,762,165	29,104,866	-	145,524,330
Sanitation Rehabilitation	4,668,993	23,344,965	9,337,986	9,337,986	46,689,930
<b>Total Overall Project Cost</b>	<b>83,291,550</b>	<b>129,848,556</b>	<b>60,651,422</b>	<b>11,205,583</b>	<b>284,997,112</b>

The total cost of rehabilitation is Kshs.285 million approximately. These costs are spread over a four-year period.

The working capital and the institutional set-up costs must be availed at the beginning of the rehabilitation plan.

It should be noted that the financial evaluation has been based strictly on the cost of rehabilitation.

Table 11.2: BUSINESS PLANS FOR WEBUYE TOWN WATER SUPPLY

CASH FLOWS

Year	1	2	3	4	5	6	7	8	9	10
<b>REVENUE GENERATED</b>										
Revenue from Extra Water Sold	15,104,833	25,174,722	25,174,722	25,174,722	25,174,722	25,174,722	25,174,722	25,174,722	25,174,722	25,174,722
Revenue from Unaccounted for Water	-	-	-	-	-	-	-	-	-	-
Savings from Collection Efficiency	-	6,333,775	7,112,837	7,112,837	7,112,837	7,112,837	7,112,837	7,112,837	7,112,837	7,112,837
Revenue from Sewerage Charges	3,964,799	3,964,799	3,964,799	3,964,799	3,964,799	3,964,799	3,964,799	3,964,799	3,964,799	3,964,799
<b>Total</b>	<b>19,069,632</b>	<b>35,473,296</b>	<b>36,252,358</b>	<b>36,252,358</b>	<b>36,252,358</b>	<b>36,252,358</b>	<b>36,252,358</b>	<b>36,252,358</b>	<b>36,252,358</b>	<b>36,252,358</b>
<b>Expenditures (Kenya Shilling)</b>										
<b>Transport &amp; Staff Related Expenses</b>	3,432,534	6,385,193	6,525,424	6,525,424	6,525,424	6,525,424	6,525,424	6,525,424	6,525,424	6,525,424
<b>O&amp;M</b>	3,813,926	7,094,659	7,250,472	7,250,472	7,250,472	7,250,472	7,250,472	7,250,472	7,250,472	7,250,472
<b>Postage</b>	72,465	134,799	137,759	137,759	137,759	137,759	137,759	137,759	137,759	137,759
<b>Telephone</b>	173,534	322,807	329,896	329,896	329,896	329,896	329,896	329,896	329,896	329,896
<b>Purchase of meters</b>	312,742	581,762	594,539	594,539	594,539	594,539	594,539	594,539	594,539	594,539
<b>Stationery</b>	207,859	386,659	395,151	395,151	395,151	395,151	395,151	395,151	395,151	395,151
<b>Fuel &amp; Gas</b>	963,016	1,791,401	1,830,744	1,830,744	1,830,744	1,830,744	1,830,744	1,830,744	1,830,744	1,830,744
<b>Current O&amp;M Costs</b>	<b>(5,947,421)</b>	<b>(5,947,421)</b>	<b>(5,947,421)</b>	<b>(5,947,421)</b>	<b>(5,947,421)</b>	<b>(5,947,421)</b>	<b>(5,947,421)</b>	<b>(5,947,421)</b>	<b>(5,947,421)</b>	<b>(5,947,421)</b>
<b>Incremental O&amp;M Costs</b>	<b>3,028,655</b>	<b>10,749,855</b>	<b>11,116,564</b>	<b>11,116,564</b>	<b>11,116,564</b>	<b>11,116,564</b>	<b>11,116,564</b>	<b>11,116,564</b>	<b>11,116,564</b>	<b>11,116,564</b>
<b>Surplus(Deficit)</b>	<b>16,040,977</b>	<b>24,723,436</b>	<b>25,135,794</b>	<b>25,135,794</b>	<b>25,135,794</b>	<b>25,135,794</b>	<b>25,135,794</b>	<b>25,135,794</b>	<b>25,135,794</b>	<b>25,135,794</b>
Average Tariff (Kshs/m3)	30.04	30.04	30.04	30.04	30.04	30.04	30.04	30.04	30.04	30.04
Investment Costs										
<b>Net Cash Flow</b>	<b>16,040,977</b>	<b>24,723,436</b>	<b>25,135,794</b>	<b>25,135,794</b>	<b>25,135,794</b>	<b>25,135,794</b>	<b>25,135,794</b>	<b>25,135,794</b>	<b>25,135,794</b>	<b>25,135,794</b>
<b>Cumulative Cash Flow</b>	<b>16,040,977</b>	<b>40,764,414</b>	<b>65,900,208</b>	<b>91,036,002</b>	<b>116,171,796</b>	<b>141,307,590</b>	<b>166,443,384</b>	<b>191,579,178</b>	<b>216,714,971</b>	<b>241,850,765</b>

## **12.0 CONCLUSIONS AND RECOMMENDATIONS**

### **12.1 WATER SUPPLY REHABILITATION**

#### **12.1.1 Existing water supply system**

Webuye water supply scheme is operated by MENR through the divisional water office. Supply is from the Nzoia River to the east of the town. Water undergoes full treatment before being pumped to the town for distribution.

#### **12.1.2 Shortcomings of existing system**

- Raw water is not accurately apportioned between treatment streams.
- Raw water is soft with a low alkalinity, and is turbid and coloured.
- High aluminium sulphate dosages are being applied, without dosing soda ash (or lime) for pH correction, resulting in aggressive product water.
- Inadequate laboratory facilities to monitor the treatment process.
- Water production is not metered.
- Storage is inadequate for the available production capacity.
- High losses suspected in the distribution pipework.
- Out of 754 active consumer connections, only 7 have working flow meters.

#### **12.1.3 El Niño Emergency Project**

- Fencing the intake site.
- Raising the weir wall at the intake.
- Duplication of treatment plant to raise the nominal works output to 3,200 m<sup>3</sup>/d.
- Rehabilitation of the existing conventional and "Struja" treatment plants.
- Construction of a chemical dosing house.
- Rehabilitation of staff housing at the water treatment works.
- Repair of the broken clear water pump and motor.

- Repair of the clear water rising main.
- Cleaning and painting the service reservoirs.
- Fencing the service reservoir site.
- Repair of sections of reticulation pipework.
- Provision of small tools.

Although the treatment plant capacity is being increased to 3,310 m<sup>3</sup>/d, the existing clear water pumps are being repaired, not replaced, leaving the transmission capacity as 1,968 m<sup>3</sup>/d.

#### **12.1.4 Other works and projects**

There are none.

#### **12.1.5 Rehabilitation requirements**

The JICA ToR specify that rehabilitation comprises refurbishment of existing facilities to current production levels only. There will be no expansion works under the rehabilitation phase.

The proposed rehabilitation measures are:

- Provide splitter box to correctly apportion raw water between the three treatment streams.
- Make provision for dosing soda ash for pH correction and stabilisation.
- Re-equip the laboratory so the treatment process can be properly monitored.
- Replace the clear water pumps to match treatment capacity.
- Install flow meter so that water production can be measured.
- Replace steel rising main that has been conveying aggressive water.
- Increase storage capacity to match increased water production.
- Replace distribution network.
- Replace leaking distribution pipework.
- Install consumer meters at all connections.
- Provide appropriate office facilities and equipment.

### **12.1.6 Rehabilitation costs**

The estimated cost of rehabilitating the Webuye water supply system is KShs 191,260,548.

## **12.2 FUTURE EXPANSION OF WATER SUPPLIES**

- Expand treatment plant capacity.
- Duplicate the clear water pumping system.
- Increase storage capacity.
- Reinforce and extend the distribution system, prioritising high-density areas.

## **12.3 SEWERAGE SYSTEM REHABILITATION**

### **12.3.1 Existing sewerage network and sewage treatment plant**

- The sewerage system covers some 2 km<sup>2</sup> and serves some 7% of the town's population.
- About 40% of the sewers are 100 mm and 150 mm diameter.
- Two ponds in series with estimated capacity of 947m<sup>3</sup>/d ADWF were constructed in 1974.
- Pan Paper has its own treatment plant.

### **12.3.2 Conditions and performance of the existing system**

- The sewers are in a good structural condition but are prone to frequent blockages.
- The ponds are full of sludge.
- The effluent quality from the ponds is poor due to lack of polishing ponds and high sludge accumulation.
- The ponds have no proper inlet works.
- The pond outlets do not have scum boards.
- The site is not fenced.
- Vehicular access to the site is not possible.

### **12.3.3 El Niño Emergency Project**

No works are being carried out on the Webuye sewerage infrastructure.



### 12.3.4 Other works and projects

Under the Council's Environment Action Plan, an extension of the sewer network is proposed to serve an additional area of 500 ha. This has not been implemented due to lack of funds.

### 12.3.5 Rehabilitation measures

- Desludge the two existing ponds and dispose of sludge in holding lagoons.
- Install scum boards at both pond outlets.
- Construct a new inlet works.
- Construct new polishing ponds.
- Upgrade the access road.
- Fence the ponds site.

### 12.3.6 Rehabilitation costs

The cost of carrying out the rehabilitation works is estimated to be KShs 61,363,900.

## 12.4 FUTURE EXPANSION OF SANITATION FACILITIES

- Construct new anaerobic ponds.
- Extend the sewerage system to cover an area of 500ha.
- Replace the existing 100mm and 150mm diameter sewers.

## 12.5 Overall Financial and Economic Evaluation

**Table 12.1 Webuye - Overall Financial and Economic Evaluation (Without Sensitivity Analysis)**

Financial Evaluation			Economic Evaluation			Social Concerns		Overall Evaluation
FIRR	NPV	RER	EIRR	NPV	CBR	Health needs	Water needs	
N/V	N/V	N/V	V	V	V	V	V	ESV

N/V = Not Viable

V = Viable

ESV = Socio-economically Investment Justifiable

**Table 12.2 Webuye - Overall Financial and Economic Evaluation (With Sensitivity Analysis)**

Financial Evaluation			Economic Evaluation			Social Concerns		Overall Evaluation
FIRR	NPV	RER	EIRR	NPV	CBR	Health needs	Water needs	
V	V	V	V	V	V	V	V	ESV

V = Viable

ESV = Socio-economically Investment Justifiable

### 12.5.1 Financial Evaluation

The project has been assessed not to be financial viable under current tariff regime if a 10-year period is selected. Increase in tariff, while not socially undesirable, may be hindered by national considerations of uniform tariff policy. However, the project's ability to cover more than adequately its O&M costs is highly commendable.

It should nevertheless be observed that the 10-year life span given for financial evaluation might be unrealistic for utility investment. A 15-year life span is assumed to be more to the point and over the period, the project is financially viable when financed by either loan or Grant.

### 12.5.2 Economic Evaluation

The project is fully economically viable. From a public goods perspective, it makes good sense to invest in rehabilitating the water and sanitation services.

### 12.5.3 Social Evaluation

It was found that 94% on average of the residents consider supply of clean water a higher priority than other social infrastructure. They would also be willing to pay a higher tariff to obtain the social benefits arising from a clean and constant water supply system. The project is therefore socially justified.

### 12.5.4 Overall Evaluation

The project, with due consideration is considered to be financially and socio-economically justified as provided in Tables 12.2.

# **APPENDIX 11**

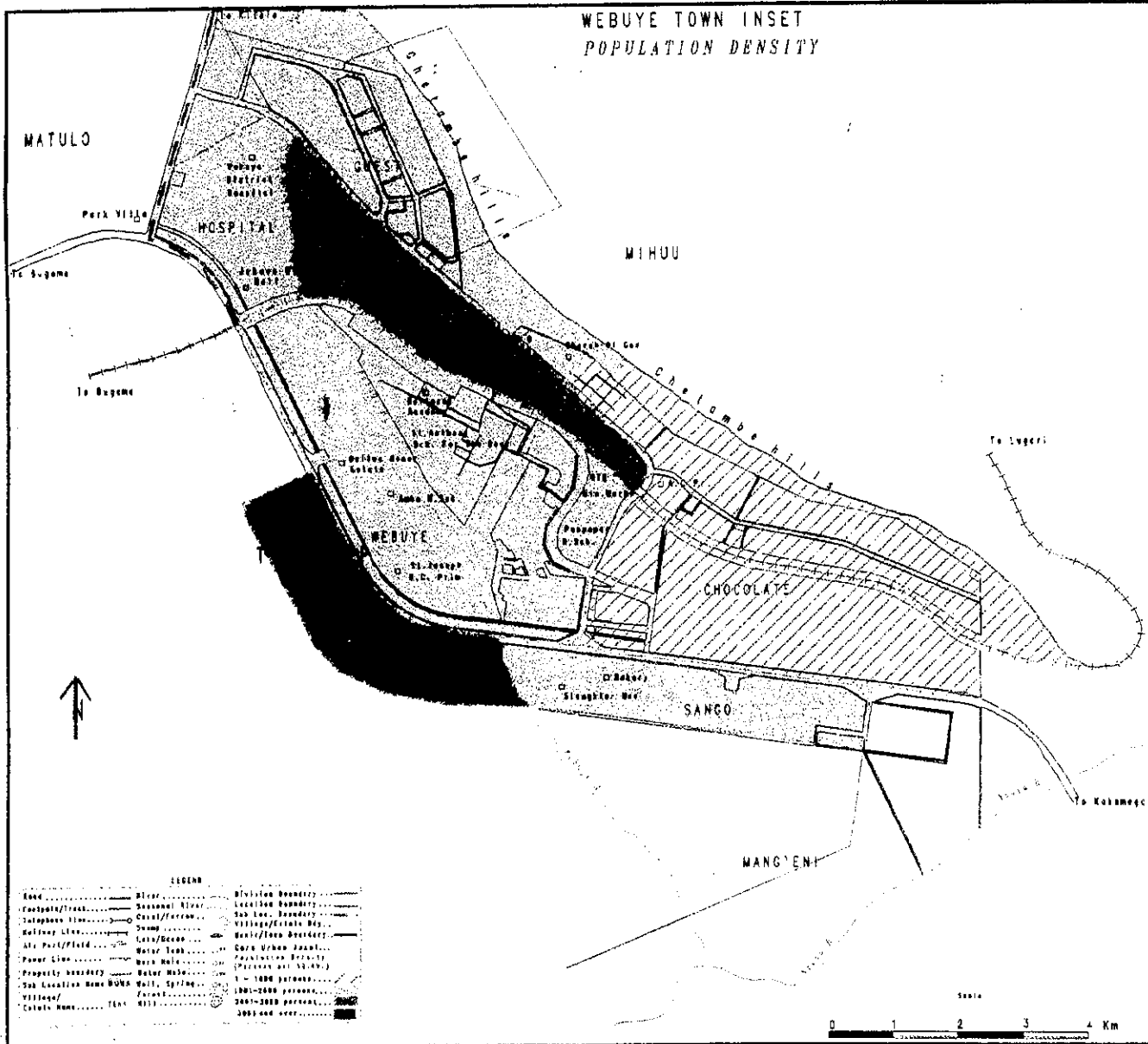
# **WEBUYE**

# **TOWN**

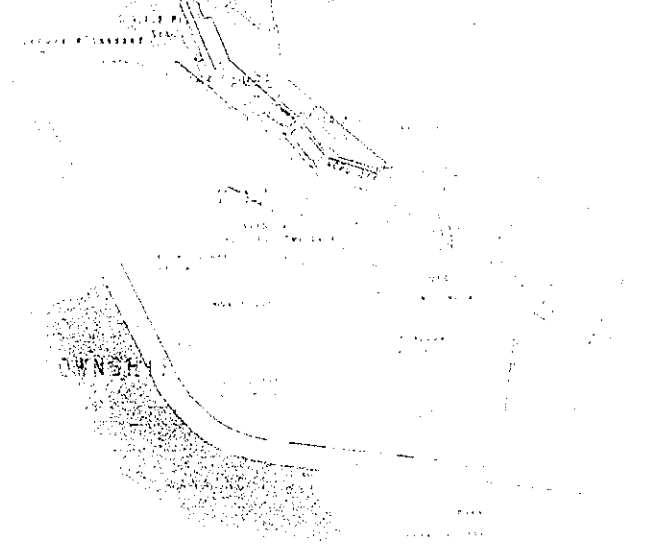
I1-3 1999 POPULATION DATA FOR WEBUYE TOWN

LOCATION	SUB-LOCATION	AREA	NO. OF HOUSEHOLDS	MALE	FEMALE	TOTAL	
WEBUYE	MARAKA	MUCHI	100	282	273	555	
		NANGOTO 'B'	81	192	255	447	
		NANGOTO 'A'	155	399	417	816	
		MAKUMA	162	403	410	813	
		MUNGONYE	269	720	821	1,541	
		NZOIA 'A'	151	373	386	759	
		LURWINDIRI	121	289	309	598	
		NZOIA 'B'	66	139	159	896	
		SINOKO 'A'	72	202	187	399	
		SINOKO 'B'	86	240	239	478	
		NANGILI	146	396	410	806	
		MARUTI	106	290	309	599	
		MATULO	MATULO 'B'	78	184	224	408
			MAWANGI	72	204	238	442
	MAKUTANO 'A'		47	118	125	243	
	CHEBOSI 'A'		191	411	497	908	
	MILIMANI		126	269	322	591	
	CHEBOSI 'B'		115	226	263	489	
	MARORO 'B'		72	136	156	292	
	MARORO 'A'		237	424	445	869	
	MARORO 'C'		109	287	268	555	
	MAKUTANO 'B'		107	268	311	579	
	MAKHELE		96	250	286	536	
	KIWANJA NDEGE		149	380	423	803	
	MATULO 'A'		94	245	274	519	
	KINESAMU		210	556	611	1,167	
	TOWNSHIP	CHEST EST.	65	87	89	176	
		CHOCOLATE	368	721	650	1371	
		N.H.C.	133	331	304	635	
		SITE & SERV.	138	333	367	700	
		TOWN	437	734	766	1500	
		POLICE LINES	72	109	101	210	
		CHETAMBE	550	893	964	1857	
		QUEST EST.	397	794	918	1712	
		HOSPITAL	449	742	829	1571	
		WEBUYE	331	616	573	1189	
		SITE & SERVICE	189	459	522	981	
		N.H.C.	291	679	637	1316	
		SANGO	235	372	349	721	
		WANAINCHI	597	952	890	1842	
	MALAHA	-	3130	3365	3905	7271	
	MISIKHU	-	1298	7872	8431	16303	
	KIVAYWA	-	2010	4250	4095	8345	
	TOWNSHIP	WANAINCHI	133	195	164	359	
		LUANDA	401	783	864	1647	
		MUKHUYU	347	686	653	1,339	
		BWABIYA	211	418	360	778	
		MARAKA	112	253	246	499	
	NANGENI	147	389	316	705		

WEBUYE TOWN INSET  
POPULATION DENSITY

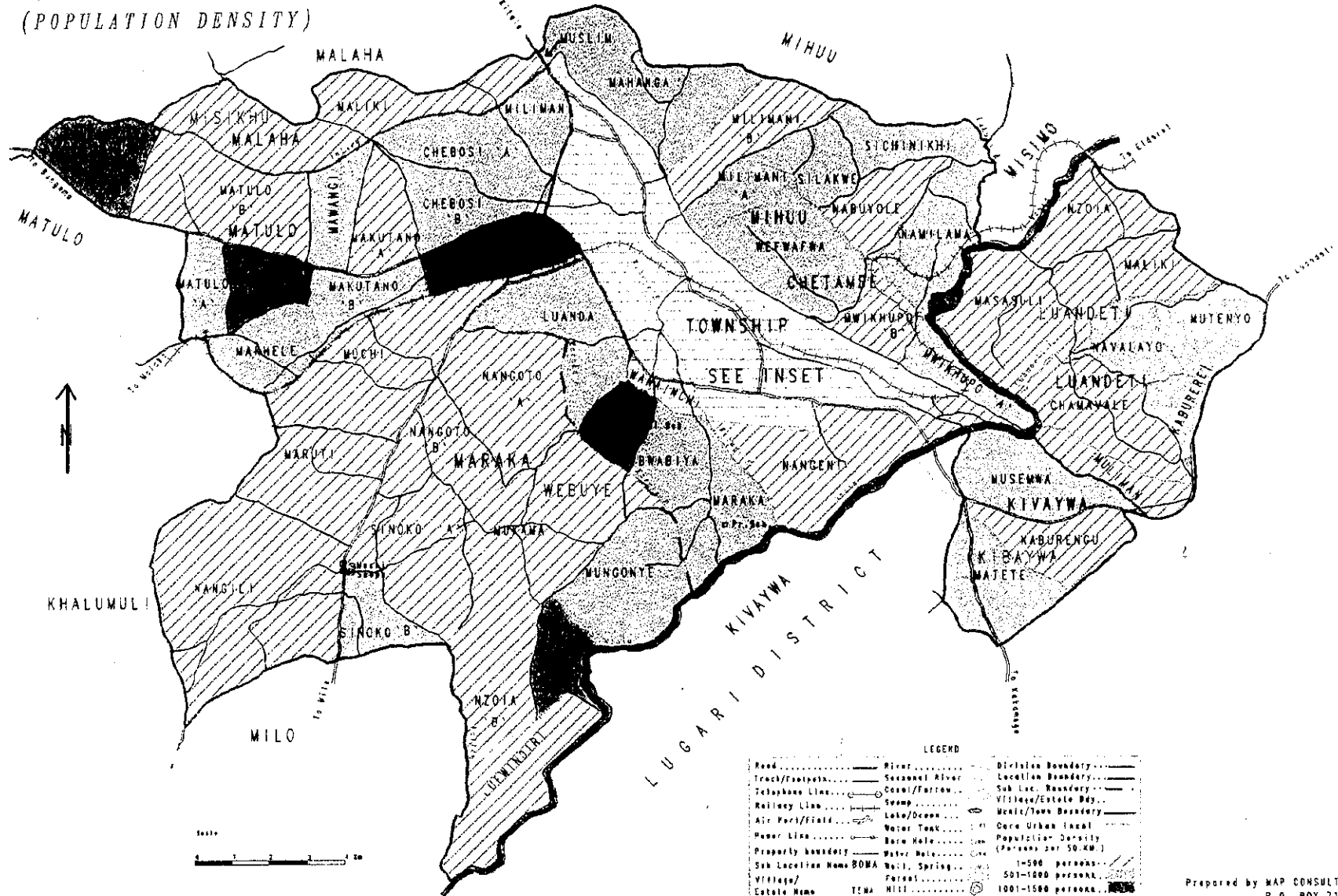


1000  
500  
0



DOWNER

WEBUYE TOWN  
(POPULATION DENSITY)



LEGEND

Road	.....	River	.....	Division Boundary	.....
Track/footpath	.....	Savanna River	.....	Location Boundary	.....
Telephone Line	.....	Dam/Fartow	.....	Sub Loc. Boundary	.....
Railway Line	.....	Sump	.....	Village/Estate Bdy	.....
Air Field	.....	Lake/Deam	.....	Ward/Town Boundary	.....
Power Line	.....	Water Tank	.....	Core Urban Local	.....
Property boundary	.....	Bore Hole	.....	Population Density	.....
Sub Location Name BOMA	.....	Water Hole	.....	(Persons per 50 KM <sup>2</sup> )	.....
Village/Estate Name	.....	Well, Spring	.....	1-500 persons	.....
		Parrot	.....	501-1000 persons	.....
		Mill	.....	1001-1500 persons	.....
				1501 and over	.....

Prepared by MAP CONSULTANTS  
P.O. BOX 21584  
NAIROBI





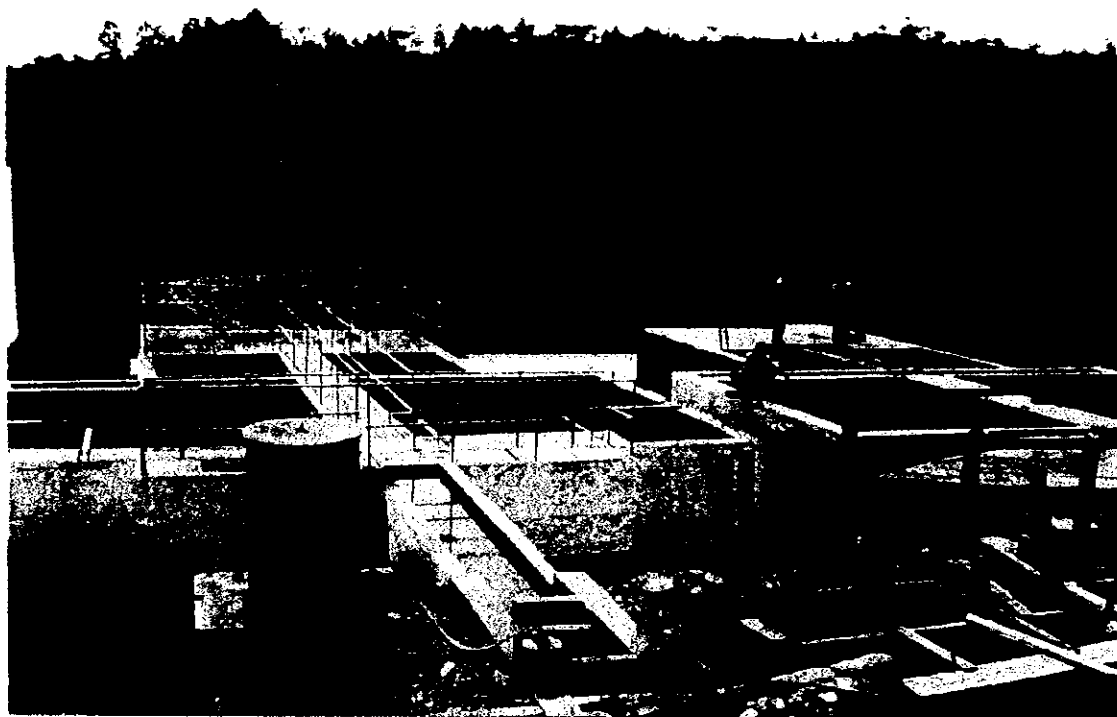
# **APPENDIX 1 2**

## **WEBUYE**

### **TOWN**



**INTAKE (AT LEFT) - AT WEBUYE (BRODERICK) FALLS**



**TREATMENT WORKS - 1972 PLANT ON LEFT, ENEP DUPLICATION ON RIGHT**

**WEBUYE**



**INLET TO 1<sup>st</sup> SEWAGE POND**



**SEWAGE POND OUTLET FROM  
SECOND POND**

## APPENDIX A2 - ENGINEERING PRINCIPAL DESIGN CRITERIA

The following principal design criteria are used, with reference to the appropriate sections of the 1986 Design Manual prepared by the Ministry of Water.

### (a) Water quality

#### (i) Bacteriological quality of water

No faecal coliforms (1986 Design Manual, section 5.2.2, subsection A.1). Following the 1994 WHO guidelines for drinking water quality, this can be achieved by disinfection:

- with a free chlorine residual of 0.5 mg/l (8.12.4 of the 1986 Manual gives 0.3 mg/l to 0.5 mg/l);
- at a pH less than 8, and
- a turbidity less than 1 NTU;
- for at least 30 minutes.

Section 138 of the draft Water Act states:

“All water undertakers must ensure that any water for human consumption shall be disinfected using approved disinfectants and the required residual levels maintained at the reservoirs, distribution lines and end points.”

The word “any” means that all potable water must be disinfected, even groundwater. The word “residual” implies that the approved disinfectants will be limited to chlorine compounds or other halogens. It would not cover UV radiation, ozone, etc.

#### (ii) Chemical quality of water

- Fluoride to be less than 1.5 mg/l, or 3 mg/l in exceptional cases (1986 manual, section 5.3.1).
- Colour to be less than 15 TCU (5.3.2) or up to 50 TCU in exceptional cases (5.3.3).
- Turbidity to be less than 1 NTU for disinfection (1994 WHO guidelines).
- pH to be between 6.5 and 8.5 (5.3.2) or up to 9.2 in exceptional cases (5.3.3), but less than 8.0 during disinfection (1994 WHO guidelines).

- Iron to be less than 0.3 mg/l (5.3.2), or 1.0 mg/l in exceptional cases (5.3.3).
- Manganese to be less than 0.1 mg/l (5.3.2), or 0.5 mg/l in exceptional cases (5.3.3).
- Water should not attack concrete or ferrous products (5.3.4). This requirement imposes further limitations on pH.

**(b) Treatment**

**(i) General**

The works should be designed for continuous operation (8.1.4).

**(ii) Pre-settlement**

Section 8.4.1 of the 1986 Design Manual recommends pre-settlement ahead of slow sand filters when raw water turbidity is between 20 and 100 NTU. Pre-settlement tanks may also be used ahead of clarifiers when the turbidity exceeds 1,000 NTU.

**(iii) Aeration**

Not required for surface waters (Section 8.6.1). May be required for groundwater (8.6.2) to be followed by sedimentation or filtration when carried out to oxidise iron and manganese.

**(iv) Treatment chemicals**

Coagulant : aluminium sulphate (8.7.4)  
 pH correction: soda ash (8.7.4)  
 Disinfectant : tropical chloride of lime or calcium hypochlorite (8.12.2)

**(v) Sedimentation**

Section 8.9.3 of the 1986 Design manual requires horizontal flow tanks with a design surface loading of 1 m/hr.

Section 8.9.4 states that the operational requirements of vertical-flow, sludge blanket clarifiers are so strict that they should not be used except under very exceptional circumstances.

**(vi) Rapid gravity filtration**

The principal criteria for rapid gravity filters are:

- design surface loading to be 5 m/hr (8.10.1);

- filter bed thickness 0.7 m to 1.0 m (8.10.2);
- filter media to be quartz sand, 0.5 mm to 1.0 mm, with a uniformity coefficient less than 1.5 (8.10.2);
- backwash rate to be 50 m/hr minimum (8.10.4);
- air scour only in exceptional cases (8.10.4).

**(vii) Chemical dosing for disinfection**

The World Health Organisation recommends that water intended for potable use should be disinfected with 0.5 mg/l of free available chlorine for at least thirty minutes at a pH less than 8. This recognises that germicidal efficiency is dependent on both the free chlorine concentration and the time of contact.

To achieve a free chlorine residual, sufficient chlorine must be dosed to react with any dissolved ammonia, iron, manganese, etc. The required doses are:

- 7.6 g of chlorine to react with 1 g of ammonia;
- 0.54 g of chlorine to react with 1 g of ferrous iron, and
- 1.5 g of chlorine to react with 1 g of manganese.

**(c) Transmission systems**

Transmission systems should be designed for:

- twenty-four hour operation (implied in 12.7.1 for clear water pumps, explicit in 12.7.2 for raw water pumps and 12.7.3 for borehole pumps);
- one standby pump (12.8.1);
- diesel generators to provide 50% cover (12.8.2);
- a minimum head of 4 m in the transmission main (9.3.7).

**(d) Storage**

Section 11.3.1 of the 1986 Design Manual requires balancing storage to be fifty per cent of the daily demand. Section 11.3.2 requires the following emergency storage:

- 12 hours for gravity supply to storage;
- 18 hours for pumped supply;
- 8 hours for supplies from more than one independent system.

**(e) Distribution**

The principal criteria are as follows:

Minimum head at consumer connections to be 10 m;  
Maximum head generally not greater than 60 m.

**(f) Water demand in urban areas**

People with individual connections	high class housing	250lcd
	medium	150
	low	75
People without connections	low	20