

MEMORANDUM TOWARDS APPROVAL OF THE BARINGO COUNTY INTEGRATED DEVELOPMENT PLAN 2023-2027 PRESENTED TO THE BARINGO COUNTY ASSEMBLY BY THE BARINGO CIVIL SOCIETY ORGANIZATIONS FORUM.

Submitted on 3RD March, 2023.

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Introduction:

BACSOF is a network of civil society organizations operating in Baringo with a shared vision of promoting effective county governance and participatory development. BACSOF was established in the year 2015 to provide a coordinated framework for civil society organizations to undertake activities, projects and programs that farther and enhance effective and participatory county governance and development. Among the interventions of the forum are: civic education; capacity building of various stakeholders in governance and development process; mobilizing citizens to participate in key county governance process; initiating social accountability initiatives such as community social audits; Community Score Card, participatory budget analysis and Public Expenditure Tracking.

Pursuant to the call for submissions dated 13th February, 2023, and in fulfillment of our mandate, BACSOF hereby presents our submission for your consideration in the approval of the Baringo County Integrated Development Plan 2023-2027.

This memo has been prepared through analysis of the Draft CIDP 2023-2027 and consultations with BACSOF members and select Budget Champions (see annex 1 for the list of participants).

Herein below are observations and key asks to the County Assembly:

1. WEAK INTERVENTIONS TO ADDRESS THE GLARING INEQUALITIES IN BARINGO COUNTY

The CIDP has analyzed data and provided development priorities and strategies on a very broad level thus giving a blind eye to existing inequalities in the County.

For example in the review section (on page 47)of the CIDP, the water sector boasts of achieving 57% water access among the residents of Baringo, having implemented 491 water schemes out of a target of 858.

First the inferential may not be accurate as it does not necessarily follow that if x% of water projects are implemented, it will result in x % of water coverage. Besides, there are several water projects in Baringo County indicated as complete, yet they have not resulted in improved water access. For instance, a rapid survey by BACSOF to profile inequalities in Silale Ward (in October 2021) established that most of the boreholes drilled in the ward are hot and with very high concentration of metal components (Fluoride, magnesium etc.). Examples include: **Toplen, Natan, Napeikore, Nalekat, Nasorot and Riongo Borehole whose yields** have been declared not fit for human and animal consumption.

More important, while the average of 57% may have been achieved, it is clear that the water sector did not implement a strategy to promote equitable access as committed in the CIDP 2018-2022 (See commitment in the CIDP 2018-2022 highlighted in the figure 1 below).

Figure 1: A snippet of the Baringo County CIDP 2018-2022 - pg. 192

2. Development of major rural water supplies

The sector has categorised areas in terms of water resource availability and reliability. There are locations that lack the essential resource in quantity and quality. Therefore needs an affirmative action in allocation of funds and development of available water resources to promote equality in water service provision and socio- economic development

The 2019 Kenya Population and Housing Census¹ Report by the Kenya National Bureau of Statistics, showed that **only 34.7% of the residents of Baringo have access to improved sources of water**. The report further indicated a dire situation in Tiaty region where only 11.5 % of the households have access to improved source of water (See figure 2 below).

¹<u>https://www.knbs.or.ke/?wpdmpro=2019-kenya-population-and-housing-census-volume-iv-distribution-of-population-by-socio-economic-characteristics</u>

Subcounty	Piped into dwelling	Piped to yard/ plot	Public Tap/ stand pipe	Borehole	Protected Well	Protected spring	Rain/ Harvested Water	Bottled Water	Total Improved sources (%)	Pond	Dam/ Lake	Stream/ River	Unprotected spring	Unprotected well	water vendor	Total unimproved sources (%)
BARINGO	3.60	9.10	3.40	10.10	3.20	1.60	3.40	0.30	34.70	2.20	10.40	46.50	1.90	1.20	3.20	65.40
BARINGO CENTRAL	8.10	20.80	3.60	3.60	0.50	2.60	4.10	0.30	43.60	1.00	2.40	49.10	2.80	0.30	1.00	56.60
BARINGO NORTH	0.80	1.60	1.40	7.00	0.70	2.20	3.30	0.20	17.20	1.60	8.10	68.70	3.30	0.40	0.90	83.00
EAST POKOT	0.40	0.40	0.30	6.30	1.60	0.70	0.60	-	10.30	8.10	11.00	65.70	1.40	1.50	2.00	89.70
KOIBATEK	7.40	20.50	8.20	6.70	11.50	1.40	5.10	0.90	61.70	0.20	1.80	29.20	1.20	1.80	4.20	38.40
MARIGAT	1.10	2.30	3.50	20.50	1.30	1.10	0.80	0.30	30.90	0.50	7.80	49.50	1.50	1.10	8.70	69.10
MOGOTIO	2.40	4.00	1.30	22.30	1.00	0.90	6.60	0.30	38.80	5.60	13.60	36.30	0.60	0.90	4.10	61.10
TIATYEAST	0.20	0.50	1.60	6.60	0.30	1.90	0.40	-	11.50	2.10	51.30	29.90	2.10	2.90	0.30	88.60

Figure 2: Analysis of water access in Baringo County by sub-counties as per 2019 Census

Source: KNBS-KPHC Report- Volume IV; Distribution of Population by Economic Characteristics

We also note that majority of the water flagship projects in the CIDP 2023-2027, from page 313 to 314, are to funded by the National Government and where the County Government is coming in, it is anticipating support from development partners.

On the contrary, the Ministry of Water & Sanitation and Irrigation, in the Sector Report 2022, and in line with the Kenya Kwanza Manifesto, has already indicated that there will be a shift from construction of Mega Dams to household community water projects (See figure 3 below). The PPP model may not be viable in Tiaty due to the business angle of the PPP approach.

Figure 3: A snippet of Kenya Kwanza Manifesto

Kenya Kwanza commitment

Kenya Kwanza convinced that right to water by 2027. hift focus from large dams to household/community water projects, with emphasis on harvesting and recycling. Where large reservoirs are viable adopt PPP model (using IPP model); develop Turkana aquifers using PPP model (potential to irrigate 1m acres of BACSOF would like to raise three critical questions:

- Why does the County Government seem to shy away from tackling the water access problem in the Tiaty region?
- If the National Government funded projects fail to take off, as it has happened in the last 5 years, shall the residents of water scarce locations in the County continue to suffer?
- In all Water Projects where County Government is responsible; it is indicated that the funding shall be in partnership with Development Partners. It may help to be transparent about who these partners are and whether or not there are documented commitments between the County Government of Baringo and the said partners. Otherwise, it may come out as though the County is providing a reason for failure beforehand.

Essentially, unless a deliberate action is taken by the County Government of Baringo, there is a huge risk that the problem of water scarcity in the Tiaty region would still not have been solved by 2027.

The Health Sector targets to reduce infant mortality and maternal mortality rates in Baringo County. However, the CIDP has failed to analyze the problem further to understand the causes and locations where the problem manifests more.

Even more, the current immunization coverage of 77.7 % may not be evenly distributed. According to the DHIS, 2016, the proportion of children under one year fully immunized vary from one subcounty to another i.e. Tiaty 18%. Baringo North 47%, Baringo Central 61%, Marigat 67%, Koibatek 69 % and Mogotio 76% Research has shown that inequities in full immunization coverage are primarily affecting children born into poorer households, and in locations with limited health infrastructure.

Under the education sector, the County Government reports that it constructed **3 ECDE centres per ward** and implemented the school feeding program in 753 ECDE centres across the County. *Was the demand evenly distributed*?

Key Asks to the County Assembly:

- 1) We urge the County Assembly to demand for data on inequalities and interventions to redress the situation in Baringo County, especially in water and health sectors, which have the highest inequalities in Baringo County.
- 2) Even as we continue to advocate for strengthening of fiscal decentralization, we urge the County Assembly to develop and enforce **a policy for equitable development in Baringo County.**

2. STRATEGIC SHIFT FROM INFRASTRUCTURE DEVELOPMENT TO SERVICE DELIVERY

We laud the shift from investment in development of new infrastructure to service delivery as captured in the foreword. However, the CIDP has not done adequate sector to sector analysis to facilitate this shift. For example there are several development projects that have been completed but are not offering services.

- In the water sector, there are several water projects that have broken down. A number projects have also been completed only to the water point and not distributed to the intended households. On page 109, the Department of Water and Irrigation intends to drill 153 new boreholes at cost of 61 M, yet priority should be about water pipeline extension and routine maintenance. Further, the costing itself is not viable as it translates to Ksh. 1.3 M per borehole, which is far below the requirement of at least Ksh. 5 M as per the Water Projects Cost Reference.²
- According to CRA Technical Report³ on the 3rd Basis on Revenue Sharing, **Baringo County** has surpassed the health facilities required by over 105 facilities; However, several of these facilities are not operational due lack of staff, equipment and medical commodities. The nurse-patient ratio across the sub-counties is far above the WHO recommended standards of 25:10,000 or 1 nurse to serve 400. From the County fact sheet, in annex 1, it also emerging that Tiaty East, Tiaty West and Baringo North are facing acute understaffing e.g. Tiaty West has **1nurse serving 3,197 patients**.
- On page 169, the County intends to allocate Ksh. 270 M annually for medical commodities (150 Drugs and 120 for supplies), this is far lower than the annual commodity requirements⁴ of Khs. 430 established through a scientific quantification exercise conducted in 2017. This implies that the medical dugs stock outs, characterized by the famous 'hakuna dawa' feedback, will persist.
- The county fact sheet shows that ratio of livestock extension officers is 1: 5,000 as compared to the requirement of 1:400 set by FAO.
- On page 228, the Department of Education plans to construct 300 classrooms and 30 pieces of furniture- This does not add up!
- Table 4.2 on page 307 details flagship projects that the County has been implementing such as Kabarnet Stadium, Eldama Ravine Milk Processing plant and Maoi Slaughter House. Missing from the details is information on the current status of the project which is an important baseline for this CIDP.

² This is a reference material developed by the County Government of Baringo with support from CEDGG to guide costing for Water projects across the County.

³ <u>https://cra.go.ke/download/technical-report-of-the-third-basis-on-revenue-sharing-among-county-governments-</u> <u>3/</u>

<u>3/</u> ⁴ <u>https://www.baringo.go.ke/index.php?option=com_jdownloads&view=summary&id=1:baringo-health-sector-strategic-plan&catid=2</u>

On a general note, planning with the Ksh. 115 Billion projected in table 35 (on page 326-327), is rather very ambitious as it's above Ksh. 39 Billion expected from the more predictable revenue sources for the county government i.e. equitable share, own source revenue and conditional grants. In past flagship projects have been initiated and failed to be completed due to shortage of funds and other contractual issues while some have been completed but have not being utilized and thus tying up money at the expense of service delivery. In fact, the office of the auditor general has continually queried majority of the flagship projects in Baringo County for value money examples include: Surgical Block at Kabarnet referral Hospital, Casualty Block at Marigat Sub-county Hospital, Eldama Ravine Milk Processing Plant, Maoi Abbartoir, Barwessa Slaughter House, Min-Tannery at Mogotio, Kabarnet Stadium and Mogotio Information Centre.

Key asks to the County Assembly:

- 1) Even with challenge a bloated wage bill, there is still demand for personnel in critical sectors i.e.
 - There is need for more nurses to make the health facilities constructed fully operational. Sub-counties with high nurse: patient ratio should be prioritized.
 - Need for recruitment of more extension workers buttressed with ICT enabled extension services. According to the KNBS- KPHC 2019, 80,426 households out of 142, 518 households in Baringo County practice livestock keeping. For effective service delivery, this requires at least 200 Livestock Extension Officers as per the FAO Norms where at least 1 extension officer is needed for every 400 farmers.
 - The Water and Irrigation Department requires engineers and water technicians to efficiently design, supervise implementation and routinely maintain the water schemes in Baringo County.
 - Recruitment and motivation of ECDE Teachers and Vocational Training Instructors remains a going concern
- 2) Given the wage bill challenges, the County Government should consider innovative approaches to address staffing gaps such as e-services, internships and secondments from national government and development partners.
- 3) Baringo County Government should make **tier one health care** a flagship project/ programme to guarantee investment in Preventive and Promotive health Care. For instance to maintain and motivate 2,500 CHVs at the minimum monthly stipend of Ksh. 2,000, the County will need a minimum of Ksh. 60 M annually which translates to Ksh. 300 M for the next five years. In the last 5 years, this programme has largely depended on donor-funding.
- 4) The County Assembly should allocate a minimum of Ksh. 600 Million annually for medical drugs and non-pharmaceutical to sustain service delivery.
- 5) A policy for provision of emergency services should be formulated and publicized. This should provide for: *Proper zoning and strategic positioning of the existing ambulances*,

strengthening services within the ambulance to the required standards, stipulating clear entitlements for service users and what is required of them etc.

- 6) The County Assembly should demand for **costed plan** for equipping, operationalization of health facilities and expansion of existing health facilities based on data for demand for services and the WHO norms and standards for health service delivery. For the 30 Model Health Centres, we should be clear on where we are starting from. This should be the basis budget allocation both at the ward level and departmental level.
- 7) Save for location with scarcity of water sources, the department of water sources should prioritize pipeline extension, repair of water projects that have broken down and capacity building of water project management committees for sustainable management of water projects **–both training and strengthening management systems.**
- 8) There is need to ring-fence ECDE meals and nutrition feeding programme, especially in ASAL areas in order to boost enrolment and retention rates in the County and as per the requirement of the Basic Education Act, National ECDE policy and Baringo ECDE Meals and Nutrition Policy but also to boost enrolment and retention rates in the County
- 9) The County Assembly should ensure better prioritization of the maximum resources available to sustain service delivery. Each flagship project should be accompanied by adequate justification including feasibility studies to ensure value for money.
- 10) The County Assembly should demand for detailed status reports of all on-going flagship projects to enable it examine the viability of proposals in the CIDP. Table 4.2. Should therefore have an extra column to provide implementation status for all projects whether new or ongoing and particularly remaining scope of work for ongoing projects;

3. INADEQUATE REVIEW OF SYSTEMIC ISSUES AFFECTING BUDGET IMPLEMENTATION

As indicated in table 2 on page 44, despite being among sectors with highest allocations in the last 5 years, the Environment Protection, Water and Natural Resources performed relatively low. Specifically, programmes and projects worth 3.2 Billion, more so in the Water and Irrigation Department, were not implemented. This is **huge missed opportunity** to address the water scarcity problem in Baringo County.

Even then, the CIDP is silent on systemic issues that continue to cause under spending in the Department of Water and Irrigation such as inadequate operations and maintenance and shortage of technical staff which have continued to limit the department's ability to deliver on its mandate as per budget credibility research⁵.

In our analysis of the 2022/23 budget, we noted that the Department of Water and Irrigation has been allocated Ksh. 45 M for Operations and Maintenance. Out of this, a whopping **27 M goes to**

⁵ <u>https://internationalbudget.org/wp-content/uploads/Budget-Credibility-In-Kenyas-Counties.pdf</u>

payment of electricity bills, mainly for Kirandich Water Services Company (In the first place, is this sustainable?); about Ksh. 10 M goes to office supplies, meetings, workshops etc; about Ksh. 5 Million is allocated for routine maintenance and only Ksh. 5 M is left to facilitate technical officers to implement the Ksh. 1.022 Billion development budget.

Key Asks to the County Assembly:

- 1) The County Assembly should demand for more information on budget absorption from one sector to another and reasons for deviation and mitigation measures
- 2) Having emerged as key impediment to efficient budget implementation and service delivery, the CIDP 2023-2027 should commit to strengthen operation and maintenance budget across departments. The demand O&M will increase as the county shifts from infrastructure development to operationalization.
- 3) The CIDP should give prominence to strategies to reduce and manage the bloated wag bill at the legally set threshold of 35 % of county's annual revenue.

4. **REVENUE ANALYSIS GAPS**

Table 2 (on page 43) has given the actual own source revenue collected but has failed to compare with the annual target. Source to source revenue analysis is also missing.

Moreover the justifications provided in the CIDP are **more external than internal**. Observably, the CIDP has given a blind eye to the revenue collection gaps highlighted by the office of the Auditor general such as **non-collection, under collection** and **revenue leakage**. Examples include:

- Non-collection of Business Permits and Land rates- The Office of the Auditor General Report for the County Executive of Baringo for FY 2019/2020⁶ noted that the *land rates* owed to Baringo County Government have increased from Ksb. 113 M as at June 2019 to Ksb. 130 M as at June 2020.
- Underestimation of land rates due to use of old valuation role dating back to 2009 developed by the defunct county council
- Risks of Revenue leakage e.g. The Office of Auditor General's Report for the County Executive of Baringo for FY 2019/2020 reveals that *Ksb. 2,508,820 collected under health and sanitation was not banked; as at 30 June, 2020 Ksbs.15,181,100 received from sale of goats at Kimalel Goat Auction had neither banked into the County Revenue Fund account nor disclosed in the financial statements.*
- A research⁷ by IBPK and CEDGG in 2022 shows that **only 26 out 188 eligible health facilities claim the funds** under the Linda Mama Scheme. Baringo County Government is yet to put in place administrative measures for the coordinated and harmonized implementation of the Linda Mama Scheme across all eligible facilities. The scheme's

⁶ <u>https://www.oagkenya.go.ke/wp-content/uploads/2022/01/County-Executive-of-Baringo-2019-2020.pdf</u>

⁷ <u>https://internationalbudget.org/wp-content/uploads/NHIF-Report-Baringo-County-August-2022.pdf</u>

performance has relied heavily on individual service providers' efforts and a huge opportunity to improve health financing is lost.

Figure 4: A snippet of the Office of the Auditor general report for County Executive of Baringo for year ended 30th June 2020.

The County, therefore, does not have a reliable basis for enforcing land rates and rent collections and has not mapped out all eligible land rent payers. In addition, the valuations prescribed in the old roll may no longer be valid and may have resulted in loss of potential revenue as the respective property values may have increased over time.

According to CRA Own Source report⁸ 2019, Baringo County raised about 50% of the total revenue estimated revenue potential in last 6 years i.e. between 2013/14 and 2019/20. The report estimates that the County has a **potential of Baringo of collecting at least Ksh. 517 Million annually excluding revenue from game parks.**

Key Asks to the County Assembly

- 1) In reviewing the CIDP 2018-2022, the County Assembly should seek for more justifications for revenue underperformance and mitigation measures.
- 2) Strengthening revenue collection systems remains a key priority for the County Government of Baringo.
- 3) The CIDP should provide **source to source analysis** for own source revenue as a basis for investment in revenue generation programmes and projects.
- 4) Service delivery in health facilities should be improved accompanied by **public sensitization** and **training of front-line service providers on NHIF requirements** in order to increase the hospital revenue/ Facility Improvement Fund (FIF).

OTHER CROSS CUTTING ISSUES

a) Public Deliberations and Feedback

Whereas the County Government conducted rigorous public consultative forums towards formulation of the CIDP, the Public participation summary provided in Annex 2 (page 19-23) is very shallow. The section only mentions the county sectors and frequency of prioritization. It is difficult to tell who attended the meetings, what issues were raised and how the CIDP 2023-2027 has address these issues,

⁸ <u>https://cra.go.ke/download/counties-efforts-towards-revenue-mobilisation-report/?wpdmdl=2411&refresh=6218e052035ec1645797458</u>

Key Asks:

- Even though the CIDP mentions that there is a detailed public participation excel sheet, the principle of unity in budget transparency requires that as much information as possible is be provided in one budget document. At minimum public participation section should cover attendance (disaggregated by gender), issues raised and the justification given and the feedback provided by the county official present and or how the CIDP has addressed these issues. This is the only way to increase citizen's confidence in the process and ownership of the CIDP. See examples of the Budget Policy Statement 2023 (Annex 5 and Annex 6)
- 2) 10 years into implementation of devolution, Baringo County Government should design and document **a model** for public participation.

b) Climate change

BACSOF observes mainstreaming Climate change mitigation across departments. The Environment Protection, Water and Natural Resources sector has planned mitigations strategic interventions including afforestation, water catchment protection , and management of invasive plants and promotion of clean energy.

Key Asks:

- 1. To build the resilience among communities, the County Government should scale up support for water harvesting and small-scale irrigation at households level. This should be linked with pasture establishment programmes for livestock keepers.
- 2. The CIDP should ring-fence Climate Change Fund with a view to attract matching funds, sustain strategic climate actions and progressively build the resilience of the communities in Baringo County.

c) Social Protection

In the last 5 years, the need for social protection has been emphasized and citizens have variously prioritized youth, women and PWDs empowerment programmes i.e. *poultry project, galla goats, car wash machines, welding machines salon etc.*,

However, most of these projects fail to achieve the intended objectives due to lack the requisite skills among the beneficiaries. See below feedback from sample beneficiaries:

- a. 'Hiyo Project ilinyonya pesa zetu sana hadi tukaamua kugawana hao kuku, na wengine wetu walifika mahali wakagive up.' a young lady in Eldama Ravine FGD on impact of county government social protection programmes conducted by CEDGG
- b. When Government was designing this poultry project, did they ask questions such as do these groups have technical capacity to manage it, did they have shelter for the chicks, did they have the

knowledge required, did they have feeds?' a comment by a social development officer on the county government subsidy programmes for women, youth and PWDs.

BACSOF applauds all the Child Protection Programmes that are in the draft CIDP 2023 - 2027.

The expansion and equipping of rescue centres is highly welcomed due to the prevalence of GBV and FGM in Baringo County which are higher than the national prevalence as per the County Fact Sheet on page 338 of the Draft CIDP.

Key asks

- 1) There is urgent need for policy on management government subsidies to include integrated approach with capacity building, mentorship, extension services, marketing, value addition and savings/capital building.
- 2) Support to **gender calendar days** and other gender activities should be separately for more impact and accountability.
- 3) The support for the elderly, PWDs and OVCs should be specified on whether it is Cash transfer, NHIF programmes, Capital or non-Capital support.
- 4) The County Government should establish **a sanitary towel bank** for consistent and sufficient provision of sanitary towels for poor and vulnerable girls and women, including in prisoners and GBV survivors.
- 5) On construction of stadia in Kabarnet and Eldama Ravine. The document should be specific on the scope of work, especially noting that works in Kabarnet stadium and has severally been queried by the office of the auditor general.
- 6) The County should consider hold major cultural days for peace. Alternative dispute resolutions and Alternative justice system should also be considered a means to building cohesion, integration and preserving the role of the elders in the society.
- 7) The County should consider initiating a program that aims at preventing FGM and other harmful social practices/norms including during emergencies

Conclusion

So far Kenya has implemented devolution for over 10 years. In effect, the CIDP 2023-2027 should be informed by lessons from implementation of the first 2 generations of CIDPs i.e. *what is working and why and what is not working and why?*. This should be in addition to a focus on tackling longstanding issues (Negative cultural and social norms such as FGM, Child Marriages and banditry) and emerging issues (climate change and attendant impacts).

Therefore, we urge the County Assembly of Baringo to scrutinize the Draft CIDP 2023- 2027 with lenses of public finance management principles and the principles of county planning. At minimum, the County Assembly should satisfy itself that the principles of **prudence**, equity, transparency, accountability and sustainable development have been applied.

We hope that our submissions will aid in your review, deliberations and actions to this end.

Annex 1: List of BACSOF members and Budget Champions who participated in a virtual CIDP 2023-2027 analysis and deliberation meeting held on 1st March 2023 via Rift Valley Budget Hub Zoom Account

	Working Group	ORGANIZATION	CONTACT PERSON	CONTACT	EMAIL
1.	Education	Baringo Youth	Evans	0720041439	evanskangwony@gmai
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12.		Kerio Valley	Lawrence	072887762	lagatlaw@gmail.com
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		Organization			
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