

**Global Sanitation Fund
Water Supply & Sanitation Collaborative Council**



**Sanitation Sector Status and Gap Analysis:
Nigeria**

September 2009

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Acknowledgments

This report wouldn't have been possible if not for the cooperation and assistance of the members of the National Task Group on Sanitation (NTGS) including: Federal Ministry of Agriculture and Water Resources (FMAWR); Federal Ministry of Environment (FMEnv); Federal Ministry of Health (FMH); National Food, Drugs Administration and Control (NAFDAC); National Orientation Agency (NOA); United Nations Children Fund (UNICEF); the European Commission (EC); WaterAid Nigeria; the European Union Water Supply and Sanitation Sector Reform Programme (WSSSRP); the World Bank; Japan International Corporation Agency; the African Development Bank (AfDB); the Office of the Special Adviser to the President on Millennium Development Goals; Rural Water Supply and Sanitation Agency (RUWASSA); Water and Sanitation Sector Council (WSSC); the Joint Monitoring Programme (JMP); the Civil Society Network on Water and Sanitation (NEWSAN); Concern Universal, Evergreen Habitat, Municipal Youth Vanguard, etc. Special thanks to Dr. Abraham Onugba of WSMP, Said Allaoui of WSSSRP, Nyananso Gabriel Ekanem of Partners for Water and Sanitation and Dr. Obioha Agada of the sanitation division, Department of Water Supply, Quality Control and Inspectorate, FMAWR.

I am particularly grateful to the Chairperson of the WASH Coalition in the person of Ifeoma Charles-Monwuba of ActionAid Nigeria for her coordination prowess; Barry Jackson and Mary Castillo of WHO-Geneva and Amparo Flores of the WSSCC, Geneva for their up to date information, comments and contributions during the entire period of writing this report.

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Executive Summary

With a total land area of 923,768km², an estimated population of 144.7 million people (2.7% population growth rate) and illiteracy rate of 28% in 2008, Nigeria is the most populous in Africa, second largest economy in Sub-Saharan Africa after South Africa and the tenth largest producer of crude oil in the world at 2.1 million barrels per day. Despite the country's crude oil reserve poverty in the country multi-dimensional and has many faces as poverty vary by regions, state, location (urban and rural) and by gender. Most notably are health and hygiene poverty which has been attributed to poor water supply and sanitation situation. In 2007, maternal mortality rate was estimated to be 800 per 100,000 live births (UNDP) and was rated as one of the highest in the world. Infant and under-five mortality differs across location (81 for urban and 121 for rural) while under five mortality rate was 243 for rural and 153 for urban with a life expectancy of 54 years in 2007 (FMH & NBS 2008).

The National Water Sanitation Policy recognized the importance of sanitation by noting that the mortality rate due to poor sanitation in the country is alarming with approximately 5%-20% resulting from diseases such as diarrhea, cholera, typhoid, paratyphoid, guinea worm, bilharzia, etc. Cholera also has its incidence rate on the increase within the same period, as well as typhoid and paratyphoid. Half of the population has at least one episode of malaria every year. Though there is strong evidence of a high decline of dracunculiasis (guinea worm) from 653,620 cases in 1988 to only 1,460 cases in 2003, the disease still exists in 16 states especially in the rural areas.

Water and sanitation situation vary across regions, state, location (urban and rural) and gender. At the regional level, coverage was lowest (about 42%) for the three northern zones, while the south-east and south-south geopolitical zones had about 54% with the south-west at 71.1%. The JMP 2008 also shows that only about 30% of the population used improved sanitation leaving a gap of 70% without improved sanitation facilities. According to the NDHS (2003), 10.1% of the urban population has no toilet facilities of any kind while 6.1% use pit latrines and 28.7% use flush toilets. Rural areas are less served. The report also indicated that 34.1% of rural households have no toilet facilities at all and as a result, make use of bushes and rivers.

Institutional sanitation and water coverage rates are also low in Nigeria. A UNICEF-sponsored study in 2003 showed that on average there is only one toilet for every 500 students in schools, ten times an acceptable standard of 50. Recent MDG monitoring figures from the WHO/UNICEF JMP suggest that, assuming an average of ten people per household, 7.75 million toilets needs to be built by 2015 in order to meet the Nigeria MDG sanitation target of 70% coverage by 2015. However, in practice more than this number of household latrines will need to be constructed because of the inevitable collapse, breakdown and abandonment of some low-cost latrines during the period 2008-2015.

In Nigeria, many policy guidelines for water resource management as well as sanitation exist at the federal level. Some of the policies associated with water resources and sanitation include the 1989 National Policy on Environment, the National Water Supply and Sanitation Policy 2000, the

National Water Resources Management Policy 2003, the National Water sanitation Policy, the Draft National Water Policy 2004 and the NESP of 2004. Other instruments (acts, edicts, decrees, bills and policies) for the WASH also exist. These policy documents and instruments were guided by the MDGs, various development plans like the NEEDS, NEPAD and the objectives and resolutions of various conferences, conventions and meetings. These policies also have as their main driving force the importance of eradicating poverty and enhancing and improving public health through optimal use of water resources and sanitation for development.

The main sanitation actors in Nigeria are a wide range of stakeholders including policy makers (top elected government functionaries at different levels including the legislature), bureaucrats in respective MDAs of government, the donor community, international NGOs, service providers, the private sector, civil society organisations (CSOs), the media, and the communities. Major existing sanitation and hygiene programmes or initiatives include the construction of sanitation facilities as championed by the WSSSRP, UNICEF and others, the Community Led Total Sanitation (CLTS) and the mass media campaigns on hand washing launched in various states.

Coordinating mechanism for sanitation in the country include the NTGS inaugurated in May 2002; the NCWR made up of the Ministers and Commissioners responsible for Water resources in the federal and state levels; and the FGN/UNICEF WASH programme aimed at scaling up successful sanitation models in Nigeria.

The financing strategy for sanitation is based on the premise that individual families are solely responsible for paying for the construction of their household sanitation facilities. The focus of the rural water supply and sanitation programme is generating demand for improved environmental sanitation and thus creating a self sustaining market for widespread construction of latrines. Looking at the consolidated expenditure¹ trend of the WASH sector from 2001-2008 reveals a growing trend but at irregular intervals. Also there are donor interventions like the EU WSSSRP currently providing funds for construction of water and sanitation facilities with co-funding from the three tiers of government and the UNICEF. Similarly, other ESA like UNICEF, WaterAid and EU among others have been financing sanitation activities in their respective focal states and LGAs with counterpart funding from the state and the LGs. Despite all these funds from government and donor alike, the country still have a shortfall of over US\$50 million annually to meet with the projected WASH MDG requirement.

In the light of the shortfall which has resulted to the escalation of water-borne, sanitation and hygiene related diseases and the recorded achievement so far, there is need for more funds to sector but such funds should recognize the impact of sanitation on health, poverty reduction and economic and social development which must be in line with the United Nations General Assembly declaration objectives of 2008 International Year of Sanitation (IYS) domesticated in Nigeria as NYS.

Therefore there is need for more collaboration which has been instituted through NTGS with households, communities, governments; support agencies, civil society and the private sector for

¹ The expenditure of the three tiers of government put together (federal, state and local government)

the country to achieve the sanitation target. In the light of this funding should be targeted at software components such as:

- Advocacy to help solve basic problem of awareness which has resulted into socio-economic, cultural and security factors inhibiting sanitation in Nigeria.
- Funding should be geared towards building such capacity at all the three tiers of government especially the local government (WASHCO members) and the communities as well as CSOs working on WASH issues. Achieving this aim will automatically boost the process, prospects and results of the monitoring and evaluation as well as information management of WASH. Such capacity building should be designed to boost expertise in sanitation programming, management sustainability, corporate planning, integration of sanitation management and creation of platforms for private sector involvement.
- Institutionalisation of sanitation development process including implementation, communication, mobilisation, documentation of routine checks, best practices and technologies, establishment of sustainable structures at the local level like the creation of WASH units that will generate budget lines.
- Proper monitoring and evaluation systems with improved capacity on information gathering techniques and management, identification and strengthening existing information sources and the sustainable usage of the media for hygiene education.
- Generally, data streams are not harmonized and sector data literacy is poor. This is an important area where funds can be channeled.
- Research and development of technology options, information gathering and management systems as well as technological options to meet the physical, geographic, cultural, religious, and economic and gender, social (physically challenged) needs of the both the rural and urban population across Nigeria.
- Strengthening of collaboration and coordination with legal structure to coordinate sanitation especially at the state and the local government levels.
- Scaling up sanitation in all 36 states including the federal capital territory, 774 LGAs and all communities.

Having identified some of the gaps that funding should be channelled, it is also interesting to note that some existing opportunities are already in place to strengthen the process if funding is provided. Such opportunities that funding could benefit from include: the newly created water-sanitation division in the FMAWR; the resuscitation of the environmental health officers in the FMEnv, FMH, LGAs; formulation of WASH policies at some states; creation of WASH units/departments at the local government level, the national year of sanitation plan, the presence of NEWSAN² in almost all the states of the federation and the establishment of the National Environmental Standards Regulation and Enforcement Agency (NESREA) among others.

There are several internationally accepted sanitation technologies. Some internationally accepted sanitation technology which are absent at the moment but may be applicable in Nigeria include: double-vault urine-diverting latrine; double-vault non-urine-diverting latrine; sand-enveloped pit latrines; borehole latrines; twin-pit composting latrines; Biogas latrines; raised pit latrines; over-hung toilets; floating latrines; portable chemical toilets and temporary dismountable latrines.

² NEWSAN is a coalition of Civil Society Organisation working on WASH. In some states they comprise of more than forty to fifty different Non-Governmental Organisations (NGOs) working on WASH.

Some knowledge gaps exist but the most important is the fact that financing strategy for sanitation in particular and WASH in general will be incomplete without appropriate institutional arrangement. There is also the need for a bridge in knowledge gaps on drivers that will trigger demand for improved sanitation systems/models for households in Nigeria based on international best practices. In principle, change, either positive or negative, happens when certain influencing factors are triggered on and sustained. Positive change is driven both internally and externally but the basic principles governing transformation remain the same. Once these are violated, then stagnation or retrogression becomes inevitable.

Acronyms and Abbreviations

Acronyms	Meaning
AfDB	African Development Bank
CASSAD	Centre-for-African-Settlement-Studies-and-Development
CBN	Central Bank of Nigeria
CLTS	Community-Led Total Sanitation
CSOs	Civil Society Organisations
CWASHC	Community Water, Sanitation and Hygiene Committee
DFID	Department for International Development
DHS	Demographic and Health Survey
EC	European Commission
EDF	European Development Fund
ESA	External Support Agencies
EU	European Union
FCDA	Federal Capital Development Authority
FCT	Federal Capital Territory
FEPA	Federal Environmental Protection Agency
FGN	Federal Government of Nigeria
FMAWR	Federal Ministry of Agriculture and Water Resources
FME	Federal Ministry of Education
FMEnv	Federal Ministry of Environment
FMF	Federal Ministry of Finance
FMH	Federal Ministry of Health
FMHUD	Federal Ministry of Housing and Urban Development
FMI	Federal Ministry of Information
FMIGA	Federal Ministry of Inter-Governmental Affairs
FMWASD	Federal Ministry of Women Affairs and Social Development
FMWR	Federal Ministry of Water Resources
FOS	Federal Office of Statistics
FRN	Federal Republic of Nigeria
FWASHC	Federal Water, Sanitation and Hygiene Committee
GDP	Gross Domestic Product
GSF	Global Sanitation Fund
HA	Hydrological Areas
HEP	Hydro Electric Power
IDS	Inspectorate of Dams Safety
IEC	Information Education and Communication
IMCs	Irrigation Management Commissions
IYS	International Year of Sanitation

JICA	Japan International Corporation Agency
JMP	Joint Monitoring Programme
LEA	Local Education Authority
LEEDS	Local Economic Empowerment and Development Strategy
LGCs	Local Government Councils
LGs	Local Governments
LGSCs	Local Government Service Commissions
MDA	Ministries, Departments and Agencies
MDAs	Ministries, Departments and Agencies
MDG	Millennium Development Goal
MDGs	Millennium Development Goals
MICS	Multi-Indicator Cluster Survey
MOU	Memorandum of Understanding
MTSS	Medium Term Sector Strategy
NAFDAC	National Food, Drug Administration and Control
NAWSSP	National Water Supply and Sanitation Policy
NBS	National Bureau of Statistics
NCWR	National Council on Water Resources
NDHS	National Demographic Health Survey
NEC	National Executive Council
NEEDS	National Economic Empowerment and Development Strategy
NEPA	National Electric Power Authority
NEPAD	New Economic Partnership for African Development
NESP	National Environmental Sanitation Policy
NESREA	National Environmental Standards and Regulations Enforcement Agency
NEWSAN	Civil Society Network on Water and Sanitation
NGOs	Non-Governmental Organisations
NOA	National Orientation Agency
NPC	National Planning Commission
NPHCDA	National Primary Health Care Development Agency
NTCES	National Technical Committee on Environmental Sanitation
NTGS	National Task Group on Sanitation
NWASP	National Water Supply and Sanitation Policy
NWP	National Water Policy
NWRI	National Water Research Institute
NWRMP	National Water Resources Management Policy
ODA	Official Development Assistance
OPS	Organised Private Sectors
PHCN	Power Holding Company of Nigeria
PPP	Public Private Partnership
PRSP	Poverty Reduction Strategy Paper
PWI	Presidential Water Initiative

RBDAs	River Basin Development Authorities
RBMCS	River Basin Management Commissions
RUWASSA	Rural Water Supply and Sanitation Agency
RWSS	Rural Water Supply and Sanitation
SEEDS	State Economic Empowerment and Development Strategy
SEPA's	State Environmental Protection Agencies
SPC	State Planning commission
SPCs	State Planning Commissions
SUBEBs	State Universal Basic Education Boards
SWASHC	State Water, Sanitation and Hygiene Committee
SWBs	States Water Boards
SWCs	States Water Corporations
SWMBs	States Waste Management Boards
SWSAs	State Water Supply Agencies
UNDP	United Nations Development Programme
UNICEF	United Nations Children Fund
USAID	United States Agency for International Development
WASHCOM	Water, Sanitation and Hygiene Committee
WB	World Bank
WCAs	Water Consumers Association
WES	Water and Environmental Sanitation
WHO	World Health Organisation
WIMAG	Water Investment Mobilisation and Application Guidelines
WRMP	Water Resources Management Policy
WS&QC	Water Supply and Quality Control
WSMP	Water and Sanitation Monitoring Programme
WSP	Water and Sanitation Policies
WSS	Water Supply and Sanitation
WSSSRP	Water Supply and Sanitation Sector Reform Programme
WWD	World Water Day

1 Country Context

With a total land area of 923,768km², an estimated population of 144.7 million people (2.7% population growth rate) and illiteracy rate of 28% in 2008, Nigeria is the most populous in Africa, second largest economy in Sub-Saharan Africa after South Africa and the tenth largest producer of crude oil in the world at 2.1 million barrels per day. The country's GDP according to the CBN was over US\$190 billion in 2008 while the World Bank placed it at approximately US\$170 billion in 2008 representing an average growth rate of 6% for the past 5 years. The country is structured into five broad sectors namely; Agriculture, Industry, Building and Construction, Distributive Trade (wholesale and retail) and Services. Nigeria's economy revolves around crude oil, which accounts for over 90% of foreign earnings, 65% of budgetary revenues and almost 20% of GDP. The country has a per capita income of less than US\$2000 in 2008 and receives only about \$2 per capita in Official Development Assistance (ODA), compared to \$28 per capital, which is the average for Sub-Saharan Africa.

According to the National Policy on Water and Sanitation (2000), the country is divided into six main hydrological basins. Geographically, in the far south are low-lying swamp forests, followed in a northerly direction by generally flat dense rain forests, hilly shrub lands in the middle belt, relatively flat savannah grasslands, and semi-arid areas in the far north. The central part of the country is marked by crystalline rock outcroppings and gently rolling hills. About 60% of the country is underlain by crystalline rocks, 20% by consolidated sedimentary materials, and 20% by unconsolidated sedimentary materials. Nigeria is one of the signatories to the United Nations International Drinking Water Supply and Sanitation Decade whose objective was to supply water to all citizens of the country between 1981 and 1990. In spite of the efforts of various governments at all levels, water supply and sanitation coverage in the country appears to be decreasing and deteriorating.

Nigeria is a heterogeneous country of more than 250 ethnic groups. In terms of demography, 42.3% of Nigerians are within the 0-14 years of age bracket; 54.6%, within the 15-64 years age bracket; and 3.1%, within the 65 years and over bracket. Nigeria operates a complex, three-tier federal structure, with a central government (called Federal Government), 36 state governments and 774 local government areas. The 36 states are grouped under six regions known as the geopolitical zones. The urban population in the country is about 47% of the total population while the rest live in the rural areas. The national poverty rate stands at 54%, which varies across regions and urban/rural settings as in the case of literacy level, health, and poverty, population, and water and sanitation indicators show huge disparity across states, regions and location with details depicted in Table 1.1 below. According to the Nigeria Demographic and Health Survey (NDHS), 15% of households in Nigeria use flush toilets, 57% use traditional pit latrines and 28% have no facility with urban households more than four times as likely to have a modern flush toilet as rural households.

Table 1.1: Basic Social and Poverty Indicators across Regions and Location in Nigeria

Indicators	North -East	North- West	North- Central	South -East	South -West	South- South	National	Rural	Urban
Poverty Incidence (%)	72.2	71.2	67.0	26.7	43.0	35.1	54.4	63.3	43.2
Health Access (%)	48.4	55.3	61.1	37.1	73.1	45.9	55.1	47.8	70.9

Indicators	North -East	North- West	North- Central	South -East	South -West	South- South	National	Rural	Urban
Infant Mortality rate (per 1,000 live births)	125.0	114.0	103.0	66.0	69.0	120.0	100.0	121.0	81.0
Under 5 Mortality rate (per 1,000 live births)	260.0	269.0	165.0	103.0	114.0	176.0	201.0	243.0	153.0
Neo-natal Mortality Rate (%)	53.0	61.0	55.0	34.0	53.0	39.0	48.0	60.0	37.0
Received 2+ Doses of Tetanus Toxoid (%)	46.0	31.0	21.0	78.0	62.0	74.0	41.0	32.0	61.0
Received Vitamin A Postpartum (%)	19.0	12.0	7.0	52.0	34.0	48.0	20.0	14.0	33.0
Acute Respiratory Infection or fever (%)	50.0	20.0	33.0	37.0	25.0	53.0	31.0	28.0	40.0
Water treated before drinking (%)	4.6	7.5	14.1	11.4	20.4	5.8	11.3	14.5	9.7
Measles Immunization (%)	53.6	56.8	76.6	84.2	86.4	73.0	68.6	80.5	63.5
Percentage of Population	13.6	25.6	14.5	11.7	19.7	15.0	100.0	65.0	35.0
Population growth rate								5.10	4.90
Male headed households (%)	95.6	97.5	88.3	76.2	80.0	76.6	85.7	83.0	87.1
Female headed households (%)	4.4	2.5	11.7	23.8	20.0	23.4	14.3	17.0	12.7
Safe water source (%)	30.7	50.6	48.9	40.8	73.5	45.9	51.4	40.0	73.4
Safe Sanitation (%)	45.4	61.6	46.6	69.5	62.1	55.0	57.6	47.6	77.0
Improved waste Disposal (%)	6.2	10.7	8.8	9.0	36.0	13.2	16.1	4.8	37.9
Incidence of Diarrhea (%)	5.5	4.8	5.5	5.7	4.1	4.1	4.9	5.1	4.3
Anti-Malaria measures used (%)	80.5	81.7	72.2	71.9	87.4	69.8	78.3	85.1	74.9
Consultation of traditional healer (%)	10.3	10.5	7.1	4.7	5.5	9.3	7.5	4.6	9.1

Source: Computed from National Bureau of Statistics Annual Abstract of Statistics 2007

In order to position Nigeria on the right track for real economic growth and development, several strands here characterized Nigeria's economic philosophy over the years 1930-2009. These include primary export-oriented philosophy during the colonial period, planned public sector-led economic development, import and thereafter import substitution, indigenisation policies, austerity measures, SAP and guided deregulation and the current PPP led growth and development. Nigeria's economic landscape especially since the oil boom of mid 1970s has become a textbook example of Africa's economic growth and development tragedy. These has been attributed highly to the decades of dictatorial misrule and a myriad of self-inflicted constraints and policy errors but it is interesting to note that the Nigerian government has taken strong measures since the return to democracy in 1999 to improve growth and macroeconomic stability. This is evident through the development of MTSS in 2008 for growth to cover the period 2008-2011 to harness the enormous economic potential with a vibrant private sector, highly motivated entrepreneurs, vast and fertile agricultural land, and a large

domestic market. This is the second phase of the country's MTSS process with the first phase lasting for the period 2006-2008.

There is a dearth of data on excreta related diseases but available data reveals that Nigeria has very poor population health as measured by several other health indicators. In 2007, maternal mortality rate was estimated to be 800 per 100,000 live births (UNDP) and was rated as one of the highest in the world, infant and under-five mortality rates were estimated to be 100 and 201 per 1,000 live births respectively (DHS, 2003). Infant mortality differs across location (81 for urban and 121 for rural) while under five mortality rate was 243 for rural and 153 for urban with a life expectancy of 54 years in 2007 (FMH & NBS 2008). Similarly the National Water Sanitation Policy recognised the importance of sanitation by noting that the mortality rate due to poor sanitation in the country is alarming with approximately 5%-20% resulting from diseases such as diarrhoea, cholera, typhoid, paratyphoid, guinea worm, bilharzia, etc. According to the document an estimated 150,000 to 200,000 diarrhoea-related deaths occur among children below the age of 5 each year with an incidence rate increase of 32.24% between 1994 and 2002. Cholera also has its incidence rate on the increase within the same period, as well as typhoid and paratyphoid. Half of the population has at least one episode of malaria every year. Though there is strong evidence of a high decline of dracunculiasis (guinea worm) from 653,620 cases in 1988 to only 1,460 cases in 2003, the disease still exists in 16 states especially in the rural areas.

The above information has provided a clue that water, sanitation and health are all closely interrelated. Water and sanitation related diseases kill millions of people each year and prevent millions more from living healthy lives. About 2.3 billion people in the world suffer from diseases that are linked to water and sanitation. According to the World Health Organisation (WHO), 80% of all disease is linked to unsafe water supplies. Providing clean supplies of water and ensuring proper sanitation facilities would therefore save lives by reducing the prevalence of water-related diseases hence medium of getting to solutions should become a high priority.

2 Sanitation Status Data

According to the National Policy on Water and Sanitation (2000), access to water is defined as the percentage of the population that uses drinking water from improved sources while access to sanitation refers to the percentage of the population that uses improved sanitation facilities. Improved drinking water in Nigeria includes households' connections, public stand pipes, boreholes, protected wells and springs while improved sanitation includes public sewer or septic system, pour flush latrines, ventilated improved pit latrines and pit latrines with slabs. Access therefore, seek for the provision of sufficient, safe, improved and accessible potable water and adequate, safe, improved, sustainable and accessible sanitation to all Nigerians in an affordable and sustainable way through a cost sharing formula on investment and operational costs between government and the beneficiary according to the National Water Policy (2004). This implies that there will be a real challenge for the policy implementation as regards careful balance between affordable tariffs for the poor and a high degree of cost recovery.

According to the National Water Resources Management Policy (NWRMP) 2003, sanitation refers to the principles and practices relating to the collection, removal or disposal of human excreta, household waste water and refuse as they impact upon people and the environment. Good sanitation includes appropriate health and hygiene awareness and behaviour, and acceptable, affordable and sustainable sanitation services. The minimum acceptable basic level of sanitation must satisfy the following: be associated with appropriate health and hygiene awareness and behaviour; include a system for disposing of human excreta; household waste water and refuse, in a manner that is acceptable and affordable to the users; be safe, hygienic and easily accessible and which does not have an unacceptable impact on the environment; and provides a toilet facility for each household.

Coverage definitions in terms of water supply and sanitation in Nigeria is defined as efforts that will lead to increase services nationwide to meet the level of socio-economic demand of the nation through the designs of new projects that will avoid over sizing at the same time meet with the demand of the population, combat leakages and losses as well as reducing unaccountability for the WASH sector. Unaccountability here refers to the ratio between produced water and sanitation and water and sanitation paid for in water supply and sanitation supply systems.

Such access and coverage of water supply and sanitation should enable each Nigerian to have, as a basic human right, sufficient access to safe drinking water and adequate sanitation to ensure that public health needs are met; allow water and sanitation to be managed in a manner that ensures its sustainability as a resource for current and future generations of Nigerians; allow the treatment of water and sanitation as national assets and managed, developed and exploited in such a way as to promote equitable and sustainable social development of the Nigerian people as a whole; allow for the recognition of water as a scarce and vulnerable resource that is managed efficiently with its economic value realized; the ownership of water to be vested in the Federal Government on behalf of the Nigerian people with effective management of water and sanitation exhibiting clear accountability as well as the management of water resources and sanitation at the lowest appropriate level.

Adequate sanitation must meet social, cultural, technology, user satisfaction and environmental friendly criteria which then imply that adequate sanitation in Nigeria means access to safe excreta disposal facilities, services to household, public facilities and disposal of liquid and solid waste without contamination of water sources, health hazards to people or deterioration of the environment.

There are lots of sources with different figures for WASH every year. The defunct³ Federal Ministry of Water Resources in 2000 estimated that only 48% of the inhabitants of the urban and semi-urban areas of Nigeria and 39% of rural areas have access to potable water supply. In spite of these low figures the average water delivery to the urban areas is only 32 litres per capita per day (litre per capita per day (lpcd) and that to rural areas is 10 lpcd.

³ The ministry got merged with the agriculture ministry in 2006 to become the Federal Ministry of Agriculture and Water Resources.

According to the NDHS (2003), 10.1% of the urban population has no toilet facilities of any kind while 6.1% use pit latrines and 28.7% use flush toilets. Rural areas are less served. The report also indicated that 34.1% of rural households have no toilet facilities at all and as a result, make use of bushes and rivers. Open defecation is common practices everywhere. These unsanitary methods of excreta and sewage management have remarkable effects on the health of the people and environment.

According to CBN (2006), the proportion of the population with access to potable water rose from 30 per cent in 1999 to 65% in 2005. A breakdown of the 2005 figures showed that 67% coverage was achieved for state capitals, 60% for urban areas, 50% for semi-urban areas and 55% coverage for rural areas. It was also estimated, according to MICS of 1999 by the FOS, that only 52% of the urban (48% if peri-urban areas are included) and 39% of rural dwellers have access to potable water. About 71% of those living in rural communities do not have access to safe and adequate sanitation according to the Federal Ministry of Water Resources in 2000.

The FMAWR in yet to be release Baseline Survey conducted in 2006 found that national sanitation stands at 60.52% with urban and rural at 67.56% and 65.62% respectively. The EU WSSSRP has national sanitation coverage at 30% (35% for urban and 25% for rural) with 47% water coverage (65% urban and 30% for rural). The above data source shows a marginal increase of 4% from the 26% (33% for urban and 22% for rural) sanitation coverage in the 1990.

Institutional sanitation and water coverage rates are also low in Nigeria. A UNICEF-sponsored study in 2003 showed that on average there is only one toilet for every 500 students in schools, ten times an acceptable standard of 50. Recent MDG monitoring figures from the WHO/UNICEF JMP suggest that, assuming an average of ten people per household, 7.75 million toilets needs to be built by 2015 in order to meet the Nigeria MDG sanitation target of 70% coverage by 2015. This figure implies that 775,000 household toilets per year must be constructed every year over the next eight years (including 2008). However, in practice more that this number of household latrines will need to be constructed because of the inevitable collapse, breakdown and abandonment of some low-cost latrines during the period 2008-2015 (Okay Sanni and Associates 2009).

United Nations sources estimated that in the last fifteen years rural sanitation access rates have risen just 3%, from 33% in 1990 to 36% in 2004, while urban sanitation access has gone from 51% to 53%⁴. While these access and progress rates are comparable to sub-Saharan Africa averages, Nigeria's large population means that more people are living without sanitation (72 million in 2004) than in any other country in Africa (WHO/UNICEF JMP 2006). See figure 1.1 below for details.

Figure 1.1 below shows the actual rate of progress so far made in sanitation in Nigeria compared to the requires rates for achieving MDG come 2015. According to the defunct⁵ FMWR reported that water supply coverage in Nigeria increased from 30% in 1999 to 68% in

⁴ WHO/UNICEF Joint Monitoring Programme for Water Supply and Sanitation (JMP). 2006. *Meeting the MDG drinking water and sanitation target : the urban and rural challenge of the decade*. (2004 data set).

⁵ Federal Ministry of Water Resources is currently merged with the Federal Ministry of Agriculture and natural Resources to become the Federal Ministry of Agriculture and Water Resources.

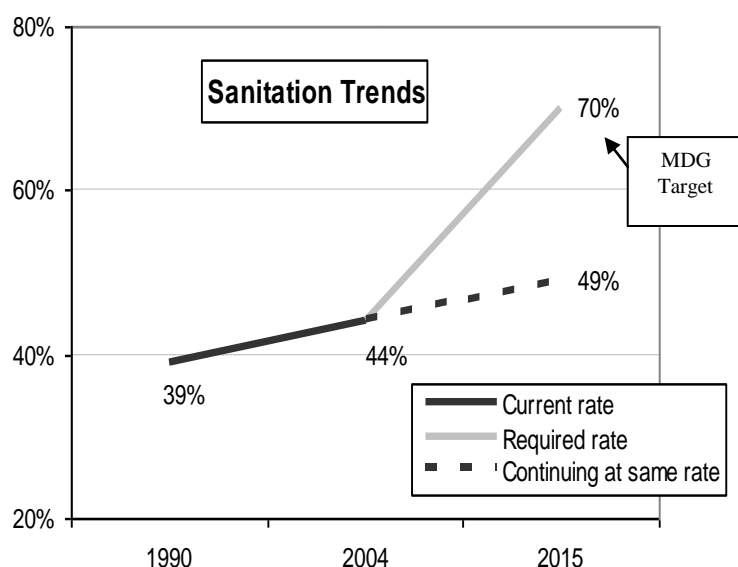
December 2005 but contrary to that the JMP figures for 2008 is lower, at 47%⁶ (65% for urban and 30% for rural population). 50% for urban and 24% for rural population respectively.

(2007) estimated an improved drinking water coverage of 49.1% with 75.7% for urban and 37.4% for rural areas.

At the regional level, coverage was lowest (about 42%) for the three northern zones, while the south-east and south-south geopolitical zones had about 54% with the south-west at 71.1%. The JMP 2008 also shows that only about 30% of the population leaving a gap of 70% without improved sanitation facilities. Further Local Government Areas (LGAs) by WaterAid in 2006 paints a worse picture, where only 25% of the rural population surveyed have access to safe water and improved sanitation. Although the divergent water and sanitation coverage is deplorable, none of the sources paints a desirable picture of the national situation.

In summary, Table 2.1 below presents WASH fact sheet that includes data from various organisations in Nigeria. These figures vary by region (geopolitical zone, urban and rural). More disaggregation in respect of region and location is presented in Table 1.1 in section 1.0 above.

FIGURE 1.1: ACTUAL RATE OF PROGRESS COMPARED TO REQUIRED RATES FOR ACHIEVING MDG SANITATION TARGET



Source: Strategy for Scaling-up Rural Sanitation and Hygiene to Meet Millennium Development Goal in Nigeria; Prepared by The Task Group for Sanitation and Hygiene, July 2007.

⁶ The 47% access to water supply is still controversial

Table 2.1: WASH Fact Sheet - Basic Indicators

Indicators	As at 2007
Access to improved water sources (%)	47
Access to improved sanitation (%)	30
Primary schools with improved sanitation facilities (%)	41.35
Primary schools with improved water sources (%)	51.46

Source: FMAWR, FMH, FME, FMEHUD, UNICEF, WaterAid 2008 and JMP 2008

The JMP (2008) also highlighted and summarised WASH issue as follows:

- The MDG7, target 10 is to halve by 2015, the proportion of people without sustainable access to safe drinking water and basic sanitation. In Nigeria, this means 70% must have access by 2015 but currently, the country is not on track towards meeting water and sanitation target as revealed by most studies.
- An estimated additional 43 million and 62 million Nigerians must gain sustainable access to safe drinking water and basic sanitation respectively from now until 2015
- If Nigeria doesn't meet the MDG targets of WASH, neither will Africa as a whole.

There are many existing types of sanitation services but few of these are nationally accepted as meeting the required technical norms and standards. These are considered acceptable in terms of latrine types and designs as well as wastewater management. They were also recognised as acceptable by the Water Sanitation Policy after due consideration of negative effects on the environment, e.g. sanitary land fill sites, large scale construction and the discharge of sewage effluent. Summary of such types are depicted in Table 2.2 below showing not only the type but issues the estimated cost of construction.

Table 2.2: Acceptable Sanitation Technical Standards, Designs and Costs

S/No	Sanitation Type	Remarks	Cost (US\$)
1.	Upgraded Traditional Pit Latrine	In use in different states	Less than 50 for one
2.	Sanplant latrine	In use in different states	Less than 100 for one
3.	Ventilated Improved Pit (VIP) latrine ⁷	In use in different states	10,000 - 15,000
4.	Pour Flush Toilets	In use in different states	Same as 3 above
5.	Septic Tank or Soak-away system	In use in different states	500-1,000 for one
6.	Conventional sewerage system	In use in different states	10,000 and above
7.	Sullage disposal System	In use in Abuja only	-
8.	Storm water disposal system	In use in Abuja only	-

These service types also satisfy different communities and individual demands based on the user's capacity to pay for operation, maintenance and replacement. There is also research looking at other options such as Aqua-Privy and ECOSAN (Dry Toilet).

⁷ Costs for sanitation models/technologies are for three (3) compartments combined with urinary and washing facilities

3 National Sanitation Policies

In Nigeria, numerous policy guidelines for water resource management as well as sanitation exist at the federal level.⁸ Some of the policies associated with water resources and sanitation include the 1989 National Policy on Environment, the National Water Supply and Sanitation Policy 2000, the National Water Resources Management Policy 2003, the National Water sanitation Policy, the Draft National Water Policy 2004 and the NESP of 2004. Other instruments for the WASH sector include the Minerals Act of 1990; RBDA Act of 1990 and relevant states water edicts in the development and management of the nation's water resources. Other Decrees associated with WASH are those of NEPA⁹, Decree 101, 1993; Minerals Act of 1990; NIWA Decree 13 of 1997; RBDA Act of 1990 and State Water Edicts, the Land Use Decree, the 1999 National Environment Policy, the 2006 Irrigation Policy; the National Policy on Integrated Rural Development; the draft 2007 Water Resources Act and the Draft National Water Resource Bill of 2008.

The above policy documents and instruments were guided by the MDGs, various development plans like the NEEDS, NEPAD and the objectives and resolutions of various conferences, conventions and meetings.¹⁰ These policies have as their main driving force the importance of eradicating poverty and enhancing and improving public health through optimal use of water resources and sanitation for development.

A good look at these policy documents revealed the following as regards the main features and targets as well as the institutions that developed the policies (Table 3.1) below

Table 3.1: Key WASH Policy Documents, main features and targets

No	Policy Document(s)	Date and Institution	Main Features	Targets
1.	National Water Supply and Sanitation Policy	Developed in 2000 by the defunct Federal Ministry of Water Resources	The policy main features include: historical perspective, situational analysis/funding arrangement, the need for a policy, existing legislative perspective, sanitation issues, operating agencies and	(i) The initial target is to meet the national economic target of improving service coverage from 40% to 60% by the year 2003. (ii) Extension of service coverage to 80% of the population by the year 2007. (iii) Extension of service coverage to 100% of the population in the year 2011.

⁸ Adeoti, O. 2007. "Challenges to Managing Water Resources along the Hydrological Boundaries in Nigeria." Water Policy 9, 105-118.

⁹ NEPA is now known as the Power Holding Company of Nigeria (PHCN)

¹⁰ The conventions and meetings include: UN Conference on the Human Environment (Stockholm, 1972); Ramsar Convention, 1975; The International Drinking Water Supply and Sanitation Decade launch (Mar del Plata, 1977); The UN International Drinking Water supply and sanitation Decade 1981 & 1990; Convention on the Protection and Use of Trans-boundary Watercourses and International Lakes, Helsinki, 1992; The World Conference on Water and the Environment (Dublin, 1992); The United Nations Conference on the Environment and Development, UNCED Earth Summit - Agenda 21 (Rio de Janeiro, 1992); The International Convention to Combat Desertification, INCD, adopted 1994; Development Assistance Committee meeting on Water Resource Management, OECD/DAC, 1994; The Drinking Water and Environmental Sanitation Conference on the Implementation of Agenda 21 (Noordwijk, Meeting of Ministers, 1994); The First World Water Forum of the World Water Council (Marrakesh, 1997) and The UN Convention on the Law of the Non-navigational Uses of International Watercourses, 1998. (UN Convention)

No	Policy Document(s)	Date and Institution	Main Features	Targets
			institutional responsibilities and manpower development.	(iv) Sustain 100% full coverage of water supply, sanitation and wastewater services for the growing population beyond the year 2011.
2.	Water Resources Management Policy	Developed in 2003 by Federal Ministry of Water Resources	The main features are: water resources management; public health institution; irrigation and agriculture; environmental issues; international riparian issues; institutional responsibilities; sanitation and institutional responsibilities; legal issues; sub-sectors; change in approach; institutional change, planning; legal changes and implementation requirements.	The target of the management policy was to correct: (a) Fragmented public investment programming and sector management, which has failed to take account of the interdependencies among agencies, jurisdictions and sectors. (b) Excessive reliance on overextended government agencies that have neglected the need for economic pricing, financial accountability, and user participation and have not provided services effectively to the poor and (c.) Public investments and regulations that have neglected water quality, health, and environment issues.
3.	Draft National Water Policy	Developed in 2004 by the defunct Federal Ministry of Water Resources	The policy main features include: water resources endowments and its challenges, operation and maintenance, legal framework, funding and financing as well as monitoring and evaluation. It also covers the social, political, economic and development context in Nigeria, as well as relevant international developments around water policy and management approaches.	To ensure management and control of water resources in the vision of optimising the use of Nigeria's water resources at all times, for present generations to live in harmony with environmental requirements, without compromising the existence of the future generations. The policy also targets balancing the water uses and water protection through a regulatory system of river basin based management and regulated allocations of water resources.
4.	National Water Sanitation Policy	Developed in 2004 by the Federal Ministry of Water Resources	The features are: historical perspective; policy objective, targets and guiding principles; policy strategy and institutional framework, roles and responsibilities;	Targets include: (a) Review and improve coverage of sanitation to 60% of the population by 2007. (b) Extension of sanitation coverage to 65% by 2010. (c.) Extension of sanitation coverage to 80% by 2015. (d) Extension of Sanitation coverage to 90% by 2020. (e) Achieve 100% Sanitation coverage by 2025. (f) Sustain 100% Sanitation coverage beyond 2025.
5.	National	Developed in	The features are:	Targets include: (a) increase access to toilets

No	Policy Document(s)	Date and Institution	Main Features	Targets
	Environmental Sanitation Policy ¹¹	2004 by the Federal Ministry of Environment and published, after approval by the President of the FRN, and the NEC, in January 2005.	environmental sanitation and public health issues; constraints and strategic challenges; implementation strategies; institutional arrangement; institutional roles and responsibilities; funding mechanisms and monitoring and evaluation.	facilities by 25% in public places and 50% in households by 2006, and 75% and 100% in the above places by 2010; (b) increase sanitary management of sewerage and excreta by 25% in 2006 and 75% in 2010; (c.) institute school sanitation programme in 50% of the schools by 2006 and 75% in 2010; (d) build capacity of 25% of food handlers on sound food sanitation practices; (e) improve knowledge, attitude, behaviour and practice of the general population and sound environmental sanitation; etc

The coordination mechanisms for policy implementation were part of some of these policies as follows:

- The National Water Supply and Sanitation Policy (2000) rested its coordination mechanisms on the defunct Federal Ministry of Water Resources as the agency responsible for policy advice and formulation, data collection, resources and demand surveys, monitoring, evaluation and coordinating of water supply development and management, studies, as well as research and development. Other agencies included in the policy implementation according to the policy are the River Basin Development Authority (RBDA), the National Water Resources Institute (NWRI), SWSAs and the LGs. The policy did not go beyond these agencies which are part of the ministry in terms of coordination. Private sector involvement in water supply industry according to the policy is to attract resources for lasting development of the sector as well as their critical role in the planning, design, financing, implementation and operation of water supply and sanitation systems. The private sector is also important for greater transparency, efficiency, accountability to the consumer, and self-sufficiency. The policy aimed at promoting and coordinating other collaborative activities by other government and Non-governmental agencies in the sector but such agencies were not mentioned as well as provide technical support and assistance to the State and Local Government Water Supply and Sanitation Agencies and the Community water supply and sanitation committees. In summary, the policy coordination mechanisms were more on the vertical (across tiers of government to the community level) than horizontal (among line MDAs of governments) including a funding formula vertically.
- The WRMP (2003) in its coordination mechanism assigned FMWR the major responsibility for overseeing water resource management in Nigeria while the FMEnv has responsibility for a range of environmental issues including many that had previously been under the FMH including the provision of potable water and excreta and sewage management but it is recognised in the policy document that the FMWR will

¹¹ NESP covers: solid waste; medical waste management; excreta and sewage management; food sanitation; sanitary inspection of premises; market and abattoir management; adequate potable water supply; school sanitation; pest and vector control; management of urban drainage; control of reared and stay animals; disposal of the dead (man and animals); weed and vegetation control and hygiene education and promotion.

collaborate with the FMEnv on water sanitation activities including sewage, storm water control and quality control of water supply sources.

- The Draft National Water Policy (2004) recognised that water management is a complex function which includes regulatory, support and operational activities hence any review of water management institutions must look at whether there are any services that could more cost effectively and more efficiently be undertaken outside of the public service through both beneficiary management or through Private Sector Participation. Coordination mechanisms of the policy were hinged on the water sources. Other coordinating mechanisms rotate around funding where both private sector and external support agencies are encouraged to be part of the process. Also private sector role is recognised in the delivery of water services to improve efficiency and effectiveness and to enhance development and sustainability of service delivery through ensuring a regulatory framework which allows the private sector initiatives to evolve without being object to illegal practices such as corruption.
- The National Water Sanitation Policy (2004) in its coordination mechanisms defined the institutional roles of relevant Government Agencies involved with sanitation at the three tiers of Government, the Private Sector, NGOs and Development Partners as well as specifying roles and responsibilities of communities and individuals and the financing mechanism. In its coordination mechanisms the policy specified that all tiers of Government shall appropriate and timely release a separate vote for water sanitation of an amount, which is equivalent to not less than 15% of their annual appropriation for water supply to implement sanitation programmes. The policy to boost coordination suggested a National Steering Committee on Water Sanitation with representatives from FMWR, FMH, FMEnv, FME, FMHUD, FMWASD, FMI and the NOA, FMIGA, NPC, NAFDAC, NPHCDA, External Support Agencies and CSOs to coordinate and monitor implementation of the Policy. The FMWR shall be the lead-coordinating Agency while at the state level there should be a State Steering Committee on Water Sanitation with representatives from Ministry of Water Resources, Ministry of Environment (or SEPA), Ministry of Health, Ministry of Education, Ministry of Works and Housing, Ministry of Urban Development, Ministry of Finance, Ministry of Women Affairs, Ministry of Local Government and Chieftaincy Affairs, State Water Supply and Sanitation Agencies, SPCs, ESPs and CSOs to coordinate and monitor implementation of the 100% total sanitation programme at the state and Local Government level. At the local government level the policy recommended a Local Government Steering Committee on water sanitation with membership of all departmental heads and representatives of religious leaders, traditional leaders, civil societies, women groups, youth groups etc. In summary, the policy coordination mechanisms looked at both vertical and horizontal coordination.
- The current NESP rested its coordination strategy on the technical committees which has been already set up for implementation of the policy with the FMAWR represented on the National Technical Committee on Environment Sanitation (NTCES) by its' Department of WS&QC. The committee cut across tiers of government with the State Technical Committee on Environment Sanitation (STCES) and Local Technical Committee on Environment Sanitation (LTCES) coordinating at the state and local levels. Other MDAs at the federal, states and local levels are representatives of agriculture, culture and tourism, women affairs, NOA, NPC/SPC, education, health, transport, water, CSOs, market association, etc.

A good look at the above policies revealed that most of these policies are still in their draft forms hence are yet to be approved. Such policies include the Water Resources Management Policy (2003), the Draft National Water Policy (2004), and the National Water Sanitation Policy (2004).

Further analysis of the above policies both approved and drafts show that FMEnv has the responsibility for a range of environmental issues including many that had previously been under the Ministry of Health. These responsibilities include the provision of excreta and sewage management. The FMAWR is expected to collaborate with the Ministry of Environment on water sanitation activities including sewage, storm water control and quality control of water supply sources. The FMEnv is charged with the institutional arrangement of overall coordination of environmental management in Nigeria as well as the coordination of policies on environment and natural resources conservation.

The FMAWR is expected to collaborate with FMEnv on water and sanitation activities including sewage, storm water control and quality control of water supply sources but has a clear mandate of ensuring access to adequate potable water supply for all Nigerians. Further analysis reveals an overlap on the mandate of school sanitation and hygiene between the FMEnv and FME just as hygiene promotion and education among FME, NOA and FMH. Such overlap has been managed through the activities of the NTGS. All the MDAs at the federal level provide policies and guidelines while the actual implementation is carried out at the state and local government levels.

In summary, there are in existence WASH policies (approved or draft) but under the present laws, different agencies at all tiers of Government pursue different WASH agenda. This approach has led to fragmentation of water resources development policy issues, including abstraction, pollution control and watershed management.

4 Organisation of the Sector

The main sanitation actors in Nigeria are a wide range of stakeholders including policy makers (top elected government functionaries at different levels including the legislature), bureaucrats in respective MDAs of government, the donor community, international NGOs, service providers, the private sector, civil society organisations (CSOs), the media, and the communities. See Table 8.2 in the annex for Vertical and horizontal Mandates in the Nigerian WASH sector. MDAs involved in Sanitation across tiers of government in Nigeria include:

- *Federal Government Level:* The major actors are FMAWR, FMH, FME, FCDA, FMEnv, FMHUD, FMW, FMWASD, FMI, FMF, NPC, NOA, NCWR, RBMC, IMC, IDS, NBS, NAFDAC, NPHCDA, FEPA, NESRA, etc.
- *State Government Level:* Major actors include: State Ministries/Bureau of Water Resources/Public Utilities/Infrastructure, Agriculture, Information, Land, Housing and Environment, Education, Health, Rural Development, Finance, Justice, SPCs, LGCA, SWCs or SWBs, SWMBs, SEPAs, SUBEB, State RUWASA; LGSCs; States arm of the NOA among others.

- *Local Government Level:* Actors are the Works Department; Agriculture Department; Health Department; Education Department; Community Development Units; Social Development Department; Finance and Supplies Department; Council Committee of WES; LEA; Women Development Unit; WASHCOM; WASH units; and the Local Government of the NOA.

Major Donors and International NGOs involved in WASH activities in Nigeria include: the African Development Bank (AfDB); WaterAid Nigeria; United Nations Children Fund (UNICEF); World Health Organisation (WHO); The European Union (EU); The World Bank; Department for International Development (DFID); Japan International Cooperation Agency (JICA); United Nations Development Programme (UNDP); UN-Habitat; German Development Cooperation – GTZ; United States Agency for International Development (USAID), etc.

Major CSOs and associations involved in WASH activities in Nigeria include: CASSAD, NGO Network, Nigerian Society of Engineers, National Association of Hydrogeologists, Nigerian Hydrological Association, National Association of Public Analysts of Nigeria, Reps of Sanitation Workers, and Children’s Parliament as well as the NEWSAN. NEWSAN is a large pool network of NGOs operating in the sector with branches in most state of the country but its worth noting that there is still low capacity on WASH especially on sanitation issues among the CSOs. Example of the NGOs members list in one of the state (Cross River State) is presented in the annex as Table 8.1. Other CSOs networks working in WASH exist in different forms in different states and regions.

Major existing sanitation and hygiene programmes or initiatives include the construction of sanitation facilities as championed by the WSSSRP, UNICEF and others, the Community Led Total Sanitation (CLTS) and the mass media campaigns on hand washing launched in various states.

Although most of the policies recognised the importance of private sector, but there is no known platform for integration of the private sector hence financial institutions such as micro finance banks and other big firms in Nigeria are yet to intervene in sanitation issues. A close private sector involvement exists at the state levels where the State Environmental Protection Agencies (SEPAs) collaborate with few firms for refuse disposals and sanitation tariffs collection. Such arrangements allow these firms to retain some percentages of the total tariffs collected as profits and overheads while the government agencies take the balance. Private sector involvement in some states is under the build and transfer approach where the state build toilet facilities and hand over to private firms to manage. The FMAWR is currently working on a platform that will integrate the private sector with support from EC through the NTGS though the support has no funding backup yet. The above situation has limited the involvement of the private sector to households’ sanitation facilities and other profit oriented facilities in public places like markets, motor parks, etc. Awareness is a major gap inhibiting the private sector involvement in sanitation and hygiene. Evidence suggests willingness from private sector in terms of collaboration if adequate platform exist through awareness creation. UNICEF collaborated with UNILEVER which is a private sector firm in hygiene promotion in about 10 states under the auspices of the FMenv.

The National Task Group on Sanitation (NTGS) was inaugurated in May 2002 by the then Honourable Minister of State for Water Resources Precious Ngelale, to serve as the national coalition group on sanitation, focusing only on that aspect of sanitation dealing with the management of human excreta and domestic waste water. The NTGS has as its coordinating body and secretariat the FMAWR through the Division of Water Sanitation Technology and her members include representatives from FMAWR, FMH, FME, FMEEnv, WaterAid, UNICEF, WHO, EC, DFID, JICA, AfDB, NAFDAC, NAO, MDGs Office, NEWSAN, the Media Network, etc. Some of NTGS major achievements so far include:

- A stand-alone Draft National Water-Sanitation Policy developed and approved by NCWR
- Strategy for Scaling-Up Rural Sanitation and Hygiene in Nigeria for MDG developed in June 2007
- National evaluation of the CLTS pilot conducted by the NTGS
- National IYS plan developed and shared with stakeholders which have resulted in state level IYS plans and actions too.
- IYS launched at the NCWR meeting with a media briefing on WWD by the Lagos state governor representing the president in the presence of the Minister, FMAWR and the flag of hand wash campaign launched in various states
- The development of implementation Guidelines for National-Water Sanitation Policy

Another coordinating mechanism is the NCWR made up of the Ministers and Commissioners responsible for Water resources in the federal and state levels. It is the highest decision making body for the sector. They usually meet once a year with options for emergency meetings. Their meetings are preceded by a technical meeting of permanent secretaries and directors to prepare memos for council consideration. Some CSO groups are invited to participate in the technical sessions and to observe the council meetings. It is meant to provide strategic direction nationwide for the sector.

One other coordinating mechanism is the FGN/UNICEF WASH programme aimed at scaling up successful sanitation models in Nigeria. The initiative has gone a long way in strengthening of structures and developing capacities at the national and sub-national levels for sanitation and hygiene programme delivery through the establishment of the NTGS. Among other achievements of the FGN/UNICEF initiative include the development and production of training manuals, IEC materials, tools for hygiene and sanitation promotion as well as advocacy kits for sanitation promotion. Other achievement include: the resuscitation of sanitary inspection of premises for effective sanitation promotion and enforcement of public health laws; the building a critical mass of skilled personnel for effective and efficient hygiene and sanitation promotion; a comprehensive review of training curricula for environmental health courses in schools of Health Technologies and Universities as well as the introduction of the CLTS as a major approach for sanitation delivery speeding up. This mechanism has created a regular water and sanitation monitoring platform that has been monitoring WASH issues nationally, regionally and even through a gender lens.

Although sanitation has not been given the priority despite the need for this, the existence of the CLTS, mass media campaigns on hand washing as well as construction of sanitation facilities in various states has contributed to a significant improvement in the country's sanitation

situation. The JMP (2008) found that on the sanitation and hygiene fronts despite Nigeria not being on track with regards to the MDGs, an additional 163,740 people had access to improved household sanitation facilities in 25 states through the promotion of community approaches to total sanitation, additional 122,710 pupils have access to improved sanitation facilities in schools, over 2 million reached with hand washing messages through campaigns and rallies, and the harmonisation of funding from firms and donors for hygiene promotion. With the introduction of CLTS, 55 out of 584 triggered communities have attained open defecation free status in six focal states of WSSSRP hence making CLTS a catalyst for scaling up sanitation development in such states. In other words, CLTS may have worked because it is participatory, easily adopted with little cost, allows households climb sanitation ladder gradually and takes into consideration the cultures of different communities. The CLTS as well as other measures (mass media campaigns and collaborative sanitation facilities construction) currently adopted encompass education and capacity building that affects behavioural change and cultural beliefs and evidence has shown significant increase in access through rise in number of improved latrines. A telling indicator can be found in the EU WSSSRP focal states of Anambra, Osun, Jigawa, Kano, Cross River and Yobe states with about 8,259 improved household latrines constructed in a year period.

CLTS approach has made some communities ODF through the effort of sanitation coordination bodies like NTGS and the building of latrines using local materials. The success of CLTS, mass media campaigns on hand washing as well as construction of sanitation facilities have been attributed to the fact that these measures made sanitation to be demand driven because the approach in adoption is the bottom-top approach unlike the traditional approaches in existence before which used the top-down approaches. See table 4.1 below for more details on the difference.

The CLTS approach has been responsible for the improvement in the sanitation and hygiene fronts more than the subsidy approach. Evidence from WaterAid shows that less than 15% of the materials provided through the subsidy approach was accessed by the communities while on the other hand, CLTS has led to more pits latrines and the creation of Sani-Centres¹² with the availability of materials like washing facilities, slabs which saves costs and time. Success of CLTS has been witnessed more in Benue and Jigawa states. The proceeds from CLTS in Jigawa state was used to build a mosque while some are ploughed back for the establishment of new Sani-Centres.

¹² Sani centres are a kind of warehouse or showroom of sanitation facilities developed through the CLTS approach though from a SEED grant as guide to the communities in terms of sanitation standards and for households to purchase sanitation materials needed at a reasonable price without compromising standards.

Table 4.1: Comparison of the Tradition and CLTS Approaches

Traditional Approach	Community Led Total Sanitation
Starts with latrine	Starts with people
Fixed designs of latrines prepared by engineers	Flexible design innovated by community people
Fewer options to choose from	Many options to choose from accordingly to affordability
Expensive materials (Cement, pipes, brickworks) used	Local inexpensive materials (Bamboo plastic, tin) used
Success measured by number of latrines constructed	Success measured by ending the practice of open defecation in the entire community
Subsidy is the main motivation	Self respect is the main motivation
Household is targeted for individual action	Entire community is targeted for collective action
Promotes subsidy approach for latrine construction	It does not promote subsidy approach for latrine construction

Most of the sanitation projects and programmes during the era of traditional approach failed to be sustainable because they were not planned and designed to meet the needs of the end user. During the traditional approach days, most facilities were neglected because one poor use of this facility could trigger a lot of other misuse and cumulatively render the facility improper for usage. There is plenty of visible evidence of projects which have failed because they did not take into account the expressed needs and demands of the target population. The new success story of CLTS and other current programmes has been attributed to the concentration on managing the facilities.

5 Financing of Sanitation

The level of financing in sanitation from the government angle has been very discouraging with unclear line budgets and releases in almost all MDAs. There may not be a realistic disaggregation for sanitation financing rather WASH expenditure and financing. The financing strategy for sanitation is based on the premise that individual families are solely responsible for paying for the construction of their household sanitation facilities. The focus of the rural water supply and sanitation programme is generating demand for improved environmental sanitation and thus creating a self sustaining market for widespread construction of latrines.

Sharing of responsibilities among the three tiers of government led to cost sharing formula as contained in the provisions of the 2000 National Water Supply and Sanitation Policy (NWASP) which showcased respective percentage costs to be borne by different tiers of government with special attention to capital investment in water resources. For rural water supply the formula allocates 50% to the federal, 30% to the states, 15% to the local governments and 5% to the communities and for small towns' water supply 30% to the federal, 60% to the states and 10% to the local government. The FG is proposing pulling out of the cost sharing formula with a new policy that makes the federal government share in all three settings to be 0% being proposed

but has not yet been approved¹³. The argument behind this is that the FG should concentrate at WASH policy formulation and coordination while the state and local government should do the actual implementation.

Similarly, in 2006 the Federal Ministry of Agriculture and Water Resources launched a strategic partnership approach known as WIMAG framework and MOU which intended to operate as a central mechanism in implementing a strengthened National Water Policy and in achieving the objectives of the NEEDS and SEEDS programme, specifically as they relate to improving water supply and sanitation services in urban and peri-urban areas.

WIMAG intended to provide a single mechanism by which funding for capital projects in the urban water services sector can be made available and applied. The WIMAG MOU¹⁴ is a voluntary agreement between the federal and state governments, under which the federal government makes a conditional commitment to make available funding, on a co-funding basis, to Projects in the state, where agreed conditions are met. In return, the state government commits to ensuring that service delivery improves through implementing sector reforms.

The above financing mechanisms seem very good on paper but the implementation has not been smooth at all levels of government. Studies have shown that no tiers of government have strictly complied with these commitments. Budgeting and expenditure at all tiers in the WASH sector is done without considering such commitments rather the political interests of different political blocks.

Sectoral priority can also be measured by the expenditure of the sector. This is so because redefining and sharpening the role of government in an area has become one of the key issues in modern development policy. Also sectoral budget and expenditure do provide basis for understanding the government's financial operations which will ultimately contribute to the goals of resource usage efficiency and fairly balance spread of budget allocation and subsidies. Looking at the expenditure trend of the entire sector since 2001 as shown in Table 5.1 below reveals a growing trend at irregular intervals.

¹³ Before a policy is approved in Nigeria, stakeholders are invited to review the policy and its guidelines in a workshop. This is yet to be done as regards the new policy that proposes 0% for federal government in terms of rural and small towns water supply.

¹⁴ Differences in capacity, sector status and priorities in each state will be recognized and reflected through the process the state follows to identify and prioritize projects for funding under WIMAG, and in the performance targets and service standards set for the state and each water service provider in the state (where there is more than one) – in accordance with Part 4 of the framework.

Table 5.1: Government Revenue and Expenditure (Billions of US\$)

	2001	2002	2003	2004	2005	2006	2007	2008 ¹⁵
REVENUE								
Federal	7.15	5.95	7.92	9.43	12.67	11.87	14.69	13.30
States	5.14	5.56	6.62	8.38	9.58	11.08	12.34	11.49
LGs	1.54	1.43	2.86	3.52	4.56	4.69	5.40	5.30
Consolidated Revenue	13.83	12.94	17.40	21.32	26.80	27.64	32.43	30.09
EXPENDITURE								
Federal	9.13	8.45	9.49	10.72	13.90	14.64	18.12	15.68
States	5.35	6.01	7.13	8.46	9.68	11.54	12.69	11.76
LGs	1.54	1.41	2.80	3.47	4.49	4.78	5.32	5.28
Consolidated Expenditure	16.02	15.88	19.42	22.65	28.07	30.96	36.13	32.72
WASH EXPENDITURE (Millions of US\$)								
Federal	76.04	80.02	52.54	46.47	71.01	70.08	76.27	57.86
States	16.05	19.42	19.27	29.92	33.71	40.19	46.30	42.70
LGs	3.59	4.23	11.30	11.65	14.87	18.89	21.91	21.02
Consolidated	95.59	103.68	83.11	88.04	119.60	129.23	144.48	121.58
% Growth Rate of WASH Consolidated		8.46	-19.84	5.93	35.85	8.05	19.54	-14.82
% of Consolidated WASH to Total Consolidated Expenditure	5.97	6.53	4.28	3.89	4.26	1.96	1.03	1.29
Required for WASH MDG Achievement	-	-	-	-	-	189.87	191.82	173.82
Shortfall to MDG WASH Projection	-	-	-	-	-	60.64	47.34	52.17

Source: Computed from various sources including CBN Annual Reports and NBS sources

The growth rate of WASH consolidated expenditure was highest in 2005 and have been moving on a decreasing trend since then with 2008 at -14.82%. Also the last row shows the shortfall of WASH expenditure based on the projection from the office of the Special Assistant to the President on MDG. The row reveals that in 2006 the expenditure of all the three levels of government on WASH fell short of what is required to meet MDG by US\$60.64, US\$37.34 and US\$42.17 in 2006, 2007 and 2008 respectively.

For donor intervention in the WASH sector, it is true that most of the off budgets projects in water supply and sanitation are being implemented by the FMAWR, to ensure transparency, these projects have to go through the National Planning Commission (NPC) and federal ministry of finance for approval. Both the NPC and the Federal Ministry of Finance have a department of International Cooperation that attend to such issue not only for WASH but all other sectors. The funds for off budget projects are released from the federal ministry of finance. Figure 5.2 below show the external (donor) capital project funding for the period 2005-2007.

¹⁵ 2008 figures are estimates while other years are actual

Table 5.2: External Funding in the WASH sector (2005-2007)

S/No	Major off-budget Programmes By Donors	Allocation	Start Date	Major implementing agency	Target region/beneficiary group
1.	Small Towns Water Supply and Program- European Union assisted Project	Euro 15m	March 2005	FMWR	Adamawa, Delta and Ekiti States
2.	EC-Assisted STWSSP	Euro 15m	March 2006	FMWR	Adamawa, Delta and Ekiti states
3.	EC-Assisted STWSSP	Euro 15m	Feb 2007	FMWR	Adamawa, Delta and Ekiti states
4.	WaterAid Nigeria water supply and sanitation programme	£1.9m	April 2007	28 LGAs in 6 states	Bauchi, Benue, Ekiti, Enugu, Jigawa and Plateau states

Source: Federal Ministry of Finance and CBN publications

Apart from the above projects, other WASH projects with donor interventions abound. The EU WSSSRP is currently providing funds for construction of water and sanitation facilities with co-funding by the three tiers of government and the UNICEF. The project is carried out in a sustained and integrated manner in up to 1,400 rural communities' ad up to 60 small towns in 25% of the LGAs in the six EU focal states with a total cost of Euro 119.63 million (EDF contributing Euro 87million, the three tiers of government contributing Euro 31.43 million and Euro 1.2 million contribution from UNICEF). Similarly, other ESA like UNICEF, WaterAid and EU among others have been financing sanitation activities in their respective at the federal level and their respective focal states and LGAs with counterpart funding from the state and the LGs though available evidence reveals that states and LGs have not been up and doing in the provision of such counterpart funds.

6 Key Constraints and Opportunities for GSF Undertaking

Going by the JMP report of 2008, it is obvious that less than a third of the population in Nigeria have access to improved sanitation while less than half of the population have no access to portable water supply. Such evidence supports the claim that sanitation in Nigeria has not been given the priority despite the need for it. This is visible through the fact that sanitation does not have a clear institutional "home". In most cases it is shared amongst a number of ministries at the federal level and is the responsibility of a number of different authorities at the state and local level. It is usually shared between health, water resources and environment. Sanitation most times does not have comprehensive budget lines even in the budget of most of the WASH MDAs. In some cases, existing budget lines are vied in favour of other projects. As a result, sanitation programmes are generally weak and ill-conceived with inadequate funding. This problem requires top level evidence based advocacy and policy makers' sensitisation (federal, state and local government including the legislative arm). The findings from the ongoing monitoring and campaigns will provide evidence that can be used to buttress the facts..

Overall funding in Nigeria sanitation sector should recognize the impact of sanitation on health, poverty reduction and economic and social development which must be in line with the United Nations General Assembly declaration objectives of 2008 International Year of Sanitation (IYS).

IYS was implemented in Nigeria to help accelerate progress on sanitation with five key messages as follows: Sanitation is vital for human health; Sanitation generates economic benefits; Sanitation contributes to dignity and social development; Sanitation helps the environment and improving sanitation is achievable. Working together, households, communities, governments, support agencies, civil society and the private sector have the resources, technologies and know-how to achieve the sanitation target.

The IYS plan sets three targets for Nigeria:

1. Develop enabling environments to sustainably expand sanitation and hygiene programmes
2. Build one million latrines. Using the MDG monitoring figures from the WHO/UNICEF Joint Monitoring Programme for Water Supply and Sanitation (JMP),¹⁶ about 800,000 household latrines/toilets must be constructed every year from 2009 to 2015 to meet the Nigeria MDG sanitation target of 70% coverage by 2015. Based on the national standard of ten people per latrine, one million latrines per year starting in 2008 is the requirement for Nigeria based on the MDG target of 70% for sanitation access come 2015.
3. Conduct hand-washing campaigns at federal level, in all states and in all LGAs to reach 30 million people.

Through IYS, Nigeria launched a Nigeria Year of Sanitation (NYS) which adapted the above targets and is still pursuing those targets vigorously. NYS is a domesticating IYS in Nigeria as part of the effort of the country to have the general targets as burning issues every time. The above targets which are in line with the policy targets must be the first priority for any funding attracted to the sanitation sector in Nigeria. These targets reflect the IYS focus on excreta disposal and hygiene promotion as the two key interventions for maximum benefit as well as the need to stress the development of the policies, institutions and other enabling environments to ensure progress in the years to come. Achievement of these targets can be accelerated through ongoing sanitation programmes like CLTS and campaigns which is bottom-up approach that will concentrate on latrine and hygiene promotion efforts but be scaled up to cover more states and communities to achieve 100% coverage. The existence of CLTS as well as hand washing campaigns are opportunities the GSF fund can build upon to contribute meaningfully towards achieving the above targets and other targets set in the national, state and LGAs policies of sanitation. This will complement the activities of RUWASSA¹⁷ with funding support from UNICEF, EU, WaterAid, etc which is already working on similar issues in different states and LGs. The above organisations have supported states and LGs through RUWASSA with viable sanitation models but there is need for scaling up because of the challenges that still exist in other states and LGs.

The above promotion which will involve advocacy will help in solving the basic problem of awareness which has resulted into socio-economic, cultural and security factors inhibiting sanitation in Nigeria. Other promotion activities and strategies (detail promotional strategies presented in Box 1 in the annex) that will increase demand for improved sanitation and

¹⁶ The WHO/UNICEF Joint Monitoring Programme for Water Supply and Sanitation data are the official figures for monitoring sectoral progress globally.

¹⁷ RUWASSA stands for Rural Water Supply and Sanitation Agency

integration of the private sector in sanitation and hygiene to be employed in increasing awareness include:

1. Participatory community led effort like community dialogues and meetings, focused group discussions, local stage stand-up comedy, etc
2. Putting up billboards and hand bills including fliers that will be translated into major languages in every state of the federation.
3. Painting promotional messages on the walls of houses
4. Use of a “sanitation road show”
5. Media jingles, radio drama, media briefing and advertisements, etc.

One of the challenges responsible for low access to WASH in Nigeria is the capacity level of the major WASH actors (stakeholders) including federal, state and local institutions, CSO networks, the communities, environmental health officers and sanitary inspectors, the private sector and other institutions/organizations which advocate for and/or are involved with the provision of sustainable water, sanitation and hygiene services. Most studies have found low capacity and the dearth of skills among government institution at all levels with the situation worst at the local government levels. The result of this skill deficit¹⁸ has been poor programme development, distorted and stunted implementation and inefficient service delivery in the WASH sector. Funding should be geared towards building such capacity at all the three tiers of government especially the local government (WASHCOM members) as well as the CSOs working on WASH issues. Achieving this aim will automatically boost the process, prospects and results of the monitoring and evaluation as well as information management of WASH.

Other key sanitation areas with inadequate funding include:

- Capacity building for sanitation programming, management sustainability, corporate planning, integration of sanitation management and creation of platforms for private sector involvement. The FMAWR as well as the FMEnv are currently developing such platform with some NGOs while the WSSSRP is already carrying out the capacity building components in some states and LGs. which is an opportunity for the GSF. Good service delivery requires proper integration of the private sector and transparency in planning particularly for the urban poor and the rural communities. Such move will improve not only service delivery but also maintenance of WASH facilities as well as reduction in incidences of corruption and mismanagement of funds. The rural poor especially women and children, the physically challenged, and other vulnerable groups who have been most times left out in service delivery will automatically be integrated.
- Institutionalisation of sanitation development process including implementation, communication, mobilisation, documentation of routine checks, best practices and technologies, establishment of sustainable structures at the local level like the creation of WASH units that will generate budget lines. The current creation of WASH units and

¹⁸ Deficits of skills in planning, financial management and administration as well as proper monitoring and evaluation have made it difficult for some states and LGs to link WASH plans and policies to investment plans thereby making the availability of plans and policies worthless. There is still lack of capacity that will link policy with funding especially through the annual budgeting system. There is lack of capacity to develop WASH plans and policies in some states and most LGs with the investment components towards improving access are non existent. Where such plans are present, the strategies may not be detailed enough hence require some high level capacity to be able to translate and link such plans to the financial plans (budgets) too.

conversion of these units to full departments by some local governments is an opportunity that will help achieve this target.

- Proper monitoring and evaluation systems with improved capacity on information gathering techniques and management, identification and strengthening existing information sources and the sustainable usage of the media for hygiene education. At the national level, government sectoral monitoring systems are inadequate to properly and inform decisions on national sector investments, sub-sector resource allocation, sub-national disbursing, accountability of funds and actual disbursement. Equally, some civil society does not have the capacity to analyse relevant information it needs to make relevant and sustainable contribution in the sector.
- Generally, data streams are not harmonized and sector data literacy is poor. This is an important area where funds can be channeled and this can also benefit from the existing EC funded Water and Sanitation Monitoring Platform (WSMP¹⁹) with technical support from UNICEF whose overall objective is to contribute to wards accelerated progress of MDG targets on safe drinking water and basic sanitation, which will ensure a pro-poor focus for drinking water and sanitation in the country.
- Research and development of technology options, information gathering and management systems as well as technological options to meet the physical, geographic, cultural, religious, and economic and gender, social (physically challenged) needs of the both the rural and urban population across Nigeria.
- Strengthening of collaboration and coordination with legal structure to coordinate sanitation especially at the state and the local government levels. Such collaboration already exists to a certain level at the federal government with the NTGS, NCWR, Donor coordination, etc. Such coordination will also include the harmonisation of WASH polices and instruments in different MDAs of government, review of policies, stepping down of policies to lower tiers of government (state and local governments), repeal and review of obsolete laws as well as dissemination of these polices and laws.
- Scaling up sanitation in all 36 states including the federal capital territory, 774 LGAs and all communities. The activities of UNICEF, WaterAid, the EU, the MDG Office, etc are opportunity for GSF in this are.
- Small towns and urban sanitation scaling up including the slumps. The FMAWR has conducted a baseline study on the way forward which is an opportunity for the GSF for proper planning, data management, progress monitoring and assessment, etc.

There is poor sector information management in existence apart from the WASH JMP. This is an important area of intervention and requires lots of skills to be able to do that. Such gap can also be attributed to skills deficit. The few actors involved in the JMP have benefited from capacity building exercise carried out by different donors and international NGOs working in the sector like UNICEF, WaterAid, etc though evidence on ground still suggest there is need for more.

The other aspect of capacity building involves the communities. This is necessary for the sustainability of projects through ownership as well as models and technological transfers.

¹⁹ WSMP is a UNICEF funded project that monitors trends in coverage; helps built national monitoring capacity; map out the existing data and information streams relevant to the sector; and inform policy makers, civil society and other stakeholder on the status of water supply and sanitation sector in the country.

Evidence from the implementation of the CLTS in most communities attests to this. Capacity building of community based facilitators and CLTS facilitators through campaigns and advocacy is one way to change the cultural beliefs of most of these communities boosting the ownership level and enhancing their resources contribution to the projects and programmes hence creating sustainability paths for the projects and programmes.

Intervention to the above mentioned issues have been on-going but not to every state, LG and communities in the country and have resulted to attitudinal and behavioral changes. More intervention will help reduce more the incidence of water related diseases especially the excreta-related diseases like diarrhea, cholera outbreaks, dysentery and other worm infestations. It will also boost the capacities of both public and private sectors stakeholders with a positive effect on sanitation strategy development, planning and management, budget preparation, sector advocacy and hygiene for public health among others.

Having identified some of the gaps that funding should be channelled, it is also interesting to note that some existing opportunities are already in place to strengthen the process if funding is provided. Such opportunities that funding could benefit from include: the newly created water-sanitation division in the FMAWR; the resuscitation of the environmental health officers and inspectors in the FMEEnv, FMH, LGAs; formulation of WASH policies at some states; creation of WASH units/departments at the local government level, the national year of sanitation plan, the presence of NEWSAN²⁰ in almost all the states of the federation and the establishment of the National Environmental Standards Regulation and Enforcement Agency (NESREA) among others.

7 Knowledge Gaps

There are several internationally accepted sanitation technologies. In Nigeria most of the sanitation facilities are privately owned and in some cases shared. Public toilets are usually built by the LGA, State Government Agencies and ESAs and these are usually targeted to schools, Motor parks and markets as these areas are deemed to be areas where demand would be greatest for users who are not domicile near these areas. Lists of existing internationally accepted sanitation technologies not widely used but may be applicable in Nigeria are presented in Table 7.2 below. Other internationally accepted sanitation technology that may be applicable in Nigeria include: twin-pit composting latrines used in Nepal; Biogas latrines promoted in some low-income countries such as China, India, Nepal, Thailand, Cambodia and Vietnam; raised pit latrines; over-hung toilets; floating latrines; portable chemical toilets and temporary dismountable latrines.

In order to determine what excreta disposal technologies should be selected for a given situation, technical, environmental, social and managerial issues should be considered. There should be a participatory approach to selecting appropriate interventions. Consultation and thorough assessment are essential to ensure that appropriate options are selected that will be

²⁰ NEWSAN is a coalition of Civil Society Organisation working on WASH. In some states they comprise of more than forty to fifty different Non-Governmental Organisations (NGOs) working on WASH.

accepted and used properly by the community. The key criteria to be considered are: cultural practices/preferences; design life; available space; availability of resources; ground conditions; operation and maintenance; time constraints and financial constraints.

In addition, water availability, anal-cleansing materials, menstruation, user-friendliness (e.g. for children and disabled people), political issues and logistical requirements should also be considered. It is also important that technologies are not pre-decided before adequate assessment and consultation. In some cases latrine construction might not be the most appropriate option. For example, in rural communities where people go to the bush to defecate and population densities are low, it may be perfectly acceptable to continue this practice while encouraging people to bury excreta.

Internationally accepted financing strategies for sanitation have to look at both institutional arrangements as well as finance. The institutional arrangement covers the area of policy, planning and legislation as well as institutional strengthening while the financing strategies covers costs and tariffs, alternative models; role of donor organisations and financing institutions. Details of the institutional arrangement and the financing strategies that are internationally accepted for acceleration of progress towards the achievement of national, regional and global goals as well as the position of Nigeria presently is presented in Table 7.1 below.

Table 7.1: Internationally Accepted Institutional Arrangement and Financing Strategies for Sanitation

Institutional Arrangements	Present in Nigeria	Financial Strategy	Present in Nigeria
Working together through a comprehensive consultative process, encompassing good governance, to develop a shared National vision for managing water resources and sanitation in a sustainable manner.	YES, there is a national policy on water and sanitation that has defined national vision.	Creating of a better and sustainable environment for investment by both the public and private sector, by developing and implementing National/state/local, sector and strategic plans that identify the economic, environmental and social costs of different services and develop pricing policies, which ensure the proper allocation of resources for the water sector.	In progress
Developing national instruments including National visions, policies, plans and legislation appropriate to each island country taking into account the particular social, economic, environmental and cultural needs of the citizens of each country.	Yes, there is national policy but the legislative aspect is in process.	Establishing financially viable enterprises for water and sanitation that result in improved performance by developing appropriate financial and cost recovery policies, tariffs, billing and collection systems, financial and operating systems.	Not yet

Institutional Arrangements	Present in Nigeria	Financial Strategy	Present in Nigeria
Promoting and establishing of appropriate institutional arrangements resourced sufficiently to enable effective management of water resources and sanitation and the provision of appropriate water and sanitation services.	Yes, but not as effective as it should	Reducing costs through improved operational efficiency, using benchmarking, development of leak detection programmes and improved work practices.	Not yet
A recognition and sharing of water resource and sanitation management knowledge and skills of all stakeholders at a National, regional or state as well as the local levels in the process of developing and implementing the National Vision	In progress through WSMP, JMP and NTGS	Achieving sustainable rural water and sanitation services at a community level through developing strategies that incorporate mechanisms for appropriate financing and capacity building.	Not yet
A national, state and local leadership in water resources and sanitation management should be recognised and encouraged.	Not quite	Ensuring access for the poor to water and sanitation services by developing pro poor policies that include tariffs with lifeline blocks and transparent and targeted subsidies.	To some extent but not across all states and LGs.

Some knowledge gaps exist but the most important is the fact that financing strategy for sanitation in particular and WASH in general will be incomplete without appropriate institutional arrangement. This issue has to be borne by every country, state or local government that is embarking on a comprehensive reform of the WASH sector in general or the sanitation sector in particular.

There is also the need for a bridge in knowledge gaps on drivers that will trigger demand for improved sanitation systems/models for households in Nigeria based on international best practices. In principle, change, either positive or negative, happens when certain influencing factors are triggered on and sustained. Positive change is driven both internally and externally but the basic principles governing transformation remain the same. Once these are violated, then stagnation or retrogression becomes inevitable.

Though, it has been established that change is usually driven by Agent (individuals and organizations pursuing particular interests), Structures (history of state formation; natural and human resources; economic and social structures) and Institutions (formal or informal rules governing the behaviour of agents such as political and public administration processes) there are certain fundamental principles that influence social transformation trends. The progressive

drivers that will trigger demand for improved sanitation models are grouped under agents, institutions and structures.

Agents: Sector Specific Factors - these are internally induced both at sectoral, institutional and utility level

Institutions: Macroeconomic and Social Factors – these factors create enabling environment to trigger sector specific change.

Structures: Governance and Political Factors- these sustain the sectoral and socio-economic factors that in turn encourage progress in overall service improvements.

Table 7.2: Existing Internationally Accepted Sanitation Technologies not widely used but may be applicable in Nigeria

S/No	Sanitation Model	Existing in Nigeria	Advantages	Disadvantages
1.	Double-vault urine-diverting latrine	Not yet	The waste may then be re-used as fertilizer or as fuel.	Unlikely to work where water is used for anal-cleansing since this will increase the moisture content; and inappropriate in the initial stages of an emergency
2.	Double-vault non-urine-diverting latrine	Not yet	Flies and odours are significantly reduced; ideal where the affected population normally uses Eco-San latrines and agricultural activity occurs; raised latrines can be used to prevent groundwater contamination; emptying is easier than emptying other pits; appropriate for rural and semi-urban areas; it is especially adapted to water scarce environments; can be built and repaired with locally available materials; low capital costs depending on materials; no or low operating costs if self-emptied and small land area required	More difficult to construct than simple pit latrines; high level of user awareness and diligence required; complex to operate and maintain; it is not suited for rocky or compacted soils; not appropriate for areas that flood frequently; and requires constant source of cover material.
3.	Sand-enveloped pit latrines	Something close to it is in existence	Used where there is a high risk of groundwater contamination and where the risk of pollution of nearby groundwater sources is especially high	It does not stop contamination completely
4.	Borehole latrines	Not yet	The borehole can be excavated quickly if boring equipment is available; Suitable in hard ground conditions (where there are no large stones or rocks); and appropriate where only a small workforce is available.	Drilling equipment is required; Lifespan is short; Sides are liable to be fouled, causing odour and attracting flies and there is a high likelihood of blockages.

Annexes

LIST OF MATERIALS CONSULTED²¹

Author	Title of the Document	Year
Federal Republic of Nigeria (FRN)	Water Supply & Sanitation Interim Strategy Note	2000
FMWR	National Water Supply and Sanitation Policy	2000
WHO	WHO Cooperation Strategy: Federal Republic of Nigeria 2002-2007	2002
Z.O. Agberemi	Managing Water Supply and Sanitation Projects in Nigeria	2003
W. Fellows, O.N. Habila, H.M. Kida, J. Metibaiye, M.C. Mbonu and M. Duret	Reforming the Nigerian Water and Sanitation Sector	2003
FMWR	Water Resources Management and Policy	2003
Federal Republic of Nigeria (FRN)	National Water Policy	2004
FMWR	Small Towns Policy Review and Options for Scaling Up the STWSSP to a National Programme	2004
World Bank	National Urban Water Sector Reform Project	2004
FMEEnv.	National Environmental Sanitation Policy (NESP)	2004
Adeyinka, M. A; Bankole, P. O. and Olaye Solomon	Environment Statistics: Situation in Federal Republic of Nigeria	2005
FMWR	National Water Sanitation Policy	2005
Commission of the European Communities	Support to the Federal Ministry of Water Resources Water Resources Management and Policy	2006
FMAWR	Water Investment Mobilisation and Application Guidelines (WIMAG)	2006
WaterAid Nigeria	Sanitation Case Study: Community-Led Total Sanitation (CLTS) in Nigeria	2007
USAID	Nigeria: Water and Sanitation Profile	2007
Amakom, Uzochukwu	Financing Water Supply and Sanitation at the Local Level: Nigeria Base Report	2007
Federal Republic of Nigeria	Draft National Water Resources Act	2007
WaterAid Nigeria	Achieving Total Sanitation in Nigeria: Campaign for One coordinating National Agency	2008
S. I. Omofonmwan & G. I. Osa-Edoh	The Challenges of Environmental Problems in Nigeria	2008

²¹ Some of the above documents are downloadable from the while some are not. The consultant has the soft copies of all the above documents with the exception of the National Environmental Sanitation Policy (NESP) which is only in hard copy. For access to any of the above send a mail to uamakom@gmail.com for assistance.

Author	Title of the Document	Year
FMAWR	National Water Resources Bill	2008
NYS	National Launch of the 2008 International Year of Sanitation in Nigeria	2008
WaterAid Nigeria	Assessment of Levels of Environmental Sanitation around Water Points and Latrines in Twelve Communities in Six States of Nigeria	2009
WSMP-Nigeria	Nigeria Country Summary WASH Factsheet	2009
Amakom, U., O. Ujah & A. Chukwu	Water, Sanitation and Hygiene (WASH) in Nigeria: <i>Streamlining MDAs Activities in the Sector</i>	2009
Amakom, Uzochukwu	NIGERIA: Rapid Water, Sanitation and Hygiene (WASH) Sector Review and Analysis for Programme Re-Alignment	2009
Ajoko Desmond Chikwendu	Comparison and Adaptation of the Social Change Dynamics for the Collective and Total Abandonment of Open Defecation	2009
Okay Sanni & Associates	Study Report on Sanitation Models for Improved Access in Nigeria	2009
WSMP-Nigeria	Nigeria Women and Water Factsheet	2009

Box 1: Awareness Strategies

Sanni and Associates (2009) unbundled possible information and strategies that can aid awareness creation that will subsequently improve demand for improved sanitation and integration of the private sector in sanitation and hygiene as follows:

- **Use of Social marketing Strategies in awareness creation:** Use commercial marketing strategies to increase latrine uptake among rural households. This involved giving careful consideration to and making use of the “four Ps” of marketing – product, price, place and promotion.
 - *Product:* The product is a low-cost pour flush, pit latrine using material such as ferrocement, mud brick and prefabricated wall panels.
 - *Price:* A series of latrine designs across a range of prices, all of which are cheaper than the high specification model promoted by the centrally sponsored rural sanitation program.
- *Place:* Latrine models were put on permanent display at locally accessible technology/production centres.
 - *Promotion:* Actively promoting the non-health benefits of owning a household latrine
- **Privacy:** Lack of privacy during open defecation is a major issue for women. A household latrine means that women do not have to wait for certain times of day, for example, dawn or dusk, to relieve them; this also has health implications;
- **Convenience:** Latrines can be constructed next to the house, which is closer than traditional open defecation areas. Latrines can also be built with bath extension, increasing their utility for women;

- **Safety:** Encounters with snakes, insects, vehicles and vegetation are common. Examples include the death of a 12-year-old girl from snakebite and a 48-year-old man killed by a bus while defecating by the roadside;
- **Status/Prestige:** A household latrine is a symbol of progress and material wealth. Anecdotal evidence from the study areas show that if the poorest households can be motivated to construct household latrines, the more affluent households follow suit;
- **Cost Saving:** The recurring cost to treat consistent poor health is a considerable drain on household resources. A latrine is a one-off cost that is offset, in the longer term, by the cost savings on health bills; and income generation - a latrine can be built with a bath extension and the wastewater from bathing can be used to generate income from kitchen gardens.

Table 8.1: Membership of NEWSAN Cross River State Chapter

S/No	Name of NGO/ Contact Address	Contact Person & Phone number	E-mail Address
1	NGO Coalition for Environment (NGOCE), 65/66 Ndidem Usang Iso Road, Calabar	Edwin Usang 08034502456 08071228240	ngocenvironment@yahoo.com ; eddyusang61@yahoo.com
2	Life Empowerment Foundation (LEF), 60 Ndidem Usang Iso Road, Calabar	Henry Onwe 07031633150 & 08025388499	empowermentfound@yahoo.ca
3	Global Peace Development (GPD), 28 Anansa Road, Calabar	Grace E Ikpe 08035805766	globalpeaceint@yahoo.co.uk
4	Biodiversity Preservation Group (BPG), 93 Ndidem Usang Iso Road, Calabar	Emmanuel Ukandi 08024680488	biogroup_nig@yahoo.com
5	Family Development Initiative (FDI), 42/46 Eyamba Street, Calabar	Rosemary Obo 08037017983	fdinigeria@yahoo.com
6	Peace Point Action (PPA), 18 Eyo Etta Street, Calabar	Okoho Ene 08038756841	ppacanopy@yahoo.com
7	Green Vision Movement (GVM), C/o NGOCE Secretariat, 65 Ndidem Usang Iso, Calabar	Okon Enemi 08054135993	enevisions@yahoo.com
8	Ekuri Initiative (EI), 65 Ndidem Usang Iso Road, Calabar	Edwin Ogar 08035461507	ekuri1@yahoo.com
9	Centre for Health Promotion (CHEP), 46 Inyang Street, Calabar	Juliana Nya 07083311021 & 08038351956	centre4health@yahoo.com
10	Women Empowerment & Health Foundation (WEHF), 46 Inyang Street, Calabar	?	wehf2006@yahoo.com
11	Initiative Development Now (IDN), 46 Mount Zion Road, Cal.	Bassey Ekpenyong 08033368815	idnnigeria@yahoo.com ; idn@idnnigeria.org
12	Organization for Rural &	Gloria Monn	grasdev@yahoo.com ;

	Community Dev (RUCODEV), 10 Edet Eyo Crescent, Calabar	08034057393 & 08057619901	info@rucodev.org
13	Justice Dev. and Peace Comm. (JDPC), 5 Esighi Street, Calabar	Joyce Bassey 08063597477	jdpcal@yahoo.com
14	Sustainable Movement for Equity (SME), 50 Ekpo Abasi Street, Calabar	Ekpenyong Edet 08034487561	smenigeria@yahoo.com ; equitynigeria@yahoo.com
15	Native Resources Dev. Initiative (NRDI), St. Mary Pro Cathedral, Catholic Archdiocese, Calabar	Rev. Fr. Evaristus Bassey 08037099291	nrdi2008@yahoo.com revfrbassey@yahoo.com
16	Commonwealth Assoc. for the Educ. & Training of Adult (CAETA), by Effio Ette Junction	Chief Dr. S O Jaja 08037297070	caetanig@yahoo.com
17	Sustainable Health and Envt. Development (SHED Africa), 10 Edet Eyo Crescent, Calabar	Mercy Ekpo 08059598396	shedafrica@yahoo.com
18	Community Empowerment Initiative (CEPIN), 98 ^c Bishop Moynagh Ave., Housing Estate, Calabar	Bassey Ibor 08037183895	cepinc@yahoo.com
19	Community Health & Dev. Advisory Trust (COHDAT), 31 Bassey Duke Street, Calabar	Effiong Udobong 08038836046 / 08055630081	cohdatcal@yahoo.com
20	Society for Rural Health & Poverty Alleviation (SORHPA), 45 Goldie Street, Calabar	B C Ememe 08035483846	sorhpa1@yahoo.com
21	Radiant Women Association (RAWAS), 39 Target Street, Cal.	Maria Ukpanyang 08037241033	maria_ukpanyang@yahoo.com
22	Cananite Association Inc., 9 Magnus Henshaw Street, Cal.	Bassey Ekpo Bassey	canan.cal2007@yahoo.com
23	Human Rights & Envtal. Care (HURCARES)	Ferdinand Arop 08063531539	hurcares@yahoo.com
24	Abgremono or Greencode, 43/48 Mayne Ave. , Calabar	Edem Edem 08037114770	abgremonigeria@yahoo.com
25	Women, Youth & Children Upliftment Foundation (WYCUT) 5 Esighi Street off Bateba Street, Calabar	Peter Ekpo 08063409827	wycutfamily@yahoo.com
26	Biakwan Light (BIALIGHT), Km 29 Ikom – Obudu Road, Boki LGA	Peter Bette 080367926751	bialight98@yahoo.com
27	Threatened Resources Conserv. Centre (TRCC) Kanyang 1, Boki LGA	Aniah Bekeh S 08023502107	trcc_nig@yahoo.com
28	Rural Women & Youth Dev. Initiative (RWAYDI), 14 Okim Osabor Street, Ikom	Agbor Solomon 08055930831 / 08029529349	rwaydi@yahoo.com

29	Save The Child, 45 Goldie Street, Calabar	Mercy Bassey 08033537143	maaureenedu@yahoo.com
30	ETO FOUNDATION, 4 Chief Frank Inok Close, Ikot Ansa, Calabar	Geraldine Bocco 08034052297	
31	Centre for Health Works, Dev. & Research (CHEDRES), 3 Otop Abasi Street, Calabar	Felix Ngwu 08053176655	chedresnigeria@yahoo.com
32	Community Links, 101 Essien Town, Old Odukpani Rd., Calabar	Effanga Edet 08023815023	commliks@yahoo.com
33	Margaret Ekpo Foundation, Effio-Ette Junction, Calabar	Ben Akak 08051446350	margaretekpofoundation@yahoo.com
34	Life Care Organization Nigeria (LICON), 45 Goldie Street, Calabar	Juliet Ogban 08063828744	lifecareorgnig@yahoo.co.uk
35	Auntie Gina Craft & Catering Org. (AGCC), 45 Goldie Street, Calabar	Regina Ogban 08038507594	auntyginaorg@yahoo.co.uk
36	Women Action Organization (WAO), 26 Eyo Edem Street, Off Hewett Street, Calabar	Offiong John 08037923596	roiekanem@yahoo.co.uk
37	Green Pace Development, 3 Balantyne Street, Calabar	Helen Owokure 08063406091	
38	LENF	Joseph Ogar 08053433444	lenfoundationcal2@yahoo.com
39	Child Education & Crime Eradication Foundation (CECEF), 8 Adam Duke Street, Calabar	Dorothy Effiong 08052269091	cecepngo@yahoo.com
40	Ed Basee Development Foundation	Emmanuel Bassey 08037625910	edbbasee@yahoo.com
41	Rural Development Initiative (RUDI), C/o Greencode	Effiom Effiong 08068348489	rudirudi11@yahoo.com
42	Sustainable Community Dev. Initiative (SUCDI), 130 Goldie Street, Calabar	Jude Ubua 08037965335	sucomdevinitiative@yahoo.com
43	Butro Abue Memorial Foundation (BAMF), 39 Barracks Road, Calabar	Osang, Oliver 08064028401	bamfcafe@yahoo.com
44	South-South Youth Reform Theatre (SYRET), 193 Old Odukpani Road, Calabar	Esther Ekpo Bassey 08057941822	ssyret4real@yahoo.com
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Table 8.2: Vertical (across levels of Government) and horizontal (among MDAs) Mandates

MDA	Water, Sanitation and Hygiene (WASH) Mandates	Existing Legislative Provisions	WASH Related Policies Developed
FEDERAL			
The Federal Ministry of Agriculture and Water Resources (FMAWR)	<p>The FMAWR is charged with the responsibilities of policy advice and formulation, data collection, monitoring and co-ordination of water resources development (of which water supply is a component) at the national level for meaningful private sector participation among others.</p> <p>The National Water Resources Institute is charged with the responsibility of manpower training and research.</p> <p>The River Basin Development Authorities (RBDAs) are executing agencies for development of water resources and providing bulk water for irrigation, water supply and other uses.</p>	<p>Decree for Water Resources, the Decree No. 101 that vests rights and control of water in the Federal Government which took effect from 23rd August 1993.</p> <p>Minerals Act of 1990; River Basin Development Authority (RBDA) Act of 1990.</p> <p>1993 Water Resources Decree no. 101</p> <p>The draft 2007 water resources Act.</p>	<p>Rural Water Supply and Sanitation Policy 2000</p> <p>National Water Supply and Sanitation Policy (NWSSP) 2000</p> <p>The Draft National Water and Sanitation Policy (2004),</p> <p>The 2006 Irrigation Policy</p> <p>The National Policy on Integrated Rural Development</p> <p>The Small Town Water Policy</p> <p>The National Environmental Sanitation Policy and</p> <p>The draft 2007 water resources Act and the third Draft of the National Water Resources Bill December 2008.</p>
Federal Ministry of Education (FME)	<p>Building schools and colleges with standard toilet facilities in order to maintain proper sanitation and hygiene and prevent epidemic of diseases.</p> <p>Acquisition of appropriate skills and the development of mental, physical and social abilities and competencies as equipment for the individual</p>	<p>National Minimum Standards Act No 16 of 1985 as amended by Act No 9 of 1993 and in the 1999 Constitution, Chapter 2 Section 18, which defines its functions.</p>	<p>National Policy on Education 1977, revised in 1998 and 2004, and is currently undergoing another update</p>

MDA	Water, Sanitation and Hygiene (WASH) Mandates	Existing Legislative Provisions	WASH Related Policies Developed
	<p>to live in and contribute to the development of society.</p> <p>Introduction and promotion of health and hygiene education as a compulsory subject in school curricula from the formative stage of life, from nursery schools, through primary and secondary schools to tertiary institutions especially teacher training institutions.</p> <p>Training of other informal school instructors in basic health and hygiene education.</p> <p>Addressing basic subjects as personal hygiene, hand washing at critical times, safe disposal of excreta, household water security, cleanliness of kitchen and food hygiene, domestic solid and liquid waste disposal and, community storm-water discharge.</p> <p>Establishment of Health and Hygiene Clubs in schools and empowering Parent Teachers Associations (PTAs) to promote sanitation and hygiene education.</p>	<p>National Environmental Sanitation Policy 2004</p>	
Federal Ministry of Environment (FMENV)	<p>The ministry is charged with the institutional arrangement of overall coordination of environmental management in Nigeria as well as the coordination of policies on environment and natural resources conservation. FME also has responsibility for a range of environmental issues including many that had previously been under the</p>	<p>Federal Environmental Protection Agency (FEPA) Decree 58 of 1988 as amended by Decree 59 of 1992 and the recent comprehensive National Environmental Sanitation Policy 2004</p>	<p>1989 National Policy on Environment</p> <p>National Environmental Sanitation Policy 2004</p>

MDA	Water, Sanitation and Hygiene (WASH) Mandates	Existing Legislative Provisions	WASH Related Policies Developed
	<p>Federal Ministry of Housing and Urban Development which include the provision of excreta and sewage management.</p> <p>Other issues managed by the ministry include solid waste; medical waste; food sanitation; sanitary inspection of premises; market and abattoir management; adequate potable water supply; school sanitation; pest and vector control; management of urban drainage; control of reared and stray animals; disposal of the dead; weed and vegetation control; and hygiene education and promotion.</p>		
Federal Ministry of Health (FMH)	<p>Making sure that there is provision for health and hygiene education in all projects that will have direct impact on the community as well as regular inspection of premises for sanitary.</p> <p>The Ministry's mandate also requires it not only to monitor its own interventions but also those of other stakeholders in the country's healthcare system</p>		<p>National Reproductive Health Policy and Strategy to Achieve Quality Reproductive and Sexual Health for all Nigerian, July 2001.</p> <p>National Health Information System Policy (NHMIS Policy Document)</p> <p>The National Health Policy 2004</p>
National Orientation Agency (NOA)	Promotion of health and hygiene education such as personal hygiene, hand washing at critical times, safe disposal of excreta, household water security, cleanliness of kitchen and food hygiene, domestic solid and liquid waste disposal and, community storm-water discharge through campaigns and other means across all states, LGs and communities in the country	National Water and Sanitation Policy (2004)	
Civil Society Organisations (CSOs)	Building networks and alliances that seek to promote awareness and enforcement of the basic	National Water and Sanitation Policy 2000	

MDA	Water, Sanitation and Hygiene (WASH) Mandates	Existing Legislative Provisions	WASH Related Policies Developed
	rights, which entitle poor people to a fair share of society's resources.		
STATES			
Public Utilities/Water Resources	<p>The states public utilities in Nigeria comprise of Rural Electrification Board (REB), the Rural Water Supply and Sanitation Agency (RUWASSA) and Water Corporation. Water Corporation are responsible for the establishment, operation, quality control and maintenance of urban and semi-urban water supply schemes while RUWASSA is mainly for rural water supply and sanitation.</p> <p>The State Water Agencies are responsible mainly for urban, semi-urban and rural water supplies. In some states separate agencies exist for rural water supplies and urban and semi-urban water supplies.</p> <p>They are also responsible for licensing and monitoring private water supply and for monitoring the quality of water supply to the public as well as providing technical assistance to local governments. The state ministries of public utilities coordinate the activities of the water board and small town units.</p>	The various States' Water Boards and State Rural Water Supply and Sanitation Agencies have enabling Acts setting them up to supply potable water to the inhabitants of their respective states and maintain a reasonable level of sanitation and hygiene to prevent epidemic diseases.	Some states (especially the UNICEF and WaterAid focal states) have developed Water, Sanitation and Hygiene Policy
States' Ministry of Environment	<p>Coordination of activities of the state sanitation agencies.</p> <p>In some cases handle the sanitation aspect through the Environmental Protection Agency which is responsible for refuse and sewage disposal.</p>		Some states (especially the UNICEF and WaterAid focal states) have developed Water, Sanitation and Hygiene Policy
States' Ministry of	In conjunction with FME introduce and promote	The various States' Ministry of	Most of the states have Education Policy

MDA	Water, Sanitation and Hygiene (WASH) Mandates	Existing Legislative Provisions	WASH Related Policies Developed
Education	<p>health and hygiene education as a compulsory subject in school curricula from the formative stage of life, from nursery schools, through primary and secondary schools to tertiary institutions especially teacher training institutions.</p> <p>Training of other informal school instructors in basic health and hygiene education.</p> <p>Addressing basic subjects as personal hygiene, hand washing at critical times, safe disposal of excreta, household water security, cleanliness of kitchen and food hygiene, domestic solid and liquid waste disposal and, community storm-water discharge.</p>	Education Acts	documents
States' Ministry of Health	<p>In conjunction with the FMH making sure that there is provision for health and hygiene education in all projects that will have direct impact on the community as well as regular inspection of premises for sanitary</p> <p>The Ministry's mandate also requires it not only to monitor its own interventions but also those of other stakeholders in the country's healthcare system</p>	The various States' Ministry of Health Acts	Most of the states have Health Policy documents
States' Ministry of Agriculture		The various States' Ministry of Agriculture Acts	Most of the states have Agriculture Policy thrusts
States' Ministry of Rural Development	The rural development ministry in some state has the mandate of coordinating and providing rural water supply and maintaining sanitation at the rural areas of the states through Rural Water	The various States' Ministry of Rural Development Acts	Most of the states have Rural Policy documents or thrusts

MDA	Water, Sanitation and Hygiene (WASH) Mandates	Existing Legislative Provisions	WASH Related Policies Developed
	Supply and Sanitation Agency (RUWASSA)		
LOCAL GOVERNMENT COUNCILS (LGCs)			
Education Health Works and Agriculture	The Local Governments agencies and departments are responsible for the establishment, operation and maintenance of rural water supply schemes in conjunction with the benefiting communities.	The various laws setting up Agric, Education, Works and Health departments define rural water supply as one of their primary functions.	Some Local Government Councils (LGCs) (especially the UNICEF and WaterAid focal LGCs) have developed Water, Sanitation and Hygiene Policy