



FEDERAL REPUBLIC OF NIGERIA

**National Action Plan for
Revitalization of the
Nigeria's WASH Sector**

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APRIL, 2018

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National Action Plan for Revitalization of the Nigeria's WASH Sector

1. Introduction

With a population of 182 million, Nigeria is the largest country in Africa. It also has one of the fastest-growing economies in Sub-Saharan Africa: its gross domestic product (GDP) quadrupled between 2005 and 2015. However, this rapid economic growth has not translated into rapid poverty reduction and thus the nation has been falling behind in the accumulation of physical and human capital, with poor access to WASH services being a key factor (Molini et al. 2016).

The entire region of Sub-Saharan Africa has limited access to WASH services, but Nigeria's levels of access lag far behind those of other peer countries. Fifty-seven million people in Nigeria continue to live without access to improved water, while 130 million people use unimproved sanitation facilities.

Alarming, a large body of evidence suggests that limited or no access to water supply, sanitation, and hygiene (WASH) services has a number of damaging effects on development outcomes. It adversely affects individuals' health, limits their access to educational and economic opportunities, and hampers their work efficiency and labor productivity.

Health. WASH is a health multiplier, with a number of direct consequences associated with poor access. These include the well-documented increase in incidence of infections and diseases, including notably diarrhea, which can lead to undernutrition and lowered immunity, further promoting the contraction of additional infections and diseases. This elevated incidence of disease is a major reason as to why 36.8% of Nigerians under five suffer from stunting, 37% are underweight (2013 DHS), and over 733,000 die each year (2016 World Bank). In Nigeria, approximately 73 percent of the national enteric disease burden in children under five is associated with inadequate WASH. Therefore, without improved WASH services, even an abundance of food may do little to nourish communities in contact with fecal germs and water borne infections.

Educational Opportunities. A number of cross country studies have shown that exposure to water related pathogens is correlated with stunting and long-term learning and cognitive deficits. Furthermore, school age children may attend less days of school due to an increase in episodes of illness, as well as due to time lost fetching water or walking to open defecation sites.

Economic Opportunities. The cognitive deficits acquired during childhood persist through adulthood, and a lack of access to WASH services can continue to result in illness, which stresses the immune system and further lowers an individual's economic productivity. Coupled with the opportunity costs of fetching water, such health problems can also reduce the time available for work. The end result is fewer employment opportunities and lower lifetime earnings.

Work Efficiency and Labor Productivity. In aggregate, these intersectoral impacts of inadequate WASH services is severely hampering the overall economic productivity of the nation. Research conducted by the Water and Sanitation Program (WSP) of the World Bank estimated that socioeconomic impacts of poor sanitation alone cost Nigeria about N455 billion (US\$2 billion) each year. These losses are even greater when accounting for the inadequate supply of potable water.

Inequality and Poverty Reduction. Since the poor and vulnerable are much less likely to have access to improved WASH services, water-associated diseases affect them disproportionately. This burden of ill health likely reinforces an intergenerational vicious cycle where poverty leads to more ill health, and more ill health implies challenges in employment and further impoverishment. Impoverishment, in turn, prevents the poor from improving their access to WASH services, which then transmits the problems associated with poor WASH access to their children.

For a country with an increasing number of people trying to pull themselves out of poverty, the effects of inadequate WASH are debilitating. Yet despite the severity of the WASH crisis, there is good news. Nigeria has an opportunity to improve health, education, and economic outcomes for its poor and vulnerable populations all at once, through the National AP for the Revitalization of Nigeria’s WASH Sector. As countless countries have proven before, ‘increasing access to improved water and sanitation facilities, decreasing open defecation, and promoting improved hygiene practices can help the country in elevating its people out of poor health and poverty, and in turn take advantage of its greatest economic asset, its people.

2. Background

Although Nigeria has made considerable progress in the Water Supply, Sanitation, and Hygiene (WASH) sector, access to high-quality, reliable, and sustainable services remains low. The country did not achieve the Millennium Development Goals (MDGs) for water and sanitation. Only 61 percent of citizens have access to improved water. Furthermore, only 41 percent of the population has access to improved water within 30 minutes round-trip of their premises, and only 31 percent have access to improved water on premises. Even fewer, 7 percent, possess piped water on premises. The sanitation sector is in critical condition, and current data reflect this reality: only 29 percent of Nigerians have access to unshared improved sources of sanitation. National estimates of open defecation rates—25 percent—indicate that open defecation remains pervasive across the country.

Over the last few decades, Nigeria reversed its progress in access to piped water and improved sanitation. According to data from the UNICEF-WHO Joint Monitoring Programme (JMP), while access to improved water at the national level increased, access to piped water on premises in urban areas declined from 32 percent in 1990 to less than 10 percent in 2015, suggesting an erosion of utility service coverage. Access to improved sanitation also decreased from 38 percent to 29 percent during this time period.

These shortcomings are at least partially the result of deficiencies in the performance of water agencies, water points, and water distribution schemes. Almost half of the existing water points and schemes are nonfunctional. This multidimensional failure has not only fueled mounting water stress in the country but has also created a poverty trap by adversely affecting poverty and human development outcomes.

Analysis conducted as part of the Nigeria WASH Poverty Diagnostic by the World Bank confirms with new detail the degree to which Nigeria’s WASH sector is underdeveloped in comparison to regional standards, for both water supply and sanitation, and across urban and rural areas. **Our WASH sector is in critical condition, calling for priority policy attention and bold action by federal and state governments.**



A National Retreat on Revitalizing the Urban Water Supply and Sanitation Sector in Nigeria was held in Abuja from 28th-29th September 2017. The retreat was declared open by the Vice President of the Federal Republic of Nigeria, His Excellency Prof. Yemi Osinbajo, SAN, GCON who also launched the Nigerian Water Supply, Sanitation & Hygiene (WASH) Poverty Diagnostic Report. The retreat was chaired by the Honorable Minister of Water Resources, Engr. Suleiman H. Adamu, FNSE and was attended by over 350 participants including the Chairman of the Senate Committee on Water Resources, the Chairman of the House of Representatives Committee on Water Resources, other participants included Honorable Commissioners, Honorable Members from State Houses of Assembly, General Managers and Managing Directors from State Water Corporations/Water Boards, Development Partners – World Bank Group, AfDB, USAID, WaterAid, and others. In his opening remarks, the Vice President noted the demand-supply gap in water supply and urged stakeholders to envision innovative and practical solutions that would rapidly improve access to adequate water and sanitation solutions.

During this retreat, it was recommended that the President declare a National State of Emergency to enhance the political will for the accelerated development of Water Supply and Sanitation, and that the FMWR and the States would urgently develop a WASH Emergency Action Plan (AP) aimed at revitalizing the sector, encompassing both rural and urban areas, and pursuing the 2030 WASH SDGs. This AP is to incorporate and build upon recent efforts to better harmonize and expand efforts to attain the 2030 WASH SDGs for rural communities through the Partnership for Expanded Water Supply, Sanitation and Hygiene (PEWASH) (2016).

Failure to address the current situation would have dire consequences for the nation. Without immediate attention to this sector failure by policy makers and other key

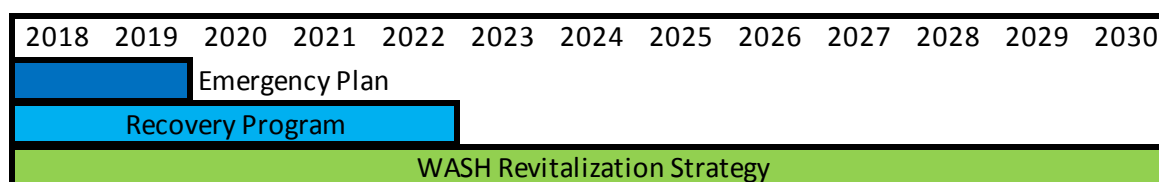
stakeholders, the country will, at best, continue to suffer from the damaging effects of the status quo. At worst, the situation will continue to deteriorate, making it increasingly difficult to recover and establish the policies and programming necessary to rehabilitate the sector. It is thus imperative to take stock of past failings and take decisive action now. Such action must be expansive and sustained as part of a long-term national commitment.

The country *can* and *must* take significant action to improve its water and sanitation sector. With the strategies put forward in this Action Plan, it is possible for Nigeria to transcend the current crisis. Achieving the SDGs is still within reach. The costs of not moving forward in the sector are simply too great to ignore; the lives of over 180 million individuals—and the fate of the nation as a whole—are linked to progress in this sector.

3. What is the Action Plan?

The Action Plan for the Revitalization of Nigeria's WASH Sector establishes a 13-year Revitalization Strategy and is the result of extensive consultation between the Federal and State Governments. Written comments received from the State governments, as well as feedback from the Second National Retreat on February 13th and 14th, which included State Commissioners and SWA General Managers from 28 states, were incorporated into this plan.

In order to best harness the political will demonstrated by the declaration of the State of Emergency to precipitate immediate improvements within the sector, the initial five years of the Revitalization Strategy will be designated as a 5-year Recovery Program, within which the first 18 months will be prioritized as the Emergency phase.



This Action Plan for the Revitalization of Nigeria's WASH Sector provides concrete actions for both the federal and state governments to follow during the Emergency Plan phase, as well as envisioned actions for the remaining 4 years of the Recovery Program. Due to the difficulty in anticipating the needs of the sector past 5 years, this Action Plan does not seek to establish specific actions for the final 8 years of the Revitalization Strategy. However, it prescribes a strategy which will guide the development of subsequent strategic documents.

4. Goal

The goal of the *Revitalization Strategy* is to ensure that all Nigerians have access to sustainable and safely-managed WASH services by 2030, in compliance with the Sustainable Development Goals (SDG) for Water (Goal 6.1) and Sanitation (Goal 6.2). In pursuit of this goal, the *Revitalization Strategy* is to strengthen and expand Nigeria's WASH services while simultaneously improving their effective and sustainable management.

The *Emergency Plan* aims to launch a renewed Federal-State partnership for WASH sector development by committing both levels of government to jointly: a) Improve the sustainable

management of existing Water Supply and Sanitation Services in both urban and rural areas to address the emergency; and b) Engage development and civil society organizations and other key stakeholders in the expansion of services, therefore establishing the partnerships and momentum required for the duration of the Revitalization Strategy to attain the 2030 SDGs.

The *Recovery Program* aims to establish and institutionalize the enabling environment required to support the effective and sustainable management of Nigeria's WASH services, laying the groundwork for implementing the necessary reforms through sound policies and laws. The Recovery Program also seeks to demonstrate immediate progress in the expansion of service quality and accessibility in order to maintain the enthusiasm and engagement required of all stakeholders to attain the objective of the overall *Revitalization Strategy* – the attainment of the SDGs for Water and Sanitation.

5. Principles of the Action Plan

- The AP aims at remobilizing the FGN and the States to prioritize WASH sector needs in terms of policy & institutional reforms, institutional capacity, funding & investment. The AP outlines a new Federal-State partnership for WASH sector development; one in which the States maintain their full sector development prerogatives while benefiting from an empowered FGN/FMWR to effectively guide, support, and incentivize their efforts. This national level AP will require the States to develop their own detailed action plans.
- The AP is intended as a flexible framework, subject to periodic reviews and revisions, integrating future sector/subsector policy, strategy or planning updates at Federal and State levels. A flexible framework is intended to institutionalize the regular stocktaking of progress towards sector reform and the documentation of lessons learned, which will then be used to modify the AP accordingly for improved results.
- The AP proposes updated sector funding principles and mechanisms, including rules and resources for Federal co-funding of State investments, in order to increase the overall allocation of resources to the sector, as well as better coordinate investments between the two tiers of government.
- The AP ensures short-term benefits and incentives for most, if not all, 36 States, including technical assistance (TA) support to develop State action plans, infrastructure masterplans, investment feasibility studies, detailed utility reform plans and supports, standard State-Utility Performance Agreements, financial management capacitation, tariff studies with poverty and social impact analyses, as well as access to State and SWA capacity building opportunities.
- Until permanent co-funding mechanisms are established, the FMWR will mobilize relevant donor funds to support such TA and capacity building (CB) needs.
- The AP does not seek to engage with all States at the same time, nor does it push reforms and investments on any States. The AP incentivizes all States with an equal

opportunity of access to Federal support, but only States that demonstrate and sustain a strong commitment to WASH sector reform may receive such support.

- The AP imposes a tremendous burden on FMWR's capacities to lead, support/implement and monitor the process across the 36 states. Robust and timely solutions for institutional strengthening, CB and TA have to be screened for FMWR.

6. Objectives of the Action Plan

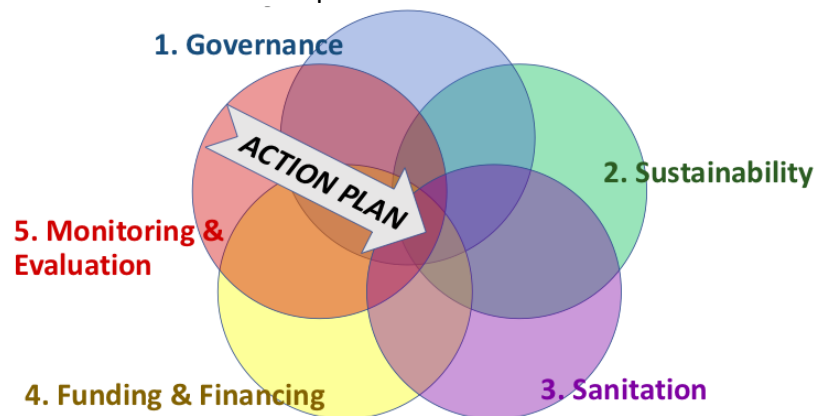
- i. Clarification of roles of federal, state, and local governments in water supply and sanitation service provision. The role of each government agency will be explicitly documented, with principles established for effective coordination and communications between each tier. These agencies should be insulated from political pressures, which tend to deemphasize sustainability in favor of quick wins.
- ii. Improving the technical capacity of water agencies at the federal, state, and local government levels. Training and financial resources will be available to build the capacity of existing staff to carry out their mandate. The Federal Ministry of Water Resources through the National Water Resources Institute (NWRI) will support State Water Authorities (SWAs) and other state-level government entities in enhancing their technical capacity. Where existing human resources are insufficient, provisions will be made to provide agencies with more autonomy over their human resources to attract qualified candidates and incentivize performance.
- iii. Establishment of the National WASH Fund. This Fund aims to bring available resources in line with the estimated expenditure required to ensure the attainment of the SDG goals for water and sanitation for all Nigerians by 2030. Additional resources should be mobilized at the state level.
- iv. Institutionalize sanitation as a necessary counterpart to water supply. Sanitation, long neglected in policy-making, needs to be prioritized in budget allocation and project planning. Where networked sanitation facilities are not feasible, PPPs could be promoted to improve fecal sludge management of on-site sanitation facilities. Community-Led Total Sanitation (CLTS) and other behavior change communication (BCC) initiatives will be supported to change mindsets around sanitation and hygiene.
- v. Design of a strategy for improving spending efficiency to reduce the staggering proportion of planned projects never started, not fully completed, or not rated satisfactorily. Efficiency improvements may be incentivized through rules- or performance-based transfers from the federal level.
- vi. Strategies for improving the effective targeting of scarce public resources to the poor and vulnerable lacking access to improved water and sanitation facilities. Such strategies may include experimentation with innovative, data-driven methodologies such as geographic mapping (e.g. WASHIMS), measures or proxies of household income, or coordination with existing programs of social protection.

- vii. Actions to improve the functioning and creditworthiness of networked services. Actions will include improving the autonomy of State Water Authorities (SWAs) over their fiscal and human resources, improving tariff collection, institutionalizing regular maintenance, establishing independent regulators at the state and/or federal level, introducing performance contracts and conditional transfers, and promoting private sector involvement (particularly through PPPs).
- viii. Strategies for improving rural water supply provision. With approximately 30% of water pumps and schemes likely to fail within the first year of construction, the government will seek to improve the sustainability of rural water supplies. Focus would be on those interventions that are known to improve outcomes, such as: institutionalizing the careful consideration of design factors known to impact sustainability, standardizing procedures and reducing the number of actors involved in construction projects, improving hydrogeological mapping and data collection, training community-based management committees, village level operation and management, and supporting an extensive spare parts supply chain.
- ix. Measures to regulate the informal sector in water supply and sanitation. The Government will formally recognize the necessity of informal services in the medium-term to expanding access. Such services include, but are not limited to, water vending, well-drilling, fecal sludge disposal, and water sachets/bottled water. The Government will establish explicit mechanisms for their regulation to ensure service quality and environmental sustainability.
- x. Interventions to promote household-level capital expenditures. In recognition that the attainment of the SDGs for water supply and sanitation will not only rely on public infrastructure, but also household-level facilities, the Federal Government is taking steps to both create an enabling environment for private financing through banks/microfinance institutions and, when necessary, provide targeted subsidies to poor households.
- xi. Mainstream data collection. The systematic collection of data is imperative for both the monitoring and evaluation (M&E) of government expenditures and the identification of gaps in the accessibility and quality of water supply and sanitation services, which should inform decision making and performance management. The FMWR will support states in the development of their monitoring and evaluation capacities, and an Inter-Agency Task Group at both the national and state level should coordinate M&E in the sector.
- xii. Design of communications strategy. Public and stakeholder communications for the rollout of the WASH Action Plan.

7. Components of the Action Plan

The plan comprises five components: **Governance, Sustainability, Sanitation, Funding and Financing, and Monitoring and Evaluation.** The revitalization of Nigeria's WASH sector will require multifaceted reforms, with each component necessary to attain the plan's goal. In addition, components are interrelated, whereby actions within each component generally

affect one or more of the other components simultaneously. Therefore, the Action Plan resides at the confluence of all five components:



A. Governance

The Federal Government’s National Water Supply Policy of 2000 (NWSP 2000) sets out the policy context for water service delivery in Nigeria. It promotes “the provision of sufficient potable water and adequate sanitation to all Nigerians in an affordable and sustainable way through participatory investment by the three tiers of government, the private sector and the beneficiary.” Responsibility for achieving this vision is shared among federal, state, and local governments, as well as communities.

In the urban water sector, reforms have sought a more commercial approach to water provision, transforming public water providers (SWAs) into autonomous corporations that use private sector practices in the delivery of services. Institutional reforms introduced by the 2004 Nigeria Urban Water Supply Reform Project 2004 (NUWSRP 2004) and subsequent World Bank projects (NUWSRP II and III) aimed to improve the reliability and financial autonomy of SWAs, as well as to increase access to piped water networks.

For rural areas, reforms have focused on expanding access. The 2016–2030 Partnership for Expanded Water Supply, Sanitation & Hygiene (PEWASH) sets a goal of increasing water supply coverage from 57 percent to 100 percent by 2030 through water system rehabilitation, as well as expansion and construction of low-cost rural water schemes. PEWASH envisions shared ownership and management of rural water points by communities and LGAs, with communities taking charge of operations and maintenance (O&M).

According to prevailing legislative and policy frameworks, the federal government is responsible for managing water resources, as well as leading the formulation of national policy and strategy advice for the public provision of water. Prevailing frameworks also allow for the federal government to make capital investments in support of state and LGA institutions. Responsibility for the provision and production of water services sits with state and local government institutions. For urban areas, responsibility for provision and production is assigned to SWAs and are formally accountable to state governments. Several states have established specific agencies for small towns, called State Small Town Water Supply and Sanitation Agencies (STWSSAs). Responsibility for rural areas varies by state. In principle, LGAs are responsible for the establishment, operation and maintenance of rural water supply schemes and sanitation facilities. Water, Sanitation, and Hygiene Departments

have been established within some local governments to oversee the delivery of water and sanitation services, and to provide support to communities in the facilities' management, sanitation promotion, and hygiene education. Water, sanitation, and hygiene committees (WASHCOMs) exist in some LGAs and are responsible for the management of water and sanitation activities at the community level. Many states have established State Rural Water Supply and Sanitation Agencies (RUWASSAs), which are responsible for supporting LGAs to manage the provision of potable water, sanitation and hygiene in rural communities. Still, in other states, SWAs are responsible for rural water production and provision.

In practice, self-supply is common, and citizens' trust in public provision remains low. Publicly provided water reaches only a small share of citizens. Access to piped water through household connections has decreased, and the post-construction functionality of water points and schemes remains low. Throughout Nigeria, nongovernmental organizations (NGOs), development partners, and the informal-private sector are directly involved in the production and provision of water services in both urban and rural areas.

Federal and state governments are both assigned a role in policy making. The FMWR is responsible for leading the formulation of national policy and strategy advice for the public provision of water. It is up to each state to adopt and implement national legislation and policy, as well as to decide on the institutional framework for delivering services. The National Council on Water Resources (NCWR) is the highest water resources policy formulating body, chaired by the Minister of Water Resources with representatives from the Federal Ministry of Environment and all state commissioners of water. State Ministries of Water Resources are responsible for policy, regulation, and monitoring—though not all states have a stand-alone ministry of water resources. Thus, while certain structures and policies related to water supply prevail throughout the country, there is a great deal of variation in the management and provision of water across jurisdictions.

Federal, state, and local governments are responsible for their own planning and budgeting, and each plays a role in financing capital and recurrent expenditures in the water sector. States are responsible for managing their public finances 'to deliver services required for meeting the development needs of the state including for urban and rural water supply. The federal government does not set targets or provide guidance to states regarding the level of resource allocation to water services, nor is there a national policy on tariffs. In line with their institutional framework for public financial management, most states have clear budget calendars that include time for consultation between the State Ministry of Budget and Planning and line ministries on sector needs and priorities. Once prepared, the budget is to be submitted by the governor to the State House of Assembly for approval. Limited information on the de jure arrangements for planning and budgeting at the local government level is available.

- **Tariff Setting and Collection in Urban Water**

Legally, state water agencies have authority to collect tariffs from customers for water consumption, and this is a potentially important source of internally generated revenue for state governments. Tariff collection practices vary by state, and nonrevenue water remains a challenge across the country. In some cases, SWAs directly collect tariffs; World Bank (2015a) finds that 51 percent of SWAs issue bills. In other cases, the state government or SWB collects tariffs on behalf of the utility. SWAs not issuing bills reported that they were

compensated by state governments (Lewis and Watts 2015). A significant number of illegal connections and ineffective billing systems have contributed to high rates of nonrevenue water. Operational cost recovery is close to the African regional average for the top 20 percent of SWAs, but near zero for the bottom 20 percent (World Bank, 2017).

Most state governments fund SWA operations, expenses, and salaries, partially compensating for low tariff collection. This appears to contribute to a context in which SWAs' autonomy from the SMWR is constrained. According to the 2015 performance assessment, almost 50 percent of SWAs (17 of 35) do not have the authority to decide how to allocate their revenue, and only 26 percent (9) have discretion on how to spend money in their accounts. For the other 8, the decision is made jointly by the SWA and the state government.

- **Human Resource Management and Accountability**

Broadly, the human resources required to manage Nigeria's water resources are available within the country, though these resources are not evenly distributed. For example, the absence of skilled workers in rural areas has been identified as a key constraint. There are strategies aimed at investing in the human capital of governments in charge of sanitation and drinking water, as well as plans to help cover remaining gaps in the distribution of human resources for these sectors. A recent UNICEF multi-stakeholder analysis of binding constraints in the water sector reveals that although a federal strategy exists to identify and better manage human resource problems and capacity gaps, it is not being implemented (UNICEF 2016). Findings suggest that political interference in employment processes is a key bottleneck (UNICEF 2016).

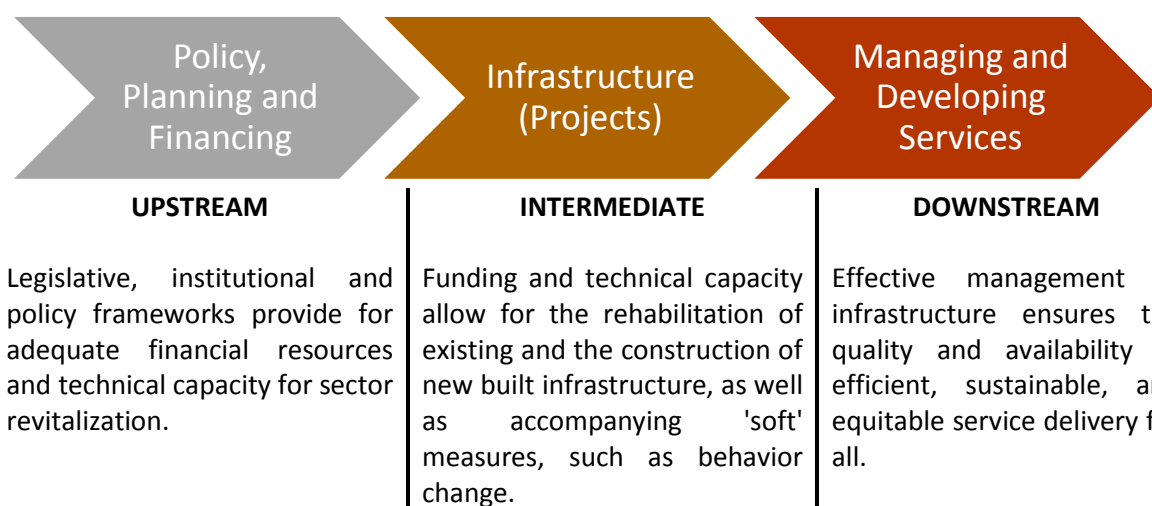
In urban water, arrangements for human resource management create complex lines of accountability for performance. Arrangements for managing State Water Agency staff vary. In principle, SWAs established as corporations have more autonomy over the management of their staff than those that were not. In practice, for most states, SWA staff members are civil servants appointed and dismissed by their respective state governments according to the rules and policies that govern the civil service. Twenty-three percent of SWAs had no autonomy to hire staff, and only 19 percent were consulted when new staff were being hired. To some extent, the fact that SWAs' human resource management is carried out by state governments limits their ability to manage or better incentivize the performance of their employees. Daily management of the SWA is carried out by a general manager appointed by and accountable to the SWB. Formally, SWA boards have the authority to appoint the general manager, though in practice, the process is influenced by the governor. Where they exist, the SWBs comprise government and political appointees; 2015 data reflect that consumers were represented on only three SWA boards and the private sector on only eight.

Inattention to stakeholder engagement and customer relations reduces the accountability of service providers and government agencies to their constituents. National and State sectoral reform should include provisions for increased stakeholder engagement for all levels of service. Service providers should maintain dedicated customer relations channels to both assist the immediate concerns of their customers and account for their feedback in the decision-making process.

Moreover, rural citizens have little power or influence over politicians and public provision, and politicians are not elected on the quality of water services. In addition, while the construction of new water points may be perceived by citizens as a visible improvement to their locality, improvements to water quality and water point maintenance are less visible to users. As such, these improvements are more difficult to achieve and there is little for local politicians to gain in addressing such systemic problems. Instead, local politicians have more to gain financially, or in reputation, from the construction of additional water points.

- **Way Forward:**

In order to ensure that sectoral efforts translate into effective service delivery, the service delivery pathway must be established and strengthened at all stages: from policy, planning and financing, through infrastructure improvements and expansion, and to effective management principles. A holistic national policy, reaching from the federal to the state and local government level, will be required.



Vision on Governance:

The WASH sector is governed by **reformed policy, legislative, institutional and regulatory frameworks** through which service providers (public and private) are **accountable** to customers and government and provide **efficient, sustainable and equitable** services.

GOVERNANCE - Emergency Plan Actions (next 18 months)

Actions by the Federal Government:

- a. Declare a State of Emergency with clear actions to be implemented to accelerate the sector's development.
- b. Secure the highest political will to develop and adopt policies and laws that produce an enabling environment for the development of efficient, sustainable and equitable service delivery.
- c. Design, adopt and implement the National WASH Fund.
- d. Review the National Water Supply and Sanitation Policy of 2000 (NWSP 2000) alongside States and pursue any necessary adjustments.
- e. Provide technical assistance to States in developing guidelines for the commercialization of service providers.
- f. Support states in the recovery of tariffs from federal institutions benefiting from water and/or sanitation service delivery.
- g. Improve state capacity for WASH through scholarships to the National Water Resources Institute (NWRI). Once established, promote the adoption of state-level requirements for sector experts to have successfully completed relevant coursework at NWRI.

Actions by Participating State Governments:

- a. Following the lead of the Federal Government, declare a State of Emergency with clear communication of state-specific plans/actions to be implemented.
- b. Secure the highest political will to launch sector reform through the adoption of state-level action plans.
- c. Participate in the National WASH Fund.
- d. Develop and adopt policies and laws that produce an enabling environment for the development of efficient, sustainable and equitable service delivery.
- e. Mobilize Civil Society Organizations and develop an effective communications policy to obtain community buy-in.
- f. Formalize the governance system for private sector participation in WASH service delivery.
- g. Establish inter-ministerial steering committees on WASH, chaired by the Governor, to take decisive action during the emergency period.
- h. Begin the process of commercialization of SWAs, including promotion of autonomy through the retention of revenue and hold them accountable for performance.
- i. Develop the critical skills and manpower required to drive and sustain WASH Services at the LGA level through the establishment of WASH Departments at the LGA level.
- j. Standardize the engagement of rural communities in the design and management of water projects, including the rehabilitation of existing systems. This includes the institutionalization of Village Level Operation and Maintenance (VLOM), which shall involve the establishment of WASH committees in all rural projects and the establishment of VLOM units at the State and LGA levels.
- k. Institutionalize the requirement for all development projects to obtain approval from water utilities prior to construction, in order to avoid damage to water and sanitation pipelines and other assets.

GOVERNANCE - Recovery Plan Actions (next 5 years)

Actions by the Federal Government:

- a. Review National Policies and harmonize/modify to better promote necessary reforms.
- b. Review existing enabling environment and develop and implement a framework to promote increased private sector investment.

Actions by Participating State Governments:

- a. Develop WASH masterplans and investment plans (a “projects pipeline”) with FGN Support as needed (including TA through the WASH Fund).
- b. Engage in capacity and institutional development and design incentives for sustainable service delivery models (e.g., through FGN support through TA mobilized through the WASH fund).
- c. Institutionalize review of governance instruments (policy, law, guidelines etc.) at set timelines (recommendation of every 5 years).

B. Sustainability

The sustainability of the WASH services (i.e developing enduring systems and processes for the prolonged delivery of water and sanitation services) is rated highly unsatisfactory. The WASH sector is characterized by the inability of water and sanitation systems to meet current demand.

While access to improved water at the national level increased, access to piped water on premises declined from 12 percent in 1990 to 7 percent in 2015. This is mainly due to a steep decline in access to piped water in urban areas—from 32 percent to less than 10 percent. The sharp decrease in access to piped water in urban areas was due to rapid urbanization, lack of investment, and institutional constraints in the expansion of services. Moreover, households continually face the risk of bacteriological or chemical contamination by increasingly relying on alternative water providers or private household solutions, such as unregulated borehole drilling, which offer limited data on aquifer recharge and saline intrusion. On the supply side, the decrease in the provision of water to less than 50 liters per person per day affects the sustainability of the water utility systems and leads to an inconsistent supply of water for those few consumers who have access to a water connection. In rural areas, access to piped water was already low in 1990, and there was an additional decrease of 2 percentage points by 2015.

At least part of the shortcomings in the WASH sector is connected to deficiencies in the performance of water agencies, water points, and water distribution schemes. More than 38 percent of all improved water points and around 46 percent of all water schemes are nonfunctional (deemed out of service in 2015). Further, nearly 30 percent of water points and water schemes appeared to fail in the first year of operation after construction, presumably because of poor build quality. Certain factors, if more carefully considered during the design, implementation, and operational stages, would drastically decrease the failure rates of water points and water schemes.

When considering most water-utility service indicators, Nigeria underperforms in relation to both African and global averages. Data from International Benchmarking Networks for Water and Sanitation Utilities (IBNET) highlight that Nigerian SWAs perform below the average level of performance for utilities in Africa, for most available indicators. The few exceptions include the indicators of staffing levels and chlorine test compliance. The data further indicate that Nigerian SWAs underperform global IBNET averages.

Moreover, existing assets are overloaded, aging rapidly, and in many cases run below their design capacity due to low quality standards. Some of the particular issues include a lack of appropriate codes of good practice regarding installation specifications, standards, management and operations; poor budgetary releases; inadequate norms of operation and management practices; and limited human resources capacity for proper operation and maintenance. This is aggravated by weak financial planning and management capacity whereby cost recovery principles (proper tariff vs justified subsidies) are not adopted and have debilitated sector performance. In addition, irregular power supply affects service

continuity that exposes the assets to further degradation, alongside the financial losses stemming from the reduced time of asset availability and use. Service providers also lack autonomy and the sector lacks a framework for accountability of its various stakeholders.

State Water Commissioners and State Water Authority General Managers have additionally flagged the following issues which contribute to the poor sustainability of water supply and sanitation services: 1) low staff remuneration and morale does not provide sufficient incentive to improve the quality of their work; 2) sub-standard quality of water production and distribution equipment and supplies are used in construction; and 3) water supply infrastructure is often damaged as a result of the construction of other development projects, such as transportation infrastructure.

It is envisioned that successful intervention under this new initiative will lead to increased capital injections to expand production and distribution capacity through improved budgetary allocation from State Governments, as well as the proposed National WASH Fund, to realize universal access to improved WSS services.

Vision on Sustainability:

Autonomous and functional service providers are equipped with the **necessary capacity** to provide **efficient, sustainable and equitable** service delivery.

SUSTAINABILITY - Emergency Plan Actions (next 18 months)

Actions by the Federal Government:

- a. Provide technical assistance to state governments and public service providers to improve operational and financial efficiency.
- b. Develop and implement a communication strategy for the WASH sector.
- c. Develop and enforce quality standards for all relevant materials and equipment essential to water supply and sanitation.
- d. Support the revision and enforcement of the code of practice for construction of WASH facilities.

Actions by Participating State Governments:

- a. Improve the operational and financial efficiency of service provision through dedicated technical assistance and capacity building, as well as budgeting for sustainability.
- b. Allow SWAs to recruit relevant personnel.
- c. Review and operationalize sector reform laws and regulations towards ensuring autonomy of service providers and their accountability to stakeholders.
- d. Commence rehabilitation and regular maintenance of existing WASH infrastructure to improve service provision.
- e. Create the required enabling environment and build sector capacity to support PPPs.
- f. Commit and implement the PEWASH Programme.
- g. Develop water safety plans to improve water quality from both networked and non-networked water supplies.
- h. Put in place a framework to ensure the replacement or relocation of SWAs' pipe network due to other development projects, such as road construction, in bill one.
- i. Develop and implement a communications strategy using the federal guidelines.
- j. Commence phasing out asbestos cement pipes.

SUSTAINABILITY - Recovery Plan Actions (next 5 years)

Actions by the Federal Government:

- a. Continue to provide technical assistance to improve service provider's operational and financial efficiency.
- b. Ensure functionality of monitoring systems and link to an incentivized budget allocation scheme based on good performance.
- c. Promote increased private sector participation in the sector.
- d. Rehabilitate federal dams wherever required to meet water demand of SWAs.

Actions by Willing States:

- a. Continue rehabilitation and regular maintenance and begin expansion of existing WASH infrastructure.
- b. Promote increased private sector participation in the sector, especially through service contracts for the operations and management of small schemes and the development of necessary supply chains.
- c. Engage in institutional development and design incentives for sustainable service delivery models.
- d. SWAs are made autonomous and accountable through a binding performance contract between the Agency and Government to accelerate planning and implementation.

C. Sanitation

The sanitation sector is in a precarious condition. Nigeria did not meet the sanitation targets for the MDG, and the country has seen an overall decline in access to improved sanitation.

At a national level, there was a decrease of 9 percentage points in access to improved sanitation. Access decreased from 38 percent in 1990 to 29 percent in 2015. Urban and rural access to improved sanitation were both 38 percent in 1990, and decreased to 33 percent in urban areas and 25 percent in rural areas in 2015.

Approximately 46 million Nigerians—25 percent of the population—practice open defecation. At the national level, open defecation rates remained relatively stable, with a 1 percentage point increase during this 25-year period. However, open defecation more than doubled in urban areas, from 7 percent in 1990 to 15 percent in 2015. The practice of open defecation also increased in rural areas during this time period, though to a lesser extent—from 31 percent to 34 percent.

There is significant reliance on on-site sanitation as a low-cost form of technology for reducing levels of open defecation, and the private sector provides services for excreta management. However, the final disposal sites of on-site sanitation technologies raise significant concerns about sustainability.

Although there is limited information on the use of household sanitation facilities, there is evidence that many households with an improved sanitation facility still include at least one household member that does not use it. There is also a large gender divide in the use of latrines: adult men are more likely than adult women to use the toilet.

Some other issues in sanitation include: a lack of clarity in the roles and responsibilities across government MDAs and overlaps amongst agencies, i.e., no home for sanitation in State Water agencies (SWAs); low institutional support, guidance and a poor enabling environment, leading to weak private sector investments; limited knowledge, capability, and capacity within the community of practice on wastewater and fecal sludge management and reuse; inadequate clarity on actions to address sanitation and hygiene issues in urban areas; weak governance, low political will, and low public investments; government perception of sanitation as a personal issue; and behaviors, attitudes and culture stigmas around toilet use.

Vision on Sanitation:

By 2030, **every Nigerian will have access to safely managed sanitation and hygiene facilities** in cities, small towns, and rural communities.

Milestones for Sanitation:

Sanitation milestones include: a) **Eliminate open defecation** by 2025; b) **Attain 100% coverage of improved sanitation** with a mix of on-site and sewerage systems by 2030; and c) **Effective systems are in place for fecal sludge management** by 2030.

SANITATION - Emergency Plan Actions (next 18 months)

Actions by the Federal Government:

- a. Fast track development of the National Policy on Sanitation (harmonization of the various policies).
- b. Convene a National Conference on Sanitation & Hygiene for stakeholder consultation.
- c. Identify and support States to demonstrate citywide approaches to sanitation development.
- d. Presidential launch of a *National Campaign to Eliminate Open Defecation* in June 2018.
- e. Initiate or scale up behavior change and education program to promote sanitation facilities and the eradication of open defecation and urination.

Actions by Participating State Governments:

- a. Enforce building codes and related legislation regarding minimum number of sanitation facilities. Enact new codes where existing codes are inadequate.
- b. Improve access to sanitation and hygiene services in public spaces in preparation for legislation against open defecation and urination.
- c. Initiate or scale up behavior change and education program to promote sanitation facilities and the eradication of open defecation and urination.
- d. WASH responsibility firmly established with SWAs for urban and semi-urban centers, and with RUWASSAs for rural areas.
- e. Design and construct modular cluster effluent treatment plants in the interim with a view to develop central sewerage in the long-term.
- f. Engage PPPs in a transparent manner to promote and regulate effective containment, emptying, transport, treatment and disposal and/or reuse of fecal sludge. This includes conversion of sewerage into profitable outputs, such as cooking gas and organic fertilizer.

SANITATION - Recovery Plan Actions (next 5 years)

Actions by the Federal Government:

- a. Develop a Sanitation Value Chain Strategy to promote investment in wastewater and fecal sludge management, including promotion of innovative technologies that recycle treated fecal sludge and wastewater into economically-viable byproducts.
- b. Support and roll out of sanitation marketing and financing initiatives.

Actions by Participating State Governments:

- a. Develop and implement specific strategies to address the promotion and regulation of effective containment, transport, treatment, and disposal and/or reuse of fecal sludge.
- b. Development of State Roadmaps for the Elimination of Open Defecation.
- c. Legislate against open defecation and urination practices (Nasarawa example).

D. Funding and Financing

According to the 2000 Water Supply and Sanitation Services (WSS) policy, financing urban and rural water among the three tiers of government; in practice, federal, state, and local governments, as well as NGOs, communities, and development partners play a role. Accurate data reflecting the actual share of expenditure on capital investments and recurrent costs across these actors are unavailable.

The level and efficiency of public expenditure in the water sector is low. Capital expenditure by the federal government and states was close to 0.28 percent of GDP, which is lower than regional levels (0.70 percent of GDP). Furthermore, a large share of construction projects are never started or fully completed, and only 85 percent of completed projects are rated as satisfactory.

Nigeria needs to spend more to achieve the SDGs in WASH. Recent preliminary estimates produced for this strategy suggest that Nigeria must invest about 2.5 percent of its current GDP per year to cover the CapEx costs of reaching the SDGs by 2030 (Table 1). A large share of these needs require support by the public sector (1.3 percent of GDP, equivalent to \$5.2 billion a year until 2030). These investments need to be cost shared by the federal, state and local governments.

Table 1: Total Investments Needs for Achieving the SDGs by 2030

	Investment Needs for Existing Population (2016)			Investment Needs for Future Population to 2030			Total Investment Needs for Achieving the SDGs by 2030			As % of GDP per Year
	Urban	Rural	Total	Urban	Rural	Total	Urban	Rural	Total	Total
Water	17,123	6,420	23,543	16,301	1,414	17,715	33,424	7,834	41,258	0.85%
Sanitation	30,221	15,271	45,492	28,088	3,455	31,543	58,309	18,726	77,035	1.59%
Hygiene	1,787	138	1,925	2,201	35	2,236	3,988	173	4,161	0.09%
Total	49,131	21,829	70,960	46,590	4,904	51,494	95,721	26,733	122,454	2.52%

Note: Urban-Rural Population Estimates between 2016 and 2030 calculated using growth estimates from United Nations Department of Economic and Social Affairs (2014). Population estimates for 2016, obtained from the World Bank Regional Indicators, serve as base year. WASH access estimates for existing population calculated using the National Water Supply and Sanitation Survey (2015). The estimates include the aggregate costs of providing basic and safely managed water and sanitation services to the population of Nigeria. Nigerian Unit costs for providing access to basic and safely managed services obtained from Guy Hutton and Mili Varughese (2016), with some additional changes made to the costs of rural tube well based on consultations with the Nigerian Government in 2016.

Table 2: Total Public Expenditure Needs (only CapEx) for Achieving the SDGs by 2030

	Investment Needs for Existing Population (2016)			Investment Needs for Future Population to 2030			Total Investment Needs for Achieving the SDGs by 2030			As % of GDP per Year
	Urban	Rural	Total	Urban	Rural	Total	Urban	Rural	Total	Total
Water	13,698	5,136	18,834	13,041	1,131	14,172	26,739	6,267	33,006	0.68%
Sanitation	12,088	2,291	14,379	11,235	518	11,753	23,324	2,809	26,133	0.54%
Hygiene	1,787	138	1,925	2,201	35	2,236	3,988	173	4,161	0.09%
Total	27,574	7,565	35,138	26,477	1,685	28,162	54,051	9,249	63,300	1.30%

Note: Urban-Rural Population Estimates between 2016 and 2030 calculated using growth estimates from United Nations Department of Economic and Social Affairs (2014). Population estimates for 2016, obtained from the World Bank Regional Indicators, serve as base year. WASH access estimates for existing population calculated using the National Water Supply and Sanitation Survey (2015). The estimates include the aggregate costs of providing basic and safely managed water and sanitation services to the population of Nigeria. Nigerian Unit costs for providing access to basic and safely managed services obtained from Guy Hutton and Mili Varughese (2016), with some additional changes made to the costs of rural tube well based on consultations with the Nigerian Government in 2016.

At the subnational level, state public investment management is weak. The 2011 PEFA documents indicates low execution rates for state capital budgets; at the same time, capital expenditures represent a larger share of actual state spending on water supply than recurrent costs. The 2011 PEFA finds that the procurement and management of capital investments was centralized, with the governor directly responsible for decision making on large and medium contracts.

For urban water, state governments rather than SWAs take the lead on capital investments, providing the necessary permissions to proceed, approving the design and financial plans, managing the bidding process, supervision of projects, commissioning the investment and transferring it to the SWA. State expenditure on water supply is impacted by the low credibility of state budgets and discretionary cash rationing. States rely on intergovernmental transfers from the federal government to finance their budget. Difficulty in predicting the amount and timing of these transfers leads to a mismatch between the approved budget and the actual available resources. The resulting need for cash rationing introduces scope for discretionary decision making with regard to expenditure priorities, centralized in the governor's office or with key advisors. In-year adjustments are typically made without formally updating the budget. Low budget credibility limits the MDAs' ability to predict the availability of funds against the approved budget.

For local governments, a key issue is whether federal transfers reach local government accounts. Intergovernmental transfers to local governments flow from the federal level to states, which—in principle—are expected to release funds to the LGAs. There is a great deal of variation in the public financial management arrangements between states and LGAs across the country, as well as limited transparency in how these arrangements work in practice.

A key area to investigate further is the role of community-based water, sanitation and hygiene committees (WASHCOMS). Communities (through WASHCOMs) are expected to contribute to financing the operation and maintenance costs of rural water. WASHCOMs are present for 34 percent of water schemes, and schemes in which WASHCOMs are present are less likely to fail than when they are not present. How communities play a role in practice—including how they access and manage finance—will remain unclear without additional fieldwork.

The government should invest in closing implementation gaps, supporting service delivery capabilities in the water sector, and promoting greater integration of the private sector into the water and sanitation sectors. As part of scaling up capacity-building programs, the sector requires pragmatic approaches to human resource management to better align incentives, promote greater accountability, and encourage the retention of talent. Moreover, there should be greater, and a more strategic, promotion of private sector involvement in water management, paving the way for the introduction of new methods and skills. The careful introduction of public-private partnerships (PPPs) in the operation and maintenance of selected water systems can be a potentially game-changing opportunity: allowing the sector to replenish its skills and learn from experimentation, while also placing competitive pressure on public operations to offer better, more efficient services. Similarly, the role of the informal water vending, well-drilling, and fecal sludge disposal businesses should be better recognized

within the existing legal and political frameworks, and thus better integrated, through regulation, into the water and sanitation service delivery chains.

The water sector requires greater and more efficient financing and investment—including an upgraded tariff and subsidies structure and a more accountable budget process. To help attain cost-recovery and affordability objectives, there should be a greater emphasis on decoupling tariffs and subsidies and a better targeting of subsidies. To incentivize better sector performance, it is imperative to push forward on a financing structure that is more accountable and driven by results. The establishment of rules-based funds—to channel federal budget support to state investments in a more transparent manner—would be an important tool for empowering federal leadership, and to guide and incentivize sector development and reform by the states. Renewed emphasis is also needed on a long-term utility credit-worthiness agenda that promotes access to commercial finance.

Vision on Funding and Financing:

Service providers **generate revenue to cover their operations and maintenance expenses**, with the intention to partially, if not completely, fund their capital investments in the long run. Communities without access to networked services are **supported with the education, training and financial mechanisms** necessary to achieve sustainable access to safely managed water supply and sanitation facilities.

***Note:** Supplemental funding is made available from the Federal and State levels to make up for any gaps, particularly when significant capital expenditure is necessary to improve access to quality WASH services. In the short-term, such supplemental funding may also cover operations and maintenance expenses, provided that the service provider is implementing the necessary reforms to attain cost-recovery.*

FUNDING & FINANCING - Emergency Plan Actions (next 18 months)

Actions by the Federal Government:

- a. Commit to investing a minimum of 3 times the current WASH investment level.
- b. Establish a National WASH Fund to promote a renewed Federal-State partnership towards the credible pursuit of the SDGs. This Fund is envisioned as a tool to promote an indispensable and renewed Federal-State partnership, through which: a) Adequate funds are available to expand service coverage through the rehabilitation and construction of infrastructure; b) States maintain full responsibility for their WASH sector development; and c) the FGN effectively guides, supports, and incentivizes state investment and reform efforts.
- c. Interim funding resource, particularly grants and special funds, are immediately made available for technical assistance and capacity building to establish the momentum of reform and promote State and project readiness.
- d. Develop a national policy on tariff design.

Actions by Participating State Governments:

- a. Commit to investing a minimum of 3 times the current WASH investment level.
- b. Improve revenue collection.
- c. Tariff review and financial planning to lay the groundwork for autonomous funding and cost recovery of, at a minimum, the operations and maintenance expenses of the sector. The SWAs should be encouraged to hold stakeholder meetings to discuss tariff reform, and to publish tariffs regularly.
- d. Ensure state government institutions pay tariffs owed for water supply and sanitation services.

FUNDING & FINANCING - Recovery Plan Actions (next 5 years)

Actions by the Federal Government:

- a. Commit to further increasing investment to a minimum of 5 times the current WASH investment level.

Actions by Participating State Governments:

- a. Commit to further increasing investment to a minimum of 5 times the current WASH investment level.

Table 3: Proposal for a National WASH Fund

<p>A. Minimum requirements for state eligibility</p> <ul style="list-style-type: none"> • Policy soundness: a) A clear and sound State WASH policy that adheres to minimum principles; b) Substantial progress in legal and institutional reforms for the project subsector (urban/rural, water/sanitation); c) A drafted WASH masterplan; d) An active M&E and data reporting system; and d) Implementation of a communications strategy on the reform process. • Progress on reform implementation, including: a) Utility corporatization, and b) Utility Performance contracts. • Project quality and readiness. 	<p>B. Structure of the Fund</p> <ul style="list-style-type: none"> • Co-financing grants (or loans) for investments projects • Co-financing terms adapted, (simplified) from WIMAG (2007) • Grant window for studies/TA, capacity-building, advocacy, M&E needs, etc. 	<p>C. Sources of Funding</p> <ul style="list-style-type: none"> • Federal account allocation • Special taxes and levies • Federal budget allocations • Donors • Capital Markets • Revolving funds (repayments) • Other relevant sources
<p>D. Eligible Projects</p> <ul style="list-style-type: none"> • Urban & Rural WASH <ul style="list-style-type: none"> • Infrastructure • Selected studies • Technical assistance, capacity building • Advocacy • Demand subsidies • Guarantees 	<p>E. Allocation</p> <ul style="list-style-type: none"> • Distribution formula that will allow for: a) Promoting competition; b) Promoting policy priorities such as sanitation, access for the poor and vulnerable, private sector involvement, and/or social accountability; and c) Accounting for unequal State status. • Performance-based • Results-based disbursement 	<p>F. Fund Operations</p> <ul style="list-style-type: none"> • Ring-fenced, independent institution • Reports to a Board with representation from the FGN, states, CSOs, and other sector stakeholders • Professional fiduciary management requirement • Strong analytical, technical, policy and regulatory capacity for project appraisal and advisory roles • Transparency through annual audits

E. Monitoring and Evaluation

The availability of reliable data to inform decision making, manage performance, and contribute toward greater public accountability is limited. Government data in Nigeria are often inadequate, frequently ambiguous and contradictory, and sometimes virtually nonexistent. Systems for regular service monitoring of the water sector are in the design phase, with data on service delivery still collected in an ad hoc manner and many indicators failing to capture necessary information.

The Department of Planning, Research and Statistics in WASH Institutions are statutorily assigned to carry out M&E and data management functions at national, state and local government levels. Development partners and NGOs are also involved in data collection and data management, in partnership with government agencies.

At the federal level, the National Water Resources Institute is tasked with providing training and education, data collection, and dissemination services in the field of water resources development. Within the FMWR, there has been some traction with regard to collecting information on the functionality of water points and schemes. For example, the WASH Poverty Diagnostics has used data from the 2015 NWSS, which were collected by the FMWR in 2015. Yet more refined data are needed. There are a number of constraints with regard to the quality, timeliness, and availability of data on public accounts and national finances, thus making it difficult to understand the volume and efficiency of expenditure in the water sector.

For urban water, SWAs are expected to collect and monitor customer data and be responsive to end users, though the actual collection and use of data by SWAs is mixed. Overall, 97 percent of SWA customer databases maintain information on billing, and 91 percent maintain information on collection and disconnection due to nonpayment. Only 37 percent collected information to assist in targeting their services to the poor (World Bank 2015b). Reporting on water quality varies between regions. In 2015, 26 SWAs reported having customer relations departments, and a further eight had staff assigned to manage customer relations. Only 6 percent of SWAs reported having no system in place for customers to rectify billing errors. Yet, despite the existence of customer-oriented systems, evidence suggests that such systems are not effectively used to improve performance (World Bank 2015b).

Public access to information on urban water is limited. On average, 40 percent of SWAs publish tariff revisions in the local media, 40 percent hold public hearings on major investment projects, and 39 percent disclose water monitoring reports (World Bank 2015b). Yet there is variation across the SWAs. Lack of transparency regarding approved state budgets and funding flows further constrains public scrutiny (no state government has presented audited accounts more recently than 2013).

Moreover, rural citizens have little power or influence over politicians and public provision, and politicians are not elected on the quality of water services. While the construction of new water points may be perceived by citizens as a visible improvement to their locality, improvements to water quality and water point maintenance are less visible to users. As such, these improvements are more difficult to achieve and there is little for local politicians to gain

in addressing such systemic problems. Instead, local politicians have more to gain financially, or in reputation, from the construction of additional water points.

A key challenge in rural water supply is information asymmetry with regard to the quality of services provided by drilling contractors and monitored by MDAs. The need for specialized skills to construct boreholes means that neither water users nor government actors are easily able to discern whether a newly constructed borehole is providing high-quality water or whether the water supply will be sustained long-term. This means that government regulation of borehole construction is often difficult and ineffective, and service users in rural areas are unable to hold contractors or the state accountable. Where government monitoring of rural water takes place, the data collected provide information on the number of water points constructed, rather than on the quality of service provided. This means that important information on water provision is not collected, and hence state expenditure on rural water is made according to the number of water points constructed rather than the actual quality of the service provided.

With the support of UNICEF, the FMWR is in the process of implementing the WASH Management Information System (WASHIMS) across Nigeria. WASHIMS is a user-friendly tool for collecting, organizing and processing sector data for informed decision making. The system captures a variety of data generated at various levels and consolidates this information. As part of WASHIMS, a cost-effective Real-Time Functionality Tracking System (RTFTS) has been introduced to monitor the functionality of water systems in rural communities, particularly boreholes. The system has shown promise in improving water point functionality through improved response times following breakdown.

Other identified issues include: i) Low data generation culture leading to data collection on an ad-hoc basis; ii) Data generation is not harmonized, but instead is episodic and project driven (mostly as a donor requirement); iii) Multiplicity of systems, approaches and tools used in the sector by different groups; iv) Lack of consistency in application of templates; v) Low capacity to collect, analyze and store data; vi) Low demand for data by stakeholders; and vii) Inadequate appreciation of the link between effective decision making and data management.

Vision on Monitoring and Evaluation

To ensure availability of **reliable data to inform decision making, manage performance and contribute towards greater public accountability.**

MONITORING & EVALUATION - Emergency Plan Actions (next 18 months)

Actions by the Federal Government:

- a. The Draft National M&E Framework should be concluded and launched.
- b. FMWR should convene a forum to harmonize tools, system and approaches for M&E in the sector.
- c. The state level presentation of the M&E Framework for adoption by the states should be organized.
- d. The FMWR should support with technical assistance to develop guidelines for data collection and management at State level so that there are universal data collection guidelines in the country.
- e. Put in place and energize mechanism for routine monitoring and data collection at the LGA and State levels with corresponding data aggregation, analysis, and dissemination at the national level.

Actions by Participating State Governments:

- a. Review the National M&E Framework & Protocols for uniformity in WASH reporting and management.
- b. All the SWAs should have M&E units and should work in collaboration with the State Planning Ministries.
- c. Conduct needs assessment covering the full gamut of M&E framework in the states to wit: adequacy of existing structure, staffing, system (operational procedure, IT form, tools, templates), data management protocol, logistics support and finance.
- d. Take advantage of the TA to be facilitated by FMWR, to bridge the existing capacity gap as it domesticates the national and M&E framework.
- e. Set up the Inter Agency Task Group on M&E framework to consolidate the M&E capacity in the states.

MONITORING & EVALUATION - Recovery Plan Actions (next 5 years)

Actions by the Federal Government:

- a. Sustain the development of states M&E capacity with full implementation of the M&E framework.
- b. Conduct regular sector performance reviews for the purpose of benchmarking for rewards and to promote competition among states and WASH institutions.

Actions by Participating State Governments:

- a. Internalize all tools developed with the assistance from various intervention to improve data management practice.
- b. Deepen the implementation of the M&E framework.
- c. Consolidate and harmonize the various management information systems to enhance data compatibility towards an integrated sector-wide data and information management system.
- d. Ensure establishment of a regulatory mechanism for the local monitoring of WASH activities and subsequent reporting to LGA and State levels.

8. The AP Development Process to Date

Action/Milestone for Development and Implementation of National WASH AP	Date
Retreat on Revitalizing the WASH Sector in Nigeria	28 – 29 September, 2017
Meeting of the Task Force to develop the draft Action Plan in Ghana	3 – 9 December, 2017
Receive feedback on Draft AP from states and Task Force members	31 Jan 2018
Secure FGN feedback and support for the AP, including preliminary commitment to sector development objectives and investment co-financing needs	9 Feb 2018
Incorporate State and FGN feedback into Draft AP	6-9 Feb 2018
Consultation with Development Partners	9 Feb 2018
Second meeting of Task Force to finalize AP	12 Feb 2018
Consultation retreat in Abuja with State Commissioners and General Managers from all states	13-14 Feb 2018

9. Tentative Timetable

Action/Milestone for Development and Implementation of National WASH AP	Responsible Party	Tentative Date of Completion	Achievement Indicator(s)
Draft Action Plan update completed and final version produced	FMWR	23 Feb 2018	
Presentation and approval of Final Action Plan by FEC	FMWR/ FEC	Mar/Apr 2018	
Setting up the working group for designing the National WASH Fund	FMWR	Apr/May 2018	
Commence TA and CB assistance to willing states	FMWR	Apr-July 2018	
Declaration of State of Emergency and launch of the Action Plan including the National WASH Fund	President	Apr/May 2018	
Circulation of Final Action Plan to all stakeholders	FMWR	May 2018	
Prepare and obtain signed MOUs from willing states	FMWR/ States	Starting from June 2018	
Develop and implement AP communications strategy	FMWR	May/June 2018	
Sensitize CSOs and the private sector	FMWR	May/June 2018	
Design and implement capacity building and technical assistance programs/studies to assist states in accessing the NWF	FMWR	Apr 2018	
Take-off of the National WASH Fund	FMWR	Jul 2018	
Identify readiness of states for WASH Fund support	NWF	Jul-Sep 2018	
NWF up and running	NWF	Dec 2018	
SDGs achieved (!)	Nigeria	2030	