

**WATER SUPPLY AND SANITATION SECTOR REFORM  
PROGRAMME**

**PHASE (WSSSRP III)**

**INCEPTION REPORT**

Submitted to:

Mr Andy Mondoka (Key Expert)  
Project Office,  
Ministry of Water Resources,  
Yola,  
Adamawa State.

By:

Dr. Rahila A. Ahmadu  
(Water Legislation)  
(Non Key Expert)

# **TABLE OF CONTENTS**

<b>1.0 INTRODUCTION</b>	6
<b>2.0 MEETINGS</b>	6
2.1 Meeting with Mr Andy Mondoka (Key Expert)	6
2.2 Meeting with Officials of the Ministry of Water Resources	7
2.2 Meeting with Officials of the Ministry of Water Resources	7
<b>3.0 FIELD VISITS</b>	7
3.1 Meeting with Ngurore Village Community	7
<b>3.2 FUFURE LOCAL GOVERNMENT</b>	8
<b>3.2.1 Gurin</b>	9
<b>3.2.2 Dansin Hausa</b>	10
<b>3.2.3 Karlahi Verre</b>	10
<b>3.3 SONG LOCAL GOVERNMENT</b>	11
<b>4.0 MEETING WITH NON GOVERNMENT STAKEHOLDERS</b>	11
<b>4.1 International Red Cross and Red Crescent Movement (ICRC)</b>	11
<b>4.2 Go International</b>	12
<b>5.0 CONSULTATIONS WITH STATE GOVERNMENT     STAKEHOLDERS</b>	12
<b>5.1 State Ministries</b>	12
<b>5.2 Meeting with Permanent Secretary Ministry of Water Resources (MWR)</b>	13
<b>5.3 Adamawa State Water Board</b>	13
<b>5.4 Adamawa State Small Towns Water Supply and Sanitation         Agencies</b>	13

<b>6.0 DEBRIEFING</b>	14
<b>7.0 CONCLUSION</b>	14
<b>8.0 KEY FINDINGS</b>	15
<b>9.0 Attestation</b>	16

**ANNEX 1 BRIEFING NOTE BY THE TEAM OF CONSULTANTS ON A MISSION TO ADAMAWA STATE**

## **LIST OF ABBREVIATIONS**

**AfDB** African Development Bank

**CSOs** Civil Society Organisations

**DFID** Department for International Development

**EU** European Union

**IDPs** Internally Displaced Person

**ICRC** International Red Cross and Red Crescent Movement

**KE** Key Expert

**MDGs** Millennium Development Goals

**M&E** Monitoring and Evaluation

**MDAs** Ministry Departments and Agencies

**MWR** Ministry of Water Resources

**NGOs** Non Governmental Organisations

**NKE** Non Key Experts

**PS** Permanent Sectary

**RUWASSA** Rural Water Supply and Sanitation Agency

**STOWSSA** Small Towns Water Supply and Sanitation Agency

**UNICEF** United Nations Children's Education Fund

**WSSSRPIII** Water Supply and Sanitation Sector Reform Phase III (Project)

**WCA** Water Consumers Association

**WASHCOM** Water, Sanitation and Hygiene Committee

**WASH** Water Sanitation and Hygiene

**WASHCOM** Water Sanitation and Hygiene Committee

## **1.0 INTRODUCTION**

The focus of the Water Supply and Sanitation Sector Reform Phase III (Project) (WSSSRPIII) is to provide benefitting States of Adamawa, Ekiti and Plateau with access to safe water supply and basic sanitation services. In order to attain the lofty goals of the programme, the focal States would initiate a Water Policy and legislation to regulate and strengthen institutions operating in the sector for enhanced efficiency and effective service delivery. Accordingly, a mission was undertaken to Yola, Adamawa State, to assess the state of water and sanitation in some selected communities as well as hold consultative meetings with officials of the Ministry of Water Resources and other stakeholders on the proposed reform.

## **2.0 MEETINGS**

The groundwork for the various meetings was concluded by Mr Mondoka, Key Expert (KE), however, prior to the commencement of the scheduled meetings, a briefing session on the scope of work to be undertaken within the 5 days was held at the Adamawa State Project Office.

### **2.1 Meeting with Mr Andy Mondoka (Key Expert)**

The meeting with Mr. Mondoka (KE) commenced at 9.00am on Monday, 15<sup>th</sup> June, 2015, at the Project Office housed in the Ministry of Water Resources. Mr. Mondoka gave an overview of progress made since his arrival in Yola a year ago, the challenges encountered in the process and expressed optimism that the programme would be successfully implemented in view of the support, cooperation and

commitment of the Adamawa State Government and other relevant stakeholder groups. Rahila Ahmadu and Mr. Olayide Olu-Lawal to officials of the Ministry

## **2.2 Meeting with Officials of the Ministry of Water Resources**

The purpose of the meeting was to formally introduce the visiting Non-Key Experts Mrs directly involved with the implementation of the programme. The Deputy Permanent Secretary on behalf of Permanent Secretary welcomed the two Non-Key experts to Yola and expressed delight that the visit was an indication of progress being made towards actualising the objectives of the programme.

Mrs. Ahmadu and Mr. Olu-Lawal each made brief remarks on their areas of expertise and looked forward to working closely with the Ministry and other relevant stakeholders.

## **3.0 FIELD VISITS**

The trips offered unique opportunity of travel by road and exposure to the amazingly beautiful landscape and habitat of communities visited.

### **3.1 Meeting with Ngurore Village Community**

The team led by Mr. Mondoka, (KE) travelled to Ngurore in the afternoon of Monday, 15th June, 2015. The meeting with Village Community stakeholders was held at the residence of Mal. Aldo Abubakar Baba Lawan, the Village Head. He warmly welcomed the

team to Ngurore. It would be recalled that the Village had played host to the Internally Displaced Person (IDPs) of the Boko Haram insurgency which had ravaged North East Nigeria, Adamawa State inclusive.

The meeting discussed extensively challenges maintenance of functional facilities, rehabilitation of abandoned ones, commemoration of World Hand Wash Day (15<sup>th</sup> October), World Toilet Day (19<sup>th</sup> November); importance of hygiene, the implication of open defecation; contamination of ground water, and water borne diseases (cholera, diarrhoea); community contribution to project cost, surveillance of assets against vandalism and theft, sustainability of assets and mobilisation of the inhabitants via the Water Consumers Association (WCA) platform to key in to the programme.

At the end of the meeting, the team accompanied the Village Head and members of Water Consumers Association (WCA) undertook inspection visit to some of the non functional water facilities in Ngurore which has resulted to dependence of the population on hand dug wells and unsafe water from the river with its attendant health implications for daily needs.

### **3.2 FUFURE LOCAL GOVERNMENT**

The team led by Mr. Mondoka (KE) visited Gurin, Dansin Hausa, Karlahi Verre communities all in Furfore Local Government. Meetings were held with Community Leaders, representations of Water Consumers Association (WCA), and Water, Sanitation and Hygiene Committee (WASHCOM). Discussions centred on issues of



sanitation, hygiene, community contribution to project cost, efficient water management and sustainability.

At the Fufore Local Government Secretariat, the team met with the Head of Service, Mal. Gidado Galadima. Issues discussed during the included among others; lack of funds, water supply, hygiene, sanitation, in small towns and sustainability of facilities. The Head of Service promised to support WASHCOM whenever funds were available.

Offices of Rural Water Supply and Sanitation Agency (RUWASSA) housed in the Local Government Secretariat were inspected before departure to Dasin Hausa.

### **3.2.1 Gurin**

The meeting took place at the residence of the District Head Alh. Ibrahim M. Yero. The Chairman (WASHCOM) Abdullahi Galadima, expressed frustration at the failure of the Adamawa State Government to provide its share of counterpart funds when the community had met its 5% financial contribution to the cost of the water project. As a result the project was abandoned. The Desk Officer of Small Towns Water Supply and Sanitation Agency explained in details what had transpired and appealed to members of WASHCOM to exercise patience as the community would benefit in the ongoing phase of the programme.

Members of WASHCOM did not seem to believe that the abandoned water project could ever be completed as was being canvassed. However, representatives of the Gurin community were assured that an appeal would be made to the State Government to pay its

share of contribution to the project cost. The team accompanied by members of the WASHCOM thereafter, inspected the abandoned project in Gurin.

### **3.2.2 Dansin Hausa**

In Dansin Hausa, the team met at the residence of Mal. Shittu Ahmadu the Village Head. After a brief discussion, the team proceeded to inspect the water facilities in the Village. The Millennium Development Goals (MDGs) facility in Dansin Hausa has capacity to meet the water needs of the entire small town if rehabilitated. Attached to the facility is a sachet water plant. The plant the team was told is meant to produce sachet water for sale to members of the public and the funds realised deployed towards maintenance of the water facility. Regrettably, the project has been abandoned.

### **3.2.3 Karlahi Verre**

The Village Head, Mal. Adamu Ahmed was away to Yola at the behest of the Lamido of Adamawa. However, the team was received at his residence by the Chairman and members of WASHCOM who briefed the meeting of several unsuccessful attempts made to drill boreholes in the area due the rugged nature of the terrain. The challenge of unsafe stream water shared with animals and rampant cases of water borne diseases is of concern to the community. The meeting explored alternatives sources of getting water to the community including rain harvest or tapping from an identified spring source located about five kilometres away from Karlahi as

possible solution to the dire water need situation. On the issues of sanitation and hygiene, the meeting was proudly informed that Karlahi would soon receive the Open Defecation Free Certification.

### **3.3 SONG LOCAL GOVERNMENT**

The field visit to Song Local Government took place on Wednesday 17<sup>th</sup> June, 2015. The meeting with WCA and representatives of the Local Government took place on the project site. The challenges militating against efficient water supply were identified and discussed exhaustively. The Song water project according to Mr Mondoka (KE), represents one of the success stories of community based efficient water management. The few challenges observed were replacement of cables, submersible pumps, increased storage capacity of the raw water tank and elevation of the other. The challenges could be addressed through “Quick Wins “as provide in the programme.

### **4.0 MEETING WITH NON GOVERNMENT STAKEHOLDERS**

Upon return from Song, a meeting was held with officials of two key stakeholders in the water sector.

#### **4.1 ICRC**

The International Red Cross and Red Crescent Movement (ICRC) a Non Governmental Organisation (NGO) operating in the water sector in Adamawa State. An official of the ICRC informed the team that it had sunk boreholes in the IDPs camps in Yola and would intervene in the water sector in Mubi North.

## **4.2 GO INTERNATIONAL**

Go International has been involved in the provision of boreholes for communities in Adamawa and Taraba State over the years. Its Founder Mr. David Okpikpi while briefing the team stated that his organisation has never collaborated with the Ministry of Water Resources. He stated that, Go International receives funding for its activities from local and international Non Governmental Organisations.

## **5.0 CONSULTATIONS WITH STATE GOVERNMENT STAKEHOLDERS**

Consultative meetings were held in the State Secretariat as follows:

### **5.1 State Ministries**

On Thursday, 18<sup>th</sup> June, 2015; series of meetings took place between the team and officials of some line Ministries namely; Health, Environment and State Planning Commission. Discussions were extensive, in depth, frank, informative, revealing and intellectually nourishing. The gamut of information gathered provided useful insight into the nature of the working relationship between the Ministry of Water Resources and the line Ministries, and areas of conflict.

## **5.2 Meeting with Permanent Secretary Ministry of Water Resources (MWR)**

At the close of the day, the team had the opportunity to meet with Dr. Usman Bala, Permanent Secretary Ministry of Water Resources. The meeting was brief and provided opportunity for the visiting Non Key Experts (NKE) to be introduced formally to their host. The PS informed the team that inadequate funding of the approved budget of the Ministry has hindered implementation of capital projects. Also, he stated that both the African Development Bank (AfDB) and the Department for International Development (DIFD) would intervene in the water sector.

## **5.3 Adamawa State Water Board**

The meeting with Mal. Isa Yerma Usman General Manager Adamawa State Water Board commenced at 10a.m. on Friday 19<sup>th</sup> June, 2015. The GM gave a historical overview of the water sector management in Adamawa spanning over four decades, highlighting various challenges and prospects of investment in the sector through public private partnership. One of the most prominent challenges had to do with inadequate funding, decayed infrastructure and facilities, poor public perception of water as social good which ought to be supplied to citizens free of charge, unsustainable tariffs regime, low staff morale, lack of staff training and refresher courses; among others.

## **5.4 Adamawa State Small Towns Water Supply and Sanitation Agency (STOWASSA)**

The session commenced at 12:45pm on Friday, 19<sup>th</sup> June, 2015. The programme Manager Mal. Shuaibu Suleiman highlighted activities and challenges confronting the Agency. Funding has been a major

challenge because the Agency since its establishment had not received take off grant from the government. Similarly, lack of capacity to monitor projects, inadequate staffing, lack of staff training, lack of infrastructure and facilities role conflict between Agency and the Ministry of Water Resources are issues of concern.

## **6.0 DEBRIEFING**

Dr. Bala Usman, Permanent Secretary, Ministry of Water Resources chaired the session which was attended by Directors, Senior Officers, Desk Officer STOWSSA, and the team. Mr. Olu-Lawal (NKE) presented the Briefing Note after which it was discussed and agreed to. See Annex I for details.

## **7.0 CONCLUSION**

The declared objectives of the Water Supply and Sanitation Sector Reform Programme Phase III documents are: **“to improve water policy and institutional framework; to support water supply and sanitation in the three States Adamawa, Ekiti and Plateau to enable them fulfill their mandate of delivering sustainable water and sanitation services.”** However, there are preconditions that would as of necessity be put in place before the lofty goals of the programme can be realised.

## 8.0 KEY FINDINGS

The following are some of the Key Findings arising from the five days mission to Yola, Adamawa State:

- (i) The Adamawa State Water Policy (which is supposed to drawn from with National Water Policy) is at the drafting stage.
- (ii) Adamawa State has no Water Law.
- (iii) The intendment of the Adamawa State Water Board Edit No.4 1996; and Adamawa State Small Towns Water Supply and Sanitation Agency Law, No.8 of 2011, are inadequate and as such cannot support the reform envisaged by the programme.
- (iv) The Water Sector is inadequately funded.
- (v) There is dearth of information and data on the Water Sector.
- (vi) There is no standardisation of operations in the Sector
- (vii) There are no rules and regulations on drilling of boreholes, issuing of licences and permits.
- (viii) There is no Code of Conduct for borehole Drillers.
- (ix) There are no Polluters sanctions.
- (x) Water sector infrastructure and facilities are old.
- (xi) Public awareness on water resources as an economic good is limited.
- (xii) Citizens perceive provision of clean water as a social responsibility of Adamawa State Government.
- (xiii) The water governance structures established in small towns lack the capacity to deliver on their mandate, even though they are central to sustainability of the projects.
- (xiv) There are no sanctions for water spillage and waste.

- (xv) The tariff regime in operation cannot attract Private investment in the Sector
- (xvi) There is no established platform for periodical interaction between Ministry of Water Resources, its Agencies, Donors, Civil Society Organisations and other stakeholders operating in the Sector.
- (xvii) There is no effective Donor coordination and harmonisation in the State.
- (xviii) There is no Monitoring and Evaluation of the Sector.
- (xix) Visibility of WSSSRP is limited.

## **9.0 Attestation**

This report is the product of the five days visit to Yola, Adamawa State during which several meetings and consultations were held with various stakeholders in the water sector. The key findings contained in this report are personal and not the official position of the E.U.



**WATER SUPPLY AND SANITATION SECTOR REFORM  
RPROGRAMME PHASE III (ADAMAWA STATE PROJECT OFFICE)**

**BRIEFING NOTE BY THE TEAM OF CONSULTANTS ON A MISSION  
TO ADAMAWA STATE**

The team of consultants comprising Mrs. Rahila Ahmadu, Water Legislation Expert and Oluyide Olu-Lawal, Political Economy Analysis Expert arrived Yola, Adamawa State on Sunday 14<sup>th</sup> June 2015.

The mission took off on Monday 15 June with a briefing meeting with the project Key Expert (KE), Mr. Andy Mandoka. This was followed by another briefing meeting with senior officials of the Ministry led by the Deputy Permanent Secretary (PS) who stood in for the PS.

On Tuesday 16 June, the team led by the KE visited some selected communities in the state where they met with the community leaders and representatives of the Water Consumers Associations. Some water sites in each community were also inspected. The communities visited include Ngurore, Gurin, Dasin Hausa, and Karlahi Verre all in Fufore Local Government.

On Wednesday 17 June, the team was in Song where they held a meeting with the Water Consumers Association and also inspected the water project in the town. On arrival in Yola, the team held

meetings with officials of the Red Cross who are in the state providing support for the Internally Displaced Persons (IDPs). Another meeting was also held with a Civil Society Organization (Go International) operating in the water sector.

On Thursday 18 June, the team held series of meetings with officials of line ministries including the Ministry of Health, Ministry of Environment and the State Planning Commission. Later in the day the team formally met and held a meeting with the Permanent Secretary, Dr. Bala Usman in his office.

On Friday 19 June, the team of experts together with the Project KE was at the state Water Board and the Small Towns Water Supply and Sanitation Agency. Meetings were held with the leadership of the two agencies.

## **Key Findings**

In the course of the visits and meetings carried out in the last five days, the following were some of the findings of the team:

- Almost all communities visited lack access to quality potable water.
- The state of hygiene and sanitation in all but a few of the communities was not up to minimum required standard.
- Almost all the communities have functional Water Consumers Associations (WCAs).
- There is high level of willingness on the part of members of the WCAs to collaborate with government, donors and NGOs in order to access quality water.
- There is a willingness and readiness on the part of members of the community to contribute a token in support of any effort

geared at making them have access to water, or even pay for quality water.

- At the state level, the team observed that there is no functional structure for collaboration among line ministries involved in the water sector.
- Both donor and sector coordination are non-existence in the state.
- Arising from the above, donors come to the state and intervene in the water sector without the required recourse to policies and procedures of government.
- CSOs/NGOs operating in the water sector in the state are far removed from activities handled by MDAs
- Projects implemented by CSOs/NGOs record better success than those of government agencies including the MDG.
- The team noted there is apparent lack of regulation of activities of operators in water sector in the state thereby making the business of water an all-comers affair.
- At the level of the Ministry, even though water is one of the priority areas of the state government, inadequate resources hamper effective delivery of services.
- The Ministry is thus highly incapacitated by inadequate qualified personnel, inadequate funding, and operational equipment to deliver on its mandate.
- There is lack of up-to-date data in the Ministry due to low level of modern technology.
- There seems be lack of job satisfaction and motivation sometimes resulting in frustration on the part of the staff of the Ministry.

- Role conflict is observed among the staff, between the Ministry and its agencies, and between the Ministry and other line ministries operating in the sector.
- There is an urgent need to explore alternative sources of income for the sector in the state.
- Inadequate expertise, lack of transparency and accountability are strong issues hindering success in the sector.
- Political interference and lack of political will and commitment are twin challenges bedevilling the water sector in the state.
- In the face of all these challenges, the leadership of the Ministry remains focused and resolute in achieving its mandate.

## **Conclusion**

There is no doubt that the Ministry is faced with a lot of challenges internal and external that require urgent attention if the objectives of the Project are to be achieved. It should be noted that the EU that is funding this project expects a lot from the beneficiaries. It is in this light that the Leadership of the Ministry needs to continue to work hard and carry every stakeholder along. It is also important that we put our personal interests and individual differences aside in order to achieve the objectives of the Project in the state.

Finally, we will like to state that this visit is just one side of our assignment and this briefing should not be taken as the final report of the assignment or the opinion of the funding agency, the EU.

Thank you.