REPORT ON SESSIONAL PAPER NO. 1 OF 2021 ON NATIONAL WATER POLICY
TABLE OF CONTENTS

1.0 PREFACE ................................................................................................................................. 5
  1.1 Committee Mandate .................................................................................................................. 5
  1.2 Oversight .................................................................................................................................. 5
  1.3 Members of the Committee ..................................................................................................... 6
  1.4 Secretariat ............................................................................................................................... 6

2.0 COMMITTEE CONSIDERATION OF SESSIONAL PAPER NO 01 OF 2020 ON WILDLIFE POLICY .......................................................................................................................... 8
  2.1 Background Information .......................................................................................................... 8
  2.2 Scope of the policy ..................................................................................................................... 10
  2.3 Rationale for developing the policy .......................................................................................... 11
  2.4 The problem that the policy seeks to address ....................................................................... 11
  2.5 Thematic Policy Areas in National Water Policy, 2021 ....................................................... 12

3.0 SUBMISSIONS BY THE MINISTRY OF WATER, SANITATION AND IRRIGATION ................................................................................................................................. 14

4.0 COMMITTEE’S OBSERVATIONS AND RECOMMENDATIONS ................................................................................................................................. 18
  4.1 Committee’s Observation ......................................................................................................... 18
  4.2 Committee Recommendations ................................................................................................. 19
CHAIRPERSON'S FOREWORD

Sessional Paper No. 01 of 2021 on National Water Policy from the Ministry of Water, Sanitation and Irrigation was laid on the Table of the House by the Leader of the Majority Party on 8th June 2021 and thereafter stood committed to the Departmental Committee on Environment and Natural Resources.

The Paper aims at building on the achievements of the water sector reforms over the years and moving it to the next level of development in order to contribute to the National Goals and realization of the Sustainable Development Goals.

The Paper contains five chapters. Chapter one elaborates the importance of the water sector in the sustainable development of the country with respect to social, economic and environmental spheres. It also elaborates on the development of various policies, regulatory and legislative framework to guide the water sector in Kenya since gaining independence in 1963. Chapter two reviews the policy making and its implementation in a devolved government context.

Chapter three articulates the rationale for the development of the sessional paper. Chapter four contains the overall goal, objectives and guiding principles underpinning the policy. Chapter five contains the overarching policy statements, sector contexts and policy directions for the water sector. Lastly, the annex contains the policy implementation matrix which gives the policy directions, key policy outcomes, evidence of action taken, regular reporting modality, reporting frequency, entity and position responsible for taking action, and the person to whom it is reported to.

At its sittings held on 7th July, 2021, 21st July, 2021 and 22nd July, 2021, the Committee considered the Sessional Paper and unanimously resolved that it be adopted.

May I take this opportunity to express my gratitude to Committee Members for their resilience and devotion to duty which made the consideration of the Policy document successful. May I also appreciate the Offices of the Speaker and Clerk of National Assembly for always providing guidance and direction to Committees in the discharge of their mandate. Finally, I commend the secretariat for exemplary performance in providing technical and logistical support to the Committee.

On behalf of the Departmental Committee on Environment and Natural Resources it is my pleasant duty to submit to the Hon. Speaker a report of the Committee on the Sessional Paper No. 01 of 2021 on National Water Policy.

HON. KAREKE MBIUKI, M.P
CHAIRPERSON, DEPARTMENTAL COMMITTEE ON ENVIRONMENT AND NATURAL RESOURCES
1.0 PREFACE

1.1 Committee Mandate

1. The Departmental Committee on Environment and Natural Resources is established under the National Assembly Standing Orders No. 216 (1). The functions and mandate of the Committee are also contained under the National Assembly Standing Orders, No. 216(5) as:-

i) Investigate, inquire into, and report on all matters relating to the mandate, management, activities, administration, operations and estimates of the assigned Ministries and departments;

ii) Study the program and policy objectives of the Ministries and departments and the effectiveness of the implementation;

iii) Study and review all legislation referred to it;

iv) Study, access and analyze the relative success of the Ministries and Departments as measured by the results obtained as compared with its stated objectives;

v) Investigate and inquire into all matters relating to the assigned Ministries and departments as they may deem necessary, and as may be referred to them by the House;

vi) Vet and report on all appointments where the constitution or any law requires the National Assembly to approve, except those under Standing Order 204; and

vii) Make reports and recommendations to the House as often as possible, including recommendation of proposed legislation.

2. The subject matters of the Departmental Committee on Environment and Natural Resources are stated in the Second Schedule of the National Assembly Standing Orders No. 216 (f) as follows: climate change, environment management and conservation, forestry, water resource management, wildlife, mining and natural resources, pollution and waste management.

1.2 Oversight

3. In executing its mandate, the Committee oversees the following Government Ministries and Departments:

The Ministry of Environment and Forestry;
The Ministry of Water & Sanitation and Irrigation;
The State Department for Wildlife; and
The Ministry of Petroleum and Mining.
1.3 Members of the Committee

4. The Committee comprises the following Members:

Chairperson
The Hon. Kareke Mbiuki, CBS, M.P.
Maara Constituency
Jubilee Party

Vice-Chairperson
The Hon. Sophia Abdi Noor, M.P.
Ijaara Constituency
Party of Development and Reforms (PDR)

The Hon. David Kangogo Bowen, M.P.
Marakwet East Constituency
Jubilee Party

The Hon. Francis Chachu Ganya, M.P.
North Horr Constituency
Frontier Alliance Party (FAP)

The Hon. Ali Wario Guyo, M.P.
Garsen Constituency
Wiper Party

The Hon. Bernard Masaka Shinali, M.P.
Ikolomani Constituency
Jubilee Party

The Hon. George Macharia Kariuki, M.P.,
Ndia Constituency
Jubilee Party

The Hon. Charity K. Chepkwony, M.P.
Njoro Constituency
Jubilee Party

The Hon. Simon Ng’ang’a King’ara, M.P.
Ruiru Constituency
Jubilee Party

The Hon. Peter Kimari Kihara, M.P.
Mathioya Constituency
Jubilee Party

The Hon. Janet Ongéra, MP.

MP for Kisii County
Orange Democratic Movement (ODM)

The Hon. Charles Ong’ondo Were, M.P.
Kasipul Constituency
Orange Democratic Movement (ODM)

The Hon. Nasri Sahal Ibrahim, M.P.
Nominated
Forum for Restoration of Democracy-K

The Hon. Rozaah Buyu, M.P.
Kisumu County
Orange Democratic Movement (ODM)

The Hon. Said Hiribae, M.P.
Galole Constituency
Forum for Restoration of Democracy – K

The Hon. Hassan Oda Hulufo, M.P.
Isiolo North Constituency
Kenya Patriots’ Party (KPP)

The Hon. Amin Deddy Mohamed Ali, M.P.
Laikipia East Constituency
Jubilee Party

The Hon. Rehema Hassan, M.P.
Taita River County
Maendeleo Chap Party (MCC)

The Hon. (Eng.) Paul M. Nzengu, M.P.
Mwingi North Constituency
Wiper Party
1.4 Secretariat

1. The Committee is serviced by the following staff:

Ms. Esther Nginyo
Second Clerk Assistant
Lead Clerk

Mr. Dennis Mogare Ogechi
Second Clerk Assistant

Ms. Lynette Otieno
Legal Counsel I

Dr. Benjamin Ngimor
Senior Fiscal Analyst

Mr. Eugene Apaa
Research Officer
2.0 CONSIDERATION OF SESSIONAL PAPER NO 01 OF 2021 ON NATIONAL WATER POLICY

2.1 Background Information

5. The Constitution of Kenya, 2010, and particularly the provisions on devolution of government functions, provides the obligations to establish and maintain a durable system of sustainable development and the twin human rights on access to clean water in adequate quantities and on access to reasonable standards of sanitation.

6. In Kenya, water is a finite resource with annual national water availability per capita of about 452 m³. There is a decreasing trend in water availability due to increasing population, expanding economic activities and increasing degradation of catchment areas. Therefore, there is need for Kenya to review its policy, institutional and other approaches governing and managing the entire water sector. The development of the National Water Policy, 2021 is to address these existing gaps in water resource management.


8. Water plays a significant role in the national development of a country with respect to social, economic and environmental spheres. It is a social and economic good which is critical for the sustainable development of the country.

9. In line with the Constitution of Kenya, 2010, water is constitutionally linked to human rights since the management of water resources is integrated with the human right to clean drinking water and to reasonable standards of sanitation. There is apparent need by the government to review the water sector policies to align them to the achievement of the fundamental human right issue in accordance with the Constitutional provision under the Bill of rights.

10. The Government of Kenya is committed to ensuring the progressive realization of the human rights to water, and reasonable standards of sanitation through taking steps to protect, respect and fulfill these rights, as enshrined in the Constitution.

11. The Sessional Paper takes into account the need for Kenya, at both levels of government, to take steps within the policy framework, law, institutional mandates, planning and financing in order to secure universal coverage of the entire population access to water, and sanitation in accordance with the Constitutional standards.

12. Additionally, the Sessional Paper takes into account elements of the water sector that are enablers for Kenya to meet the varied objectives. These includes priorities in education, training, technology, research and innovations, affirmative action, gender mainstreaming, climate change and sector planning, resource mobilization and financing as well as institutional arrangements including devolved mandates.

13. Key to note is that, the development of this Sessional Paper was through collaborative efforts of stakeholders together with a public consultation process that resulted in valuable feedback that has enhanced the quality of the outcome.

14. The Sessional Paper proposes a range of measures and actions through which Kenya can respond to the challenges facing the water sector. It's expected that the Policy will re-engineer the water sector through interventions that are geared towards achieving sustainable development in Kenya and in consonance with the sustainable Development Goals, 2030.
Consequently, the Sessional paper on National Water Policy, 2021 forms the basis upon which county governments will prepare their policies and strategies to effectively and efficiently discharge their respective mandate on water service delivery.

The development of the water policy, 2021 is hinged on the implementation of various policies, regulatory and legislative frameworks that guide the water sector towards enhancing its roles in social and economic development of the country. These policies, regulations and legislative frameworks include:

i) The Sessional Paper No. 1 of 1965 on African Socialism and its application to planning in Kenya which identified three development priorities for the country including ending poverty, ignorance and disease. The policy underpinned the importance of water through conservation and protection of watersheds from destruction.

ii) Sessional paper No. 1 of 1999 on National policy on Water Resource Management and Development formulated to promote the sustainable development and management of the water sector through institutional arrangement and financing.

iii) The Water Act, 2002 – This Act focused on the decentralization of water services; and separating water policy formulation from the management of water resources, and the provision of water and sanitation services.

iv) Further, the Enactment of the Constitution, 2010 represented a milestone in the water sector reforms through the introduction of various human rights that are integrated to the water sector including the right to clean and healthy environment; also the right to reasonable standards of sanitation under Article 42 and 43 respectively.

Furthermore, the policy is geared to addressing the emerging challenges and realities in the sector including:

i) Declining annual freshwater availability coupled with limited exploration in water resource and disparity in distribution;

ii) Degradation of water resources affecting the water quantity and quality;

iii) Low harvesting and storage of water due to low investment and financing of requisite infrastructure and adoption of appropriate technologies;

iv) Low sewerage coverage and supply of water resulting from rising population and expansion of economic activities across the sector;

v) Inadequate investment and financing for the sector due lack of national investment plan for the water sector;

vi) There are capacity challenges emanating from lack of clear coordination mechanism among the state and non-state actors. Also lack of adequate framework for coordination between county governments and national government;

vii) There's a gap between research, training and innovation, and the sector needs. The overall level of funding for research remains low;

viii) Emerging effects of cross cutting issues including climate change, water conflicts and disputes, low levels of gender mainstreaming as well as affirmative action for vulnerable groups;

ix) Water security issues resulting from the land tenure system; these includes land use practices which negatively impact water resource management and storage worsening climate change vulnerabilities; and
x) Aligning water sector to the Constitution by entrenching devolution, water rights, rights to water and sanitation services, national values and principles of governance;

18. Formulation of the Water Policy is a panacea to the threats and challenges facing the sector as it provides a contemporary and effective and efficient water resource service delivery and sanitation; the policy framework aims to accelerate the re-engineering of the water sector by providing clarity on mandate and consolidate the roles of various sector actors including the national and county governments.

19. Development of the Water policy is informed by new developments in the sector as well as the need to align sector legislations to the Constitution of Kenya 2010 and other policies including the Vision 2030, review of the Water Act, 2002.

20. Article 69 of the Constitution provide for the obligation of the State in respect to the environment. It provides that the State shall ensure sustainable exploitation, utilization, management and conservation of the environment and natural resources, and ensure the equitable sharing of accruing benefits. Whereas Article 72 provides that Parliament shall enact legislation to give full effect to the provisions of the chapter on land and environment.

2.2 Scope of the policy

21. The overall goal for the policy is to guide the achievement of sustainable management, development and use of water resources in Kenya. The overall objective of the policy is to provide a framework that is dynamic, innovative and effective for re-engineering the water sector. The specific objectives of the policy are to:

   i) To strengthen sustainable water resource management in the country.
   ii) To accelerate delivery of water supply services through progressive realization of the human right to water towards universal access.
   iii) To promote development of water harvesting and storage infrastructure.
   iv) To accelerate delivery of sewerage and non-sewerage sanitation services through progressive realization of the human right to reasonable standards of sanitation towards universal access.
   v) To strengthen water education, training, research and innovation to be responsive to the water sector needs.
   vi) To put in place and implement a harmonized and constitutionally compliant regulatory framework for devolution of water functions and management of intergovernmental relations including areas of concurrent authority between the two levels of government.
   vii) To set up a strengthened implementation framework for effective and efficient delivery, monitoring, evaluation, and reporting on progress on the implementation of the policy; among others.
   viii) To implement mainstreaming of climate change considerations and disaster risk reduction throughout the water sector.
   ix) To enhance the mainstreaming of gender considerations in water sector towards progressive attainment of gender equality.
   x) To put in place mechanisms to manage conflicts in the water sector, enhance the use of alternative dispute resolution and operationalize the water tribunal.
   xi) To implement mainstreaming of affirmative actions to enhance equity and equality and integrate the interests of the youth in the water sector.
   xii) To strengthen integrated and sustainable resource mobilization, effective, efficient financing throughout the water sector at national and county levels.
xiii) To strengthen coordination in investment planning in the water sector at National, County and Intergovernmental levels
xiv) To implement a harmonized, coherent and constitutionally compliant regulatory framework for devolution of water sector functions, and for the management of intergovernmental relations in order to ensure performance of respective mandates, and management of interdependent mutual relation between the National government and County governments.

xv) To guide establishment of harmonized and cost-efficient institutional arrangements and operations for the national and county water sector institutions.

22. The policy provides guidance for aligning the water sector to the Constitution of Kenya especially with respect to the establishment of mechanisms to guide intergovernmental and institutional coordination for better delivery of respective functions.

2.3 Rationale for developing the policy
23. It's worth noting that significant changes have occurred since the Sessional Paper No. 1 of 1999 and the implementation of the Water Act, 2002. These changes have been significant that the water sector has experienced monumental growth, the initial Policy has been considered not robust enough to address emerging challenges and realities in the water sector in the 21st century.

24. In spite of the past policy interventions and respective gains, the water sector continues to face various limitations and challenges. The policy seek to address these challenges which include:-
   i) The regulation and management of the water sector;
   ii) Low access to improved water and sanitation services;
   iii) Weaknesses in water resources management;
   iv) Limitation in water harvesting and storage, against the sector targets and expectations.

25. The basis of the national water policy formulation is hinged on the following factors:
   i. A new constitutional dispensation requiring alignment of all sector policies with the Constitution;
   ii. Limited investment and financing of water infrastructure;
   iii. Lack of clear coordination among stakeholders both state and non-state actors;
   iv. Emerging new threats including climate change and gender mainstreaming;
   v. Water sector conflicts; and
   vi. Inadequate research, innovation and technological capacity.

26. The Constitution obligates institutions to ensure that policies and plans are prepared in accordance with laid down procedures and practice of public participation. The formulation of the policy took into consideration an elaborate, inclusive and participatory process which includes review of policies and legislation in the water sector, analysis and documentation of best practices; and broad public participation.

2.4 The problem that the policy seeks to address
27. Kenya has five major water catchment towers that continue to face severe degradation due to uncontrolled environmental degradation. The notable drivers of this environmental degradation include high rates of population growth, use of inappropriate technology, unsustainable consumption and production patterns, increased incidences of poverty and adverse effects of climate change. Without protection and conservation of water resources, this trend will worsen, intensifying the negative effects on the socioeconomic development
of Kenya, and reversing gains made on the living conditions of the population. This policy takes cognizance of this, and sets out actions that Kenya will implement at all levels to guide the achievement of the sustainable management, development and use of water in Kenya.

28. Overview of the National Water Policy, 2021
The Water policy purposes to mitigate on the challenges and threats facing the water sector by ensuring that coordination and accelerated partnerships are mainstreamed in the management and provision of water resources and to enhance protection of water sheds and other catchment areas in the country.

29. The policy document focus on critical components of the water resource management and exploration framework that inspire confidence and capture the aspirations of the Kenyan people and the responsibility of everyone in protecting water catchment areas.

30. The formulation of the national water policy, 2021 is to guide the achievement of sustainable management, development and use of water resources in Kenya. It provides a framework for sustainable management and financing of water resources; water harvesting and storage; and for equitable, efficient, and universal access to water supply and reasonable standards of sanitation, for domestic, economic use and ecosystem sustenance.

31. The Sessional Paper provides for aligning the water sector to the Constitution of Kenya especially with respect to the establishment of mechanisms to guide intergovernmental and institutional coordination for better delivery of respective functions.

32. Further, the policy sets to put in place a strengthened implementation framework for effective and efficient delivery, monitoring, evaluation, and reporting on progress of implementation of the policy; taking into account the fact that water function is shared between the National government and county governments.

2.5 Thematic Policy Areas in National Water Policy, 2021
33. The Sessional Paper has an overarching policy statement for the water sector that the government intends to pursue and remain committed to the realization of the key objectives of the Water policy in Kenya. The policy areas include the following:

i) **Policy on water resources management**- promotion of an inclusive and integrated approach to the management of water resources by ensuring measures are put in place for water resources management planning; water quality management; catchment protection and conservation; the development and application of appropriate technology; and monitoring and information systems. It will also promote sustainable utilization of water resources.

ii) **Policy on water harvesting and storage** – implement measures to develop efficient water harvesting and storage capacity in order to meet the rising demand for water and towards realization of water security in the country, in order to promote various water uses and sustainable development.

iii) **Policy on water supply services**- promotion of progressive realization of the human right to water towards universal access and ensure there is equitable access to water for economic uses including irrigation and industrial production, by creating effective and efficient human, institutional, infrastructure and management capacities, as well as putting in place required standards to promote consumer protection by all cadres of water service providers.

iv) **Policy on sewerage and non-sewer sanitation services**— prioritization of progressive and equitable realization of sewerage and non- sewer sanitation
services using technologies appropriate for urban and rural areas and household needs including by creating effective and efficient human, institutional, infrastructure and management capacities, as well as putting in place required standards to promote consumer protection to be applied by all cadres of sanitation service providers.

v) **Policy on water sector education, training, research, technology and innovation**— develop guidelines to mainstream water sector education into the basic education curriculum; continuously implement public awareness and implement a strategy through which the water sector can develop optimum technical capacity and solutions responsive to national needs through appropriate training, research and innovation approaches.

vi) **Policy on mainstreaming climate change and disaster risk reduction in the water sector**— promote sector compliance to climate change legislation while mainstreaming climate considerations in all aspects of water sector planning and decision making, and further, integrate disaster risk reduction to protect water sector investments, public safety and ensure sustainable water resources management.

vii) **Policy on water sector and gender mainstreaming**— the sector to put in place mechanisms and resources to enhance the mainstreaming of gender considerations in water sector planning, decision making and implementation of actions towards progressive attainment of gender equality. Also there is need for putting in place affirmative action guidelines to enhance the recruitment, training and advancement of women as water sector professionals.

viii) **Policy on conflict management and dispute resolution in the water sector**— Endeavour to put in place mechanisms and provide resources for the management of conflicts in all water sub sectors and implement measures to encourage and enhance the use of alternative dispute resolution methods including negotiations, conciliations or mediation and operationalize the Water Tribunal in order to enhance sustainable management of the sector.

ix) **Policy on Affirmative Action to enhance Equity for vulnerable populations and the youth in the water sector**— mainstream affirmative action to enhance equity towards attainment of equality in the water sector, provision of adequate resources for implementation.

x) **Policy on water sector investments planning, resource mobilization and financing**— institute measures for integrated planning and financing of investments in all the sub sectors and enablers at national and county levels.

xi) **Devolution, intergovernmental relations and institutional framework for the water sector.**

- **Policy on devolution and intergovernmental relations**— promotion of good working relations with the county governments by putting in place efficient regulatory framework for implementing devolution of water sector functions and for the management of intergovernmental relations in line with constitutional provisions in order to ensure distinctive performance of respective mandates and management of interdependent mutual relations on the basis of consultation and cooperation in the water sector.

- **Policy on institutional framework in water sector management**— ensure harmonized and cost-efficient institutional arrangements and
operations for national and county level water sector institutions for sustainable stewardship of water as a national resource, realization of human right to water and reasonable standards of sanitation as well as for the realization of national water policy.

xii) Policy on the implementation, monitoring and evaluation framework for the water policy – put in place strengthened implementation framework for effective and efficient delivery, monitoring, evaluation, and reporting on progress on implementation of this policy. The multiple actors in the water sector will be guided by the monitoring and evaluation framework to track results and institute remedial measures for corrective action.

2.8 Legal and Institutional Framework

34. The policy builds on the current legislative framework governing the promotion of water resources management and use in Kenya. In the foregoing, it is important to note that there have been extensive legislative reforms in the water sector geared towards greater efficiency and effectiveness in the management and use of water resources.


36. Aware that the county governments have the mandate to undertake provision of water and sanitation services; and to implement specific national government policies on natural resources and environmental conservation, including soil and water conservation.

37. County governments under the provisions of chapter 11 of the Constitution and the County Governments Act, 2012 allows for the functional assignment to the county governments whereas the fourth schedule part II serve to provide the functions and hence the resourcing to implement the functions thereof.

3.0 SUBMISSIONS BY THE MINISTRY OF WATER, SANITATION AND IRRIGATION

38. The Since independence, Kenya has developed policy, regulatory and legislative frameworks to guide the Water Sector towards enhancing its role in social and economic development of the country. As with other affected sectors in the country, the promulgation of the Constitution of Kenya 2010 inevitably had a myriad of implications on the Water Sector in Kenya.

39. Water is a fundamental resource to life, livelihood, food security and sustainable development and an economic good, which is critical for the sustainable development of the country.

40. Though a scarce resource, the right to clean and safe water is guaranteed in Chapter Four of the Constitution under the Bill of Rights. Against this backdrop, there was an obvious need for Kenya to review its policy, institutional and other approaches for governing and managing the entire Water Sector, and it is for this reason that this Sessional Paper was developed.

41. The objective of the Sessional Paper is to take cognizance of the existing situation, and propose legal and institutional frameworks as well as a plan of action for coordinating the various sub-sectors involved in water resources development and management including planning and implementation.

42. The Water Sector continues to face various limitations and challenges that this policy will seek to address, including the regulation and management of the sector. Some of the
challenges that have been experienced in the sector include, but are not limited to the following:

i. Kenya is a water scarce country with low annual renewable freshwater availability which is on a declining trend. Further exploration of water resource is limited and there is disparity in the distribution of water resources across the country.

ii. In terms of water resource management, loss, depletion and degradation of water resources continues to affect the quantity and quality of water. The potential for groundwater resources has not been fully determined and utilized.

iii. Harvesting and storage of water is extremely low. This has been mainly due to low investment and financing of requisite infrastructure as well as low adoption of appropriate technologies.

iv. In water supply and sanitation services, there is increasing demand for water due to rising population and expansion of economic activities across sectors. The sewerage coverage is low besides rapid increase in urbanization. There is also inefficiency in operations of water service institutions.

v. Investment and financing requirements for the sector have not been fully realized. This is due to lack of clear national investment plan for the sector, inadequate public financing resources and limited stakeholder participation, especially the private sector. Water has not been adequately priced as an economic good; this hinders self-financing as a strategy for sustainable service. The sector has not fully explored alternative sources of funds such as through climate finance, as well as models of financing, such as enabling subsidies, that allow water access for the vulnerable and underserved while still allowing for full cost-coverage.

vi. The sector faces various capacity challenges and the lack of a clear coordination mechanism among the state, and non-state actors. There have been challenges in coordination between the national government and county governments. This has resulted in low compliance and enforcement of standards, regulations and guidelines.

vii. There is a gap between the research, training and innovation, and the sector needs, and the overall level of funding remains low. The uptake of research and innovation outcomes remains low. This affects the overall performance of the sector and its impact on the economy.

viii. The sector is also affected by a number of emerging and cross cutting issues like climate change, water conflicts and disputes, and low levels gender mainstreaming. In addition, the sector has not fully implemented the affirmative action for vulnerable groups including, children, marginalized communities, youth and persons with disability, among others.

ix. Water security is affected by challenges resulting from the land tenure system. These include land use practices that negatively impact on water resource management and storage and worsen climate change vulnerabilities. The absence
of strong land use controls remains a problem. The rising cost of compensation for land acquired for the development of water infrastructure presents additional challenge.

43. The Sessional Paper was prepared within the framework of the 2010 Constitution of Kenya and was intended to guide national and County Governments in implementing sustainable actions in water resources management.

44. It aligns the sector with the Constitutional provisions and entrenches devolution, water rights, right to water and sanitation services, national values and principles of governance in the sector, among others. It also responds to emerging issues relevant to the development of the water sector, among them the Sustainable Development Goals 2030, Africa Union Agenda 2063, East Africa Community Vision 2050, Kenya Vision 2030 and the National Climate Change Action Plan. The document also stresses the need for improved access to water and enhanced water resource management as well as development of appropriate infrastructure.

45. The Sessional Paper is informed by best practices drawn from conventionally and widely acceptable international, regional and local standards, considering the circumstances unique to the Kenyan socio-economic, cultural, political and environmental context. It also involved a polycentric, participatory and consultative process led by a National Steering Committee (NSC) comprising members drawn from ministries and agencies of the national government; the Council of Governors; private sector; and the Civil Society.

46. The policy lays a strong foundation on which aspirations of the Constitution will be anchored into the water sector actions, with respect to the human rights to water, sanitation services, and a clean environment. In addition, the Sessional Paper has focused on actions needed for investment planning, resource mobilization, and financing of water sector investments required in meeting its objectives. With respect to devolved mandates, this Sessional Paper forms the basis upon which county governments will prepare their policies and strategies to effectively and efficiently discharge their respective mandate on water service delivery. The Sessional Paper is therefore for application by the national government, and all the forty-seven (47) county governments in line with their respective water sector mandates; and/or concurrently or jointly as the case maybe, within the meaning, interpretation and authorization of the Constitution.

47. The governance and management of the water sector will be informed by the mandatory national values and principles of governance set out in article 10 of the Constitution, together with principles stipulated in articles 43, 60, 69 and 232 of the Constitution and shall be guided by the following principles;

i. **Sustainability:** Water is a finite resource which shall be used efficiently and mindful of the needs of the current and future generations, and in cognizance of maintaining the environmental reserve to ensure inter-generational and intra-generational existence.

ii. **Consultative and Cooperative Intergovernmental relations where different levels of government** should conduct their mutual relations on the basis of consultation and cooperation.

iii. **Integrated planning and resource management** which should take national, cross-county and county approach towards the development of national integrated investment and financing plan.
iv. **Respect, protection and fulfilment of human rights**: Every sector player shall act in a manner that respects, protects, and fulfils the human right to clean and safe water in adequate quantities, and the human right to reasonable standards of sanitation, the needs and rights of riparian communities as well as guaranteeing access rights to other users for surface and ground water.

v. **Affirmative action, equity, inclusivity and equality** which is important in order to enhance opportunities for vulnerable members of our population.

vi. **Polluter pays principle**: Any person whose activities cause water pollution or affect the quality of water resource should bear the full cost of restoration and abatement. The use of regulatory tools such as restoration bonds should be enhanced as a licensing condition.

vii. **Precautionary principle**: The precautionary principle requires that remedial measures be taken in situations of scientific uncertainty where evidence of harm cannot be proven but potential damage to human or environmental health is significant.

viii. **Consumer protection** which is provided in the Constitution as a fundamental human right. The setting of tariffs for water supply and sewerage services is subject to this human right. Thus, to ensure the protection of consumers, the National government shall develop standards for protection of water consumers which County governments shall enforce and implement.

ix. **Efficiency and value for money**: Every effort should be made in maximizing output per unit of public resources, and in maximizing the expected outcome(s) across the value chain.

x. **Financing of functions**: Ensuring that all functions assigned at both levels of government are adequately financed including from revenue obtained from levies, licences and permits.

xi. **Ring fencing**: Revenues generated from charges, fees, permits and tariffs in the water sector should be used for the purpose promoting water activities in the respect sub-sector only.

xii. **Public participation which is a requirement in the Constitution and stakeholder roles**.

xiii. **User pays principle**: the recognition of water resources as an economic and social good, and the application of the most efficient pricing model to ensure full cost coverage while meeting the social, economic and environmental costs.

xiv. **Mainstreaming climate change** for adaptation and mitigation, while leveraging climate finance.

xv. **Integrating disaster risk reduction** to address the disaster risk, and put in place systems for disaster management if prevention is impossible.
Good governance, integrity, transparency and accountability are mandatory constitutional principles set out in article 10 and should be mainstreamed across the water sector.

IMPLEMENTATION FRAMEWORK FOR THE WATER POLICY

48. The Ministry will strengthen the implementation framework for effective and efficient delivery of this Sessional Paper and in this regard, it intends to:

i) Designate the policy implementation unit/committee for the national water policy and also provide adequate human, technical and financial resources for implementation of this Sessional Paper.

ii) Develop and implement a sensitization program for the dissemination and communication of the policy to key stakeholders and the public and thereby operationalize a water sector stakeholder engagement and public participation plan.

iii) Enhance monitoring and evaluation framework by establishing institutional units and multi-sectorial committee on Monitoring and Evaluation to develop, and have for oversight on an implementation action plan for this policy. This will set up a coordination mechanism involving relevant stakeholders to undertake M&E of this Policy over five-year intervals.

49. The main financier of the implementation process of the policy shall be the Government of Kenya through the Ministry of Water, Sanitation and Irrigation annual budgetary allocation. The Ministry is committed to in pursue full implementation of the policy through the implementation matrix outlined in the Sessional Paper and beyond. In addition, the Ministry will coordinate with county governments to ensure all mandates are carried out.

4.0 COMMITTEE’S OBSERVATIONS AND RECOMMENDATIONS

4.1 Committee’s Observation

50. Upon studying the Sessional Paper No. 01 of 2021 on National Water Policy, the Committee made the following observations:

i) The policy is focused on improving management and water resource use and enhances generational transfer of benefits.

ii) It provides for the mechanisms to manage water conflicts while harnessing the benefits accruing from water resource collectively.

iii) It appreciates the emerging issue of climate change, innovations and technological advancement. This in effect prompts the development of adaptability measures to preserve water resource being a social and economic good.

iv) It enhances participation of local communities, private sector and all the relevant stakeholders in the management and use of water resource. This is through the key policy areas identified in the Sessional Paper that will guide the development of the water sector and promote sustainable use of water resources.

v) It seeks to align the legislative framework on water resource management and use to the Constitution of Kenya 2010, the Vision 2030, international conventions on water and Sustainable Development Goals (SDGs).
vi) It prioritizes partnerships and collaborations while adhering to international obligations on water resource as well as addressing disparities in water supply and management of sector conflicts and disaster risk reduction.

vii) It endeavors to create a pool of resources to support water conservation and management and use through structured funding with a logical strategy on monitoring, review and reporting on progress. Investment and financing remain critical in the success of the progressive achievement of the human right to water and reasonable standards of sanitation as provided for under Article 42 and 43 of the Constitution.

4.2 Committee Recommendations

51. The Committee recommends that-

   i) The House adopts this Report on Sessional Paper No. 01 of 2021 on National Water Policy;
   ii) Following the adoption of this Policy, all proposed legislations and regulations on Water Sector related matters should be guided by the provisions of the National Water Policy.

SIGNED ................................................................. DATE ............... 03/08/2021

HON. KAREKE MBIUKI, CBS, M.P.
CHAIRPERSON, DEPARTMENTAL COMMITTEE ON ENVIRONMENT AND NATURAL RESOURCES.
COMMITTEE MINUTES
MINUTES OF THE 37TH SITTING OF THE DEPARTMENTAL COMMITTEE ON ENVIRONMENT AND NATURAL RESOURCES HELD AT THE WINDSOR GOLF HOTEL & COUNTRY CLUB ON WEDNESDAY, 21ST JULY, 2021 AT 9.30 AM.

PRESENT

1. The Hon. Sophia Abdi Noor, M.P., Vice Chairperson
2. The Hon. Charity Kathambi Chepkwony, M.P.
3. The Hon. Charles Ong’ondo Were, M.P.
4. The Hon. Nasri Sahal Ibrahim, M.P.
6. The Hon. Hassan Oda Hulufo, M.P.
7. The Hon. Said Hiribae, M.P.

APOLOGIES

1. The Hon. Japhet Kareke Mbiuki, CBS, M.P., Chairperson
2. The Hon. Francis Chachu Ganya, M.P.
3. The Hon. David Kangogo Bowen, M.P.
4. The Hon. Simon King’ara, M.P.
5. The Hon. Amin Deddy Mohamed Ali, M.P.
6. The Hon. Ali Wario Guyo, M.P.
7. The Hon. Janet Ong’era, MP.
8. The Hon. Bernard Shinali, M.P.
10. The Hon. Peter Kimari Kihara, M.P.
11. The Hon. George Kariuki, M.P.
12. The Hon. Rehema Hassan, M.P.

IN ATTENDANCE

MINISTRY OF WATER, SANITATION AND IRRIGATION

1. Ms. Sicily Kariuki - Cabinet Secretary
2. Dr. Andrew Tuimur - Chief Administrative Secretary
3. Mr. Joseph Irungu - Principal Secretary
4. Mr. Mohamed M. Shurie - CEO, WRA
5. Mr. G. Mugambi - CEO, NIA
6. Eng. Peter Nyagah - Ag. CEO, WASREB
7. Eng. S.A.O. Alima - Water Secretary
8. Mr. Aboud Moeva - Irrigation Secretary
9. Mr. Nderi Ndiani - Legal Counsel
10. Ms. Joan Ogolla - Legal Counsel
11. Mr. Phanuel Webi - Ag. Director, Irrigation Water Management
12. Eng. Vincent Kabuti - Deputy General Manager, NIA
The Meeting was called to order at 9.45 am after which prayers were said. The Chairperson then stated that the main agenda of the meeting was meeting with the Cabinet Secretary for Water, Sanitation and Irrigation on Sessional Paper No.01 of 2021 on National Water Policy.

The Members adopted the agenda of the meeting.

MIN.NO. DC/ENR/159/2021: - CONFIRMATION OF MINUTES

Confirmation of minutes of the previous sitting was deferred to the next meeting.

MIN.NO. DC/ENR/160/2021: - MEETING WITH THE CABINET SECRETARY FOR WATER, SANITATION AND IRRIGATION ON SESSIONAL PAPER NO. 01 OF 2021 NATIONAL WATER POLICY

Ms. Sicily Kariuki, Cabinet Secretary for Water, Sanitation and Irrigation appeared before the Committee and briefed it as follows:

1. Since independence, Kenya has developed policy, regulatory and legislative frameworks to guide the Water Sector towards enhancing its role in social and economic development of the country.
2. The promulgation of the Constitution of Kenya 2010 inevitably had a myriad of implications on the Water Sector in Kenya. The right to clean and safe water is guaranteed in *Chapter Four* of the Constitution under the Bill of Rights, which rights are binding on all state organs and provide the framework for social, economic and cultural policies and ultimately obligate the concerned state organs to take legislative, policy and other measures for the realization of these rights. Against this backdrop, there was an obvious need for Kenya to review its policy, institutional and other approaches for governing and managing the entire Water Sector, and it is for this reason that the Sessional Paper was developed.

3. The objective of the Sessional Paper is to take cognizance of the existing situation, and propose legal and institutional frameworks as well as a plan of action for coordinating the various sub-sectors involved in water resources development and management including planning and implementation.

4. Some of the challenges that have been experienced in the sector include, but are not limited to the following:
   a. Kenya is a water scarce country with low annual renewable freshwater availability which is on a declining trend. Further exploration of water resource is limited and there is disparity in the distribution of water resources across the country.
   b. In terms of water resource management, loss, depletion and degradation of water resources continues to affect the quantity and quality of water. The potential for groundwater resources has not been fully determined and utilized.
   c. Harvesting and storage of water is extremely low. This has been mainly due to low investment and financing of requisite infrastructure as well as low adoption of appropriate technologies.
   d. In water supply and sanitation services, there is increasing demand for water due to rising population and expansion of economic activities across sectors. The sewerage coverage is low besides rapid increase in urbanization. There is also inefficiency in operations of water service institutions.
   e. Investment and financing requirements for the sector have not been fully realized. This is due to lack of clear national investment plan for the sector, inadequate public financing resources and limited stakeholder participation, especially the private sector. Water has not been adequately priced as an economic good; this hinders self-financing as a strategy for sustainable service. The sector has not fully explored alternative sources of funds such as through climate finance, as well as models of financing, such as enabling subsidies, that allow water access for the vulnerable and underserved while still allowing for full cost-coverage.
   f. The sector faces various capacity challenges and the lack of a clear coordination mechanism among the state, and non-state actors. There have been challenges in coordination between the national government and county governments. This has resulted in low compliance and enforcement of standards, regulations and guidelines.
   g. There is a gap between the research, training and innovation, and the sector needs, and the overall level of funding remains low. The uptake of research and innovation outcomes remains low. This affects the overall performance of the sector and its impact on the economy.
h. The sector is also affected by a number of emerging and cross cutting issues like climate change, water conflicts and disputes, and low levels gender mainstreaming. In addition, the sector has not fully implemented the affirmative action for vulnerable groups including, children, marginalized communities, youth and persons with disability, among others.

i. Water security is affected by challenges resulting from the land tenure system. These include land use practices that negatively impact on water resource management and storage and worsen climate change vulnerabilities. The absence of strong land use controls remains a problem. The rising cost of compensation for land acquired for the development of water infrastructure presents additional challenge.

5. Sessional Paper is informed by best practices drawn from conventionally and widely acceptable international, regional and local standards, considering the circumstances unique to the Kenyan socio-economic, cultural, political and environmental context.

6. The objectives of this Sessional Paper are, inter-alia;
   a) To strengthen sustainable water resource management in the country.
   b) To accelerate delivery of water supply services through progressive realization of the human right to water towards universal access.
   c) To promote development of water harvesting and storage infrastructure.
   d) To accelerate delivery of sewerage and non-sewerage sanitation services through progressive realization of the human right to reasonable standards of sanitation towards universal access.
   e) To put in place and implement a harmonized and constitutionally compliance regulatory framework for devolution of water functions and management of intergovernmental relations including areas of concurrent authority between the two levels of government.
   f) To strengthen water education, training, research and innovation to be responsive to the water sector needs.
   g) To implement mainstreaming of climate change considerations, and disaster risk reduction throughout the water sector.
   h) To enhance the mainstreaming of gender considerations in water sector towards progressive attainment of gender equality.
   i) To put in place mechanisms to manage conflicts in the water sector, enhance the use of alternative dispute resolution and operationalize the Water Tribunal.
   j) To implement mainstreaming of affirmative actions to enhance equity and equality and integrate the interests of the youth in the water sector.
   k) To strengthen coordination in investment planning in the water sector at national, county, and intergovernmental level.
   l) To strengthen integrated and sustainable resource mobilization, effective, efficient financing throughout the water sector at national and county levels.
   m) To implement a harmonized, coherent and constitutionally compliant regulatory framework for devolution of water sector functions, and, for the management of intergovernmental relations in order to ensure performance of respective mandates, and management of interdependent mutual relation between the national government, and county governments.
n) To guide establishment of harmonized and cost-efficient institutional arrangements and operations for the national, and county level water sector institutions.

o) To set up a strengthened implementation framework for effective and efficient deliver, monitoring, evaluation, and reporting on progress on the implementation of this policy.

7. The governance and management of the water sector will be informed by the mandatory national values and principles of governance set out in article 10 of the Constitution, together with principles stipulated in articles 43, 60, 69 and 232 of the Constitution and shall be guided by the following principles: sustainability; consultative and cooperative intergovernmental relations; integrated planning and resource management; respect, protection and fulfilment of human rights; affirmative action, equity, inclusivity and equality; polluter pays principle; precautionary principle; consumer protection; efficiency and value for money; financing of functions; ring fencing revenues generated in the water sector; public participation, and stakeholder roles; user pays principle; mainstreaming climate change; integrating disaster risk reduction; and good governance.

8. In a nutshell, the Sessional Paper No. 1. Of 2021 is structured to cover the following key areas: water resources management; water harvesting and storage; water and sanitation services; education, training, research, technology, and innovation; emerging and cross-cutting issues; devolution and intergovernmental relations in the water sector; investment planning, resource mobilization and financing; institutional framework in the water sector.

9. The Ministry will strengthen the implementation framework for effective and efficient delivery of the Sessional Paper and in this regard, it intends to:

   a) Designate the policy implementation unit/committee for the national water policy and also provide adequate human, technical and financial resources for implementation of this Sessional Paper.

   b) Develop and implement a sensitization program for the dissemination and communication of the policy to key stakeholders and the public and thereby operationalise a water sector stakeholder engagement and public participation plan.

   c) Enhance monitoring and evaluation framework by establishing institutional units and multi-sectoral committee on Monitoring and Evaluation to develop, and have for oversight on an implementation action plan for this policy. This will set up a coordination mechanism involving relevant stakeholders to undertake M&E of this Policy over five-year intervals.

10. The main financier of the implementation of the policy paper shall be the Government of Kenya through the Ministry of Water, Sanitation and Irrigation annual budgetary allocation.

11. The Sessional Paper was developed through a participatory approach involving all stakeholders in the Sector and was adopted and approved by the Cabinet. She requested its approval by the Committee and consequently Parliament as Sessional Paper No 1 of 2021.

**OBSERVATIONS**

Members observed that:

1. The policy represents a clear effort to align the water sector to the provisions of the Constitution of Kenya, 2010.
2. To avoid over-reliance on exploitative financing models especially for large dam projects, there will be devised 5-year National Investment Plans to avoid such funding models that engender corrupt dealings that lead to massive loss of public funds. The investment plans will factor in individual funding, funding by GoK (both levels) and donor funding.

3. The 5-year National investment plan in the water sector will also address the often overlapping mandate of the various regional entities in the water sector.

4. To address the nexus between national and county governments with regard to water, and equally the disputes among county governments, the policy dedicated a chapter to address this, titled “Devolution, Intergovernmental Relations and Institutional Framework for the Water Sector”.

5. The Water Services Regulatory Board (WASREB) ensures there is tariff differentiation to avoid exploitation of the poor and ensure the right to water is realized through pro-poor pricing models.

6. There was need for expediting a 5-year National Investment Plan for the water sector in order to address the concerns of downstream water users versus upstream users which tend to degenerate to incessant conflict especially among pastoralist communities.

7. There is need to strengthen intergovernmental platforms to address matters of concern in the water sector like last mile connectivity by County Governments after delivery of water projects by the National Government, and execution of concurrent functions among the two levels of government.

8. There is need for speedy implementation of the policy direction on securing water infrastructure and resources across the country in conjunction with the Ministry for Interior and Coordination of National Government.

9. There is need to invest more in Sanitation to bring it to par with investment in water provision. Henceforth water projects ought to have corresponding sanitation components to ensure the two develop in tandem.

10. There is need for the National Government to assemble, at all times, water related functions under the same ministry for ease of coordination and implementation of projects.

MIN NO. DC/ENR/161/2021: ADJOURNMENT

There being no other business, the meeting was adjourned at 1.41 pm.

SIGNED: ..................................................
THE HON. KAREKE MBIUKI, CBS, M.P.
CHAIRPERSON,
DEPARTMENTAL COMMITTEE ON ENVIRONMENT AND NATURAL RESOURCES

DATE: 03/08/2021
MINUTES OF THE 39TH SITTING OF THE DEPARTMENTAL COMMITTEE ON ENVIRONMENT AND NATURAL RESOURCES HELD AT THE WINDSOR GOLF HOTEL & COUNTRY CLUB ON THURSDAY, 22ND JULY, 2021 AT 9.30 AM.

PRESENT

1. The Hon. Hassan Oda Hulufo, M.P Chairing
2. The Hon. Sophia Abdi Noor, M.P., Vice Chairperson
3. The Hon. Charity Kathambi Chepkwony, M.P
4. The Hon. Charles Ong’ondo Were, M.P.
5. The Hon. Nasri Sahal Ibrahim, M.P.
7. The Hon. Said Hiribae, M.P.

APOLOGIES

1. The Hon. Japhet Kareke Mbiuki, CBS, M.P., Chairperson
2. The David Kangogo Bowen, M.P.
3. The Hon. Simon King’ara, M.P.
4. The Hon. Amin Deddy Mohamed Ali, M.P.
5. The Hon. Ali Wario Guyo, M.P.
6. The Hon. Janet Ong’era, M.P.
7. The Hon. Bernard Shinali, M.P.
8. The Hon. Rozaah Buyu. M.P.
9. The Hon. Peter Kimari Kihara, M.P.
10. The Hon. George Kariuki, M.P.
11. The Hon. Rehema Hassan, M.P.

IN ATTENDANCE

THE NATIONAL ASSEMBLY

1. Ms. Esther Nginyo - Clerk Assistant II
2. Mr. Dennis M. Ogechi - Clerk Assistant II
3. Mr. Benjamin Ngimor - Senior Fiscal Analyst
4. Ms. Lynette Otieno - Legal Counsel I
5. Mr. Eugene Apaa - Research Officer III
6. Mr. Mark Mbutha - Audio Recording Officer
7. Mr. Boniface Mugambi - Serjeant-At-Arms

AGENDA

i) Prayers
ii) Confirmation of Minutes
iii) Matters Arising
iv) Consideration and adoption of a report on Sessional Paper No. 01 of 2021 on National Water Policy.

v) Date of the next Sitting

MIN.NO. DC/ENR/166/2021: PRELIMINARIES

The meeting was called to order at 9.45 am after which prayers were said. The Chairperson then stated that the main agenda of the meeting was consideration and adoption of a report on Sessional Paper No. 01 of 2021 on National Water Policy.

The Members adopted the agenda of the meeting.

MIN.NO. DC/ENR/167/2021: CONFIRMATION OF MINUTES

Confirmation of minutes of the previous sitting was deferred to the next meeting.

MIN.NO. DC/ENR/168/2021: WATER

CONSIDERATION AND ADOPTION OF A REPORT ON SESSIONAL PAPER NO. 01 OF 2021 ON NATIONAL POLICY.

After lengthy deliberations, the report on Sessional Paper No. 01 of 2021 on National Water Policy was adopted after being proposed by Hon. Charity Kathambi Chepkwony, M.P and seconded by Hon. Nasri Sahal Ibrahim, M.P.

It was adopted with the following recommendations:

1. The House adopts this Report and the Sessional Paper No. 01 of 2021 on National Water Policy.
2. Following the adoption of this Policy, all proposed legislations on Water Sector related matters should be guided by the provisions of the National Water Policy.

MIN.NO. DC/ENR/169/2021: ADJOURNMENT

There being no other business, the meeting was adjourned at 1.07 pm.

SIGNED: .................................................................
THE HON. KAREKE MBIUKI, CBS, M.P.
CHAIRPERSON,
DEPARTMENTAL COMMITTEE ON ENVIRONMENT AND NATURAL RESOURCES

DATE: 03/08/2021
ADOPTION LIST
DC-ENR: DEPARTMENTAL COMMITTEE ON ENVIRONMENT AND NATURAL RESOURCES

REPORT ADOPTION LIST

REPORT ON SESSIONAL PAPER NO. 1 OF 2021 ON NATIONAL WATER POLICY

We, the Members of the Departmental Committee on Environment and Natural Resources, have pursuant to Standing Order 199, adopted this Report and affix our signatures to affirm our approval and confirm its accuracy, validity and authenticity today, Friday 23rd July, 2021.

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