

**"Technical assistance for the implementation of water supply and sanitation sector reform programme Phase III in Adamawa, Ekiti and Plateau States (Nigeria)"**

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**Stakeholders' Survey and Baseline Study on the On-going Reform Process in Adamawa State**

***"Quick Assessment of Water Supply and Sanitation Sector in the State"***  
*Draft Report*

**May 2014**



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led by Hulla & Co. Human Dynamics KG

## WATER SUPPLY AND SANITATION SECTOR REFORM PROGRAMME PHASE III

### REPORT ON STAKEHOLDERS'S SURVEY AND BASELINE ON THE ON-GOING REFORM PROCESS IN ADAMAWA STATE, NIGERIA

*"Quick Assessment of Water Supply and Sanitation Sector in the State"*

May 2014

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## List of Acronyms

AfDB	African Development Bank
ASSTWSSA	Adamawa State Small Towns Water Supply and Sanitation Agency
ASRUWASSA	Adamawa State Rural Water Supply and Environmental Sanitation Agency
ASWB	Adamawa State Water Board
CBA	Community Based Association
CBO	Community Based Organization
CLTS	Community Led Total Sanitation
CSO	Civil Society Organization
CSP/NIP	Country Strategy Paper/National Indicative Programme
DFID	Department for International Development
EDF	European Development Fund
EHC	Environmental Health Club
EC	European Commission
EU	European Union
FMWR	Federal Ministry of Water Resources
IWRM	Integrated Water Resources Management
UBRBDA	Upper Benue River Basin Development Authority
LEEDS	Local Economic Empowerment and Development Strategy
LGA	Local Government Area
M & E	Monitoring and Evaluation
MDA	Ministry Department and Agency
MDG	Millennium Development Goals
MIS	Monitoring Information System
MWR	Ministry of Water Resources
NAO	National Authorizing Officer
NEEDS	National Economic Empowerment and Development Strategy
NWRMP	National Water Resources Master Plan

NGO	Non-Governmental Organization
NKE	Non-Key Expert (STE)
NPC	National Planning Commission
NRW	Non Revenue Water
O & M	Operation and Maintenance
PIA	Project Implementation Agency
PIP	Performance Investment Plan
PRA	Project Recipient Agency
PPP	Private Public Partnership
PSC	National Level Programme Steering Committee
PSP	Private Sector Participation
SEEDS	State Economic Empowerment and Development Strategy
SEPA	State Environmental Protection Agency
STE	Short Term Expert
STGWS	State Task Group on Water and Sanitation
STWSSA	Small Towns Water Supply and Sanitation Agency
SWSRCC	State Water Sector Reform Coordination Committee
TAT	Technical Assistance Team
UN	United Nations
UNDP	United Nations Development Fund
UNICEF	United Nations Children's Educational Fund
VHP	Volunteer Hygiene Promoters
WASH	Water, Sanitation and Hygiene
WASHCOM	Water, Sanitation and Hygiene Committee
WASRA	Water Supply Regulatory Agency
WCA	Water Consumers Association
WHO	World Health Organisations
WSAs	Water Supply Associations
WSS	Water Supply and Sanitation

WSPs	Water Supply Providers
WSP	Water and Sanitation Programme
WSSSRP	Water Supply and Sanitation Sector Reform Programme
WSSSRPIII	Water Supply and Sanitation Sector Reform Phase III (Project)

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## Executive Summary

This report presents the results of an integrated stakeholder's survey, a baseline study of the on-going reform and a rapid overview of the water and sanitation sector in Adamawa State. It consists of five main parts. The **first part** presents the Introduction and Methodology used in the stakeholders' survey with a rapid overview of the WSS and elements of the on-going reform and baseline study to be done. The **second part** is devoted to the Purpose of governance reform and description of the key stakeholders in the WSS sector in Adamawa State. The main *functions and processes (policies and legislative framework, etc)* in the WSS are the focus of **part three**, and **part four** provides an analysis of the stakeholder versus the processes taking place in the sector together with some findings and conclusions. All of this, together with the analysis of the roles and responsibilities of these stakeholders in the on-going reform process within the context of the WSSSRP III is reflected in an overview-summary document which is attached as Annex 1 to this report. Finally, **part five** presents conclusions, and some recommendations.



## Part I- Stake Holders Survey: Introduction - Methodology

### 1.0 Introduction

Adamawa State has been selected as a beneficiary state in the Water Supply and Sanitation Sector Reform Programme Phase (WSSSRP III) project under the 10th European Development Fund Country Support Paper/National Indicative Programmes (EDF CSP/NIP).

Within the framework of this project and more specifically, as part of the Inception phase of the TA component, a Stakeholders Mapping - Baseline Study on the on-going Reform Process in Adamawa State has to be conducted. This mapping –baseline study exercise also has an objective to provide a rapid Assessment of Water Supply and Sanitation Sector in the State.

By presenting the processes taking place in the water and sanitation sector and its definition, the stakeholder mapping will help identify how and where the stakeholders should intervene or act in the sector. The assessment of the water and sanitation sector will be built upon the identified processes and sources of information in relation to the stakeholder's interventions in each of the processes. The overall aim is to promote good governance which involves constructive cooperation between the different sectors' stakeholders where the result should be (i) the efficient use of resources, (ii) a responsible use of power, and (iii) an effective and sustainable services provision.

Good governance emerges when stakeholders engage and participate with each other in an inclusive, transparent, and accountable manner to accomplish better service provision, which is performed within the rule of law. Lack of transparency and accountability, inadequate sector policy and legislation (with consequent low participation of private sectors); weak institutional framework, incl. low technical and managerial expertise, weak monitoring and evaluation system, poor operation and maintenance mechanism; and lack of coordination within the sector, result in the mismanagement of water resources and in turn negatively affects the availability of water, service delivery, and in an overall loss of revenues.

This WSSSRP III will encourage the key stakeholders to participate more effectively in the on-going sector reform. In addition, it will contribute to the system's analysis which hopefully will lead to designing processes and systems that encourage the active participation of all stakeholders. Lastly, the approach taken in this project will help to ensure the inclusion of all stakeholders and the maximization of their roles and contributions.

### 1.1 Brief on Adamawa State

Nigeria has abundant water resources and is situated in West Africa, lying between longitudes 2°49'E and 14°37'E and latitudes 4°16'N and 13° 52'North of the Equator. The annual rainfall varies from 4,000 mm in the South – East to below 250 mm in the extreme North-East and is subject to significant temporal variation. The hydrology of Nigeria is dominated by the Niger-Benue and the Chad system ultimately which find their way into the Chad Basin or down the lower Niger to the Sea. This means that Nigeria's watercourses form part of international shared watercourses and hence is also shared domestically through the 8 river basins. The surface water resources potential of the country is estimated at 267.3 billion cubic metres while the groundwater potential is 51.9 billion metres (NWRMP 1995). The three tiers of government, Federal, State and Local, have exclusive legislative powers as well as concurrent responsibility for water resources. Therefore, there is significant potential for conflicts. It is important that a coordinated framework

is made more efficient and effective to support all sectors of society especially domestic water supply and sanitation services.

At the global level a high level of significance has been placed on the importance that rapid population growth has as it invariably is accompanied by an increase in the delivery of essential services such as water supply, sewerage and sanitation, and collection and disposal of solid wastes. Water demand in urban and small town areas is increasing at a rate, which is not proportional to the rate of expansion of water supply and sewerage services. At the international level water supply and sanitation has occupied an important place in the Millennium Development Goals (MDGs). Water contributes and is a key driver of almost all the MDGs, but more directly, it contributes to the eradication of extreme poverty and hunger through food production, improved water supply and sanitation. This priority treatment follows official reports estimating about one billion people in the world living without access to improved drinking water supplies while 2.6 billion people live without adequate sanitation. Nigeria is the most populous state in Africa and is one of the countries in sub-Saharan Africa with a great challenge in meeting the MDGs. According to the estimates of the 2013 WHO/UNICEF Joint Monitoring Programme (JMP) for Water Supply and Sanitation figures estimate that 61% of the population of Nigeria have access to safe water while 31% have access to basic sanitation. This means that substantial number of the Nigerian population; 39% and 69% still lacks access to safe water and basic sanitation respectively.

It is doubtful whether Nigeria will be able to meet the MDGs and hence has to provide for a better management framework to improve its water supply and sanitation sector.

## 1.2 Water Resources

The hydrology of Nigeria is dominated by the Niger-Benue and the Chad system ultimately which find their way into the Chad Basin or down the lower Niger to the Sea. This means that Nigeria's watercourses form part of transboundary shared watercourses and hence are also shared domestically through the 8 eight river basins. The surface water resources potential of the country is estimated at 267.3 billion cubic metres while the groundwater potential is 51.9 billion metres. (NWRMP 1995).The three tiers of government, Federal, State and Local, have exclusive legislative powers as well as concurrent responsibility for water resources. Therefore, there is significant potential for conflicts. It is important that a coordinated framework is made more efficient and effective to support all sectors of society especially domestic water supply and sanitation services.

There is no clear definition of responsibilities and a lack of coordination in the water resources management in the state.

The MWR is supposed to be the overall policy making organ of the State Government and has the responsibility for co-ordination of all state water supply and sanitation agencies and all implementation activities. There are three subsidiary organisations that also play a role in water supply and sanitation. These are the Adamawa State Water Board (urban area), the Adamawa Small Towns Water Supply and Sanitation Agency (Small Towns) and the Adamawa State Rural Water Supply and Sanitation Agency covering the rural areas.

The Local Government Authorities (LGAs) in the 21 administrative zones have their Water and Sanitation Units (WASU) responsible for the operation and maintenance of water supply schemes in local communities – both rural and peri-urban. The Adamawa Environment protection and sanitation agency (AEPISA) is responsible for the solid waste collection and the sanitation in the urban sub-sector. The absence of sewerage systems limits its tasks in sanitation to development and service to

latrines and septic tanks; although their main focus is on solid waste collection and the liquid waste aspect s current find themselves in a grey area (vacuum).

### 1.3 Overview of Water and Sanitation Sector in Adamawa State

Adamawa state has not done very well with respect to water supply and sanitation provision. It is however in the process of improving this situation through the implementation of WSSSRP III and other intervention measures began before advent of the project. Both the urban and rural dwellers in the state are not adequately supplied with these services as significant percentages remain with very poor services delivery. In this regard the poor and disadvantaged continue to bear the brunt of the effects of this poor service delivery. The reasons for this poor service delivery can be attributed to many factors ranging from inadequate service delivery, lack of policy articulation, poor funding, inadequate capacity, lack of adequate priority to poor coordination mechanisms. The state needs to completely transform its institutional set up and culture of civil servants if it has any opportunity to improve water supply and sanitation in the State.

### 1.4 Methodology

Stakeholder survey/ baseline study on reform is a prerequisite step for an assessment of the reform of water governance in the sector. The water sector stakeholder analysis aims to review and analyse the gaps in policy, legislation, and institutional setup. It does this in order to identify and analyse the good governance risks in the water and sanitation sector and understand each stakeholder's source of legitimacy, roles, responsibilities, and potential contribution to improve the governance structure and to support sector institutions in the three states to deliver sustainable water supply and sanitation services. The baseline study on the on-going reform process serves to identify the state of affairs in the sector which will serve as reference point for the WSSSRP III. This part takes into consideration the information provided at the formulation stage of the WSSSRP III. Conducting a stakeholder analysis is a useful tool in identifying the processes involved in the water sector, the various interest groups, and the roles they perform in the water sector. It would also prepare for detailed baseline studies in the field. Achieving the objective of the WSSSRP III is highly correlated with a clear understanding of the potential roles and contributions of the various stakeholders to the processes taking place within water governance. It is to this end that the stakeholders' survey/Baseline study exercise was carried out in Adamawa State.

The following methodology was undertaken in conducting the Stakeholder survey/baseline study on on-going reforms/Stakeholder mapping exercise:

- i. Review of relevant documents about the sector including studies, policies and laws (where available). A list of references that were reviewed are included in Annex-1
- ii. Identify various stakeholder groups (PIA, PRAs, etc);
- iii. Analyze the gathered information.

The stakeholder analysis was undertaken through the following methodology:

- i. **Identification:** Water and Sanitation sector stakeholders in Adamawa State (and in the LGAs) were identified and defined in relation to their involvement in the water sector.
- ii. **Listing of Stakeholders:** A comprehensive list of stakeholders working in Adamawa State (and other States), who have a stake in the sector, and who can significantly contribute to the sector reform (was) were prepared, discussed, and approved by the two teams.

- iii. **Process Analyses:** Description of the water governance structures and processes taking place and the role stakeholders play in the water and sanitation sector.
- iv. **Overall Analysis:** The importance and influence of the main stakeholders involved in water governance were carefully detailed and analyzed.
- v. **Identification of Gaps and Tasks:** For the main institutions involved in the water and sanitation sector and initial analysis of the sector reform risks a clear and coherent assessment was created.
- vi. Draft the findings;
- vii. Compile the Baseline Survey/stakeholders' mapping report.

### Box 1: Stakeholder engagement processes

WSSSRPIII aims to strengthening relevant policies and strategies in the field of WSS. The project also looks to facilitate networking between stakeholders involved in this agenda. Several approaches will be utilised in order to encourage stakeholder engagement. These can be broadly categorised into three areas, each of which perform a different function within the project:

- **Active involvement:** The active involvement of stakeholders concerns their direct participation in shaping an initiative and/or its core outputs. In terms of WSS securing a wide range of opinions and perspectives from stakeholders is crucial to this process.
- **Consultation:** Consultation is less intensive, in terms of time and levels of engagement, than active involvement. It refers to processes such as gaining feedback on document drafts, meeting with stakeholders to discuss the project. Consultation will require face-to-face communication. Consultation helps to set up a two-way flow of information exchange around the project.
- **Information provision:** This relates principally to disseminating information concerning WSSSRPIII and its key outputs, which will include reports and publications relating to WSS and IWRM. This will take place principally through conference, workshops and post/email.

It is clear that there will be different forms of engagement throughout the WSSSRPIII project using various media. The stakeholder network identified within this report provides the basis for taking this element of the project forward.

## Part II - water governance reform – baseline study

### 2.0 Background

It is now recognised by all actors that governance, i.e. *the state's ability to serve the citizens, is a key component of policies and reforms for poverty reduction and that good governance is key to the sustainable achievement of development objectives and to the effectiveness of development assistance*. The broad definition of governance that the EC adopted in its 2003 Communication on Governance and Development (1):

*'Governance concerns the state's ability to serve the citizens. It refers to the rules, processes and behavior by which interests are articulated, resources are managed, and power is exercised in society. The way public functions are carried out, public resources are managed and public regulatory powers are exercised is the major issue to be addressed in that context'*. (Ref: 6)

**Water governance** comprises a broad range of political, social, environmental, economic, and administrative systems that are in place to regulate the development and management of water

resources, and the provision of water services. More specifically, water governance relates to the processes by which decisions are made and implemented, and is the result of interactions, relationships, and networks between different sectors (government, public sector, private sector and civil society) involved in service delivery.

It involves **decisions, negotiations, and different power relations between stakeholders** to determine who gets what, when, and how. Governance in general includes more actors than just the government; many stakeholders are involved. Stakeholders include water users themselves, but in addition it includes governmental and semi- governmental organizations such as municipalities, utilities, service providers, NGOs, donors, and civil society organizations. In improving water services delivery and water resources management it is therefore important that an integrated water resources management (IWRM) approach be followed.

Water is one of the most valuable natural resources in Adamawa State as it is needed for **agriculture, industry, and daily life**. The scarcity of this resource in general, makes the water sector one of the most strategic sectors in Adamawa State, together with the energy sector. The MWR has therefore a daunting task in the State to use and manage the limited water resources in an effective way as an inadequate system of governance hinders progress and development of the water sector. These factors have challenged the stakeholders of the water sector in Adamawa State to improve the effective use and management of the available water resources. In turn, it has urged the State government to initiate reforms in the water governance structure by reforming its institutions, and increasing accountability and transparency.

There is now more focus on understanding the underlying (power) relationships in a sector and the functioning of informal or traditional relations, which are often less visible, that have a strong influence on the chances of effective reform within the sector or beyond.

## 2.1. Current situation in the State - WSSSRPIII

*Why are reforms necessary in the water sector in Adamawa State?*

In general, the need for reforms in the water sector arises from the need to address the poor performance of the institutions charged with the responsibility of service provision. The poor technical and financial performance was a result of a number of factors such as unclear roles and responsibilities of institutions; very low investments in the sector; low cost recovery; overstaffing with non-technical staff; poor water apportionment and allocation practices; catchments degradation and weak enforcement of rules and regulations.

A 2011 EU-funded Project Formulation Mission was carried in November/December 2011 (ref. 7) for the three participating States in the WSSSRPIII thus, including Adamawa State. This mission covered the overall state governance of the water and sanitation sector and the agencies active in the urban, small towns and rural areas. The methodology used based on the following key focal institutional areas: 1. *Legislative and regulatory framework*, 2. *Mandates and operation modalities*, 3. *Public Finance Management (PFM)*, 4. *Management Capacity*, 5. *Organization and Structure*, 6. *Human Resources*, 7. *Budgeting and Financial Performance*, 8. *Planning and Implementation*, 9. *Monitoring and Evaluation*, 10. *Equipment and Assets*, 11. *Service delivery*, 12. *Coordination with other water sector related institutions/agencies at National and State levels*.

These major challenges and the required reforms for each sub-sector were discussed and agreed upon with the stakeholders.

These challenges will be transformed into bench marking. Key among them would be:

- i. A clear legal, policy and institutional framework supported by the strategies that take the needs of contemporary society in consideration.
- ii. Initiation of changes of mindsets and habits at all levels.
- iii. Commercialization and better management of most of urban water service provision.
- iv. Improved revenue collection.
- v. Improvements in enforcement of water resources regulations.

## 2.2 Why Stakeholder involvement/analysis in Baseline study?

The involvement of relevant stakeholders in the WSSSRPIII is central to the success of the project. Ultimately, the core objective of WSSSRPIII, as reflected in the Project Formulation document, the FA/TAP and the ToR, is to develop/strengthen the capacity of the stakeholders in the State to respond to the challenges faced by the water and sanitation sector. This will encompass, for example, *awareness raising events, targeted policy and legislative actions, the production of guidance and the analysis of case studies*. The project will also, in itself, deliver *concrete projects responses on the ground through the implementation of specific projects and actions*.

As a member of the community of nations, Nigeria subscribed to the MDGs and set out targets for attainment of water supply coverage of 75% and 65% for sanitation by 2015. The recent national assessment of progress made so far, revealed that we are presently at 65% coverage for water supply and 41% for sanitation – this situation is rather causing anxiety for the decision makers both at national and state levels. Therefore recognizing that the national development can only be fully realized by ensuring that Nigerians have adequate water supply and sanitation; and recognizing that adequate resources must be provided to enhance effective provision and management of appropriate water infrastructure, *it was decided to open the water sector for other stakeholders to participate*. Such stakeholders include sub-national (States) and municipal (Local) governments, private sector and international developmental partners.

As it is clear that for any country to effectively manage its water resources, such country must set up effective mechanisms to cooperate both internally and externally.

Internally in Nigeria, has been a continued strengthening of collaboration between the national (Federal) government and other sub-national (States) and municipal (Local), as well as individuals, institutions and the private sector.

There are a range of benefits associated with stakeholder engagement in this context. They include:

- **Learning and awareness raising:** Involving stakeholders in the project can help to raise awareness. Identifying stakeholders also provides an audience for the subsequent dissemination of project outputs.

- **Enhancing legitimacy:** By involving stakeholders during the development of the for example the Inception Report (blueprint), AWP, PE1, etc., their legitimacy as valuable documents to help guide decision making will be enhanced by helping to create an output that more closely meets the needs of its end users. This process also increases the transparency of the processes and also encourages the sustainability of WSSSRPIII by creating a sense of ownership for the documents.
- **Building stakeholder networks:** through WSSSRP III a forum for stakeholders interested in WSS is being created in Adamawa. Bringing stakeholders together in this way, can generate consensus around the need to act and to address WSS and IWRM issues, this is an important first step. Building

consensus around WSS & IWRM strategies is therefore vital. The WSSRP III project would play an important role in the process of bringing stakeholders together and encouraging the development of networks,

- **Resource savings:** By helping to develop collaborative networks, WSSRP III (SWSRCC) can exploit and generate synergies and resource savings. Utilising the knowledge and experience of a wide range of stakeholders during the preparation of the AWP, PE, could generate time and money savings. Encouraging and supporting a collaborative response, both within and between sectors, makes sense in the on-going reform process in the State.

- **Strengthening decision making:** Perhaps the most significant outcome of encouraging stakeholder involvement within WSSRP III is the opportunity to strengthen decision making around the issues. Decisions become 'stronger' when, for example, they meet the needs of a wider range of stakeholders, have more durability, and are easier to implement in practice. The constructive and cooperative dialogue that can be generated through effective stakeholder involvement can lead to the development of stronger decisions relating to WSS and IWRM issues.

### Part III- description of key stakeholders (current institutional structures and capacity)

#### 3.0 Stakeholders classification

Stakeholders may be classified into two broad categories: **Primary** and **secondary stakeholders**:

- i. **Primary stakeholders:** These are made up of formal institutions, groups and associations who are involved in developing and implementing policies and regulations for the effective provision of basic services in the water and sanitation sector to the general public at both Federal and State level. They include government institutions such as the NPC, FMWR and at State level, State Legislative Council, the Executive Council, the MWR and line ministries, the Adamawa State Water Board and other implementing Agencies (e.g. ASRUWASSA, LGAs).
- ii. **Secondary stakeholders** are made up of people or groups who have a role in the decision making process but are not necessarily directly affected by the outcome. Secondary stakeholders, otherwise referred to as intermediates, are comprised of civil society organizations including water associations, NGOs, INGOs, private sector and donors. The general public, the intended beneficiaries for the provision of basic water services are also included in this category of stakeholders.

The key state holders identified at the different levels of Government: Federal, State, LGA and local level. In Annex 1. these stakeholders are identified, listed (mapping) according to primary and secondary stakeholders indicated and their role and function in the sector, and analysis of the relationship between the stakeholders groups is indicated.

In addition there are internal and external stakeholders; internal stakeholders are those which operate and located in Adamawa state and the external operate and locate outside of the state.

#### **Primary Stakeholders:**

**State level:** MWR, ASWB, ASSTWSSA, ASRUWASSA,

The major water supply agencies are three parastatal organisations: the ASWB, responsible for the urban, ASSTWSSA for small towns and the ASRUWASSA covering the rural areas of the state, while

the AEPISA (Ministry of the Environment) takes care of the solid waste and sanitation in the urban centres.

### **3.1. Ministry of Water Resources**

The State Ministry of Water Resources was created in 1995 through an executive mandate as a part of improving sector service delivery. It provides overall responsibility for co-ordination of water resources activities including those of its sub-sector agencies in the water supply and sanitation. The Ministry has 6 Directorates; Water Supply and Quality Control; Hydrology and Hydrogeology; Dams Construction and Development; Planning, Research and Statistics; Finance and Supply, Irrigation and Drainage. It has a staff complement of approximately 150 officers most of whom are technical and play a direct role in technical operations of the Ministry. In addition to this number, there are several zonal offices (covering more than two LGAs) in 6 different areas of the State. The issue of gender mainstreaming does not seem too high on the agenda of the ministry. This evidenced by the fact that the most senior officials are all male. Therefore in management meetings no female is present. This issue needs to be rectified and provide for more females after all they are ones especially at the local level that bear the brunt of effects of poor service delivery. It therefore would stand to reason that they may better appreciate the notion of improved water supply and sanitation service provision.

The Ministry claims to have sufficient staff and was able to divest some of the staff given onto its agencies. A case in hand is that of several geologists who were employed by the State government and handed over to the Ministry. These officers were then transferred to Small Towns Water Supply and Sanitation Agency because they were not required at headquarters. It is possible that staff and capacity needs assessment has not been adequately formulated by the Ministry. It is unclear why these officers were handed over the ministry without first assessing the needs of headquarters. Further, the majority of the current staff of the ministry including some of the Directors were brought in from the Adamawa State Water Board to boost its capacity. The Ministry was created after the establishment of the ASWB. Therefore as part of capacitating the new ministry staff from the Water Board were transferred to the ministry. A key point to note is the fact that the staffs of all the agencies remain civil servants. The transfer of staff from the Water Board to the Ministry may account for the fact that the ministry is still inclined to undertake direct implementation of projects such as rehabilitations and construction of water supply and sanitation facilities. The mind-set of the staff is still primarily focused on supplying water for domestic requirements and sanitation facilities.

The ministry should be able to focus more at managing the resource and regulating development and utilisation. It should focus on providing adequate advice, coordination data and information to all other sectors including water supply. It has become apparent that there is silent competition with regard to operational functions. The ministry undertakes works in the same locations of all its subsidiary organs to provide the same service to public. This situation exists despite the fact that there is a statutory definition of where different agencies are designated to operate under their respective piece of legislation. There is little perceptible conflict since it is the parent ministry.

Regarding information and data management there is a very poor informatics system therefore collection and storage of data is grossly inadequate. A case in hand is the hydrological stations for collection of hydrological data and information. It is not clear how many are operational and but a clear need has been identified for their rehabilitation and use. Gauge readers have however been employed but very few have actual work to do owing to the lack of equipment. A further important aspect is the lack of water quality equipment which is crucial as they form the basis for advice to agencies and the public. Another issue of noting is the fact the ministry does not have a resources centre for storage of relevant water resources data and information for all uses and purposes. Currently, a single computer in the Department of Planning and Statistics is used as a depository for the ministry. However, no technical data and information such as water levels, water use, ground



water characteristics or hydrological data is kept in one defined location. Timely Information is crucial for planning and decision-making. In short it is difficult for the ministry to undertake monitoring and evaluation of sector performance in the absence of a viable system of information and data.

Another issue of concern is the issue of the Department of Irrigation and Drainage which seems to be completely misplaced in this ministry and is likely to overlap with those of the Ministry of Agriculture and other ministries and agencies. In addition to the foregoing soft issues the ministry requires adequate plant and equipment to enable it perform its designated functions efficiently.

The Ministry of Water Resources does not have a strategic plan in place and requires one as matter of urgency. However, at the time of writing this paper the writer was informed that efforts to develop a strategic plan had already started and was being finalised. A copy was not availed for study and analysis. With no official strategic plan in place the Ministry therefore lacks a management and implementation tool to guide its operations. All the apparent overlaps and conflict with other agencies as well as its own subsidiary organs will be streamlined and removed if a strategic plan is developed. It is important that the Ministry while undergoing reforms has a strategic plan supported by a change management strategy and implementation plan.

**Table 1: Challenges and Suggestions for Reform**

No.	Challenges	Suggestions for reform
1	Absence of integrated water resources management policy and strategy	Preparation of water and sanitation policy
2	Absence of State water laws	Drafting and approval of state water laws Improved regulation in the sector Regulation of water abstraction in the sector
3	Inadequate sector financing and low budget release	Sensitisation of politicians and senior state officials to the need for WATSAN sector reform Financial management systems
4	Absence of strategic and investment plan for the sector	Approval of the draft water and sanitation policy Development of State Water Master Plan Sector coordination and proper planning
5	Weak sector coordination	Improved regulation in the sector Involvement of private sector in reforms Stakeholder forums on water and sanitation
6	Absence of regulation of groundwater abstraction	By-laws regulating groundwater abstraction and issue of permits for drilling
7	Inadequate human resources capacity to carry out statutory functions	HRM and training needs assessment Logistics improvement
8	Weak sector monitoring and evaluation	Improve monitoring and evaluation

No.	Challenges	Suggestions for reform
		Provide logistics support
9	Weak data collection and management	HRM and training needs assessment Provide logistics support
10	Absence of research and development unit	HRM and training needs assessment Provide logistics support
11	About 2/3 of the State's population do not have access to improved water sources	All above mentioned suggestions for reform

**Table 2: Strengths and Weaknesses of the Ministry of Water Resources**

Strengths
<p>Interest expressed by the Directorate's management in taking up a more active coordinating role in the water and sanitation sector.</p> <p>Develop a master plan development for the sector.</p> <p>Appreciable awareness of the critical issues of sector reform</p>
Weaknesses
<p>Absence of integrated water resources management strategy.</p> <p>Absence of water and sanitation policy.</p> <p>Absence of State water laws.</p> <p>Inadequate financing and low budget release</p> <p>Absence of strategic and investment plan for the sector</p> <p>Weak sector coordination</p> <p>Absence of research and development unit</p> <p>Inadequate human resources capacity to carry out statutory functions.</p> <p>Poor monitoring and evaluation system</p> <p>No data collection and management.</p> <p>Inadequate office equipment and vehicles.</p>

***PRA – Project Recipient Agencies.***

**3.2 Adamawa State Water Board**

The Adamawa State Water Board (ASWB) was created by an edit (edit No.4 of 1996) as the main agency vested with the responsibility of producing and conveying potable drinking water to domestic and industrial purpose for urban and semi-urban areas within the state. The ASWB is headed by a General Manager and is accountable to the government of Adamawa State on the activities and services rendered by Adamawa State Water Board (ASWB). There are five (5) Assistant General Managers and a legal secretary. ASWB has part-time Board members. The ASWB has a staff complement of approximately 1,309 officers. The majority of officers are technical staff (Water Supply Department (354), Field Operations Department (503).

The Adamawa State Water Board for ease of administration was split into four (4) District Offices headed by a District Engineer. These officers coordinate the activities of the area and station offices in urban and semi-urban centres. ASWB serves the following communities constituting: Jimeta District – Jimeta metropolitan, Girei, Wuro-Bokki, Dumne, Malabu, Farang and Bagale. Yola District – Yola metropolitan, Ngorore, Njobolyo and Fufore Numan District – Numan town, Lamurde, Borrong, Jada, Ganye, Mayo-Belwa,, Nassarawo-Jereng, Mubi District – Mubi town, Michika, Madagali, Gombi, Garkida and Pella. This constitutes over 50% of the population of Adamawa State being served with water supply from ASWB. All facilities, boreholes and treatment plants waste water drain into the main drainage system that discharges into rivers and streams.

There are over thirty (30,000) thousand registered consumers connected to Adamawa State Water Board and are being charged for water services; this includes schools, hospitals, industries, etc. However, there are areas that receive water through solar powered boreholes constructed and receive free. In addition in some LGAs, the council registers a numbers of taps located in designated areas for vulnerable and disadvantage communities and the cost of supply is covered by the LGA.

The consumers registered with ASWB constitute both women and children forming a household. Some households are headed by women. In these situations it still remains for the women to draw water for the household. It has been claimed that because of the proximity to water facilities women and children do not have to travel long distance to collect water in the service area of ASWB. In addition the charge for water is minimal. In some communities with solar pumps access water is very close as most of these facilities are close to households therefore relieving women and children from walking longer distances to collect water.

The Government of Adamawa State is the sole financier of Adamawa State Water Board, and is responsible for providing capital and recurrent expenditure of the Board. A survey conducted by the Adamawa State Water Board in the early 2008 established that there was a willingness on the part of consumers to pay for the water provided they obtained a good service. An increase in the charge was therefore introduced in 2009 from ₦50 to ₦250. This has led to a steady increase in revenue collection. The charging system however, needs to be reviewed so that it reflects both use of water and cost recovery. It is a flat rate across the board. The revenue currently received by ASWB is submitted to the State Government who in turn authorises the ASWB to appropriate 25% for its operations. The ASWB has claimed that with sufficient funds it would be able to provide a better service because it has sufficient manpower (approximately 1,300) to undertake its statutory responsibilities. ASWB has maintained that if permitted to appropriate more than the current 25% of total revenue they would improve their service.

In the past with additional funds Adamawa State Government was able to undertake rehabilitation works such as the following;

- i. In 2009 – 2013, over 70 Nos. of industrial boreholes were rehabilitated;
- ii. In 2008, partial rehabilitation of Yola Treatment Plant;
- iii. In 2009, partial rehabilitation of Jimeta Treatment Plant.

ASWB has four (4) treatment plants located at strategic locations in the state with capacities ranging from 4.7 to the largest being 13million litres per day. To complement the treatment plant over 350 industrial boreholes are spread all over the state equipped with pumps, storage tanks, etc. The storage facilities and distribution pipelines network convey water to different communities using over 50km pipeline distribution network with sizes ranging from 75mm – 450mm.

For the future, ASWB intends to undertake the following for both surface water and ground water sources;

- i. Training and institutional strengthening;
- ii. Rehabilitation of treatment plants;
- iii. Rehabilitation of several industrial boreholes powered by electricity;
- iv. Rehabilitation of solar power boreholes;
- v. Up-grading laboratories;
- vi. Significant pipeline extension and distribution network maintenance in some LGAs.

It must be noted that currently there is no regulation of service delivery nor is there any facility to obligate the ASWB to provide good and appreciable service to the public. There has therefore been no motivation for the ASWB to improve service delivery. During a site visit to one of their major storage works Bekaji pumping station their surface storage tank with a capacity of approximately 888m<sup>3</sup>, it was discovered that it had more than 5 holes where water was being lost through significant leaking. Thus creating water logged surface area around the premises and was a haven for mosquitos to breed in. This facility at Bekaji was supplied with 5 five productive boreholes but at the time of visit only one was functional. The constant pumping of this facility into a leaking tank of such magnitude meant that water was being lost while they were incurring huge amounts for the costs of continuous pumping.

On a wider spectrum ASWB is unable to provide adequate water supply services as its facilities are only operating at 40% capacity. It is necessary for the ASWB to have performance indicators such as unaccounted for water percentage, water coverage, hours of supply and metering ratio. In addition, it has to improve its management, technical capability as well as financial viability. A range of changes will have to be made which will include demand management practices, metering, leak detection, reducing both unaccounted for losses as well as non-revenue losses as well as right sizing the Agency through appropriate institutional development and capacity development.

There is currently no regulator for the water supply and sanitation sector. The National Water Policy seeks to address this through the establishment of regulatory agencies at both state and federal levels, with the purpose of clearly separating roles of policy formulation, regulation, and service provision, as well as complementing the expected involvement of the private sector. It is the reason why the policy and legislation issues should as a matter of urgency be addressed.

The challenges and the suggestion for reforms in the AASWB (according to the WSSSRPIII formulation study report) and the PIP (ref: 3) are listed in the order of priority below:

**Table 3: Challenges and Suggestions for Reform in the Adamawa State Water Board**

No.	Challenges	Suggestions for Reform
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1	Ageing and inefficient pipe distribution network	<p>Advocacy/Sensitisation of politicians and senior state officials to the need for W&amp;S Sector reforms</p> <p>Advocacy on the need for water sector reform</p> <p>Development of State Investment Plan for water and sanitation sector</p> <p>Financial management systems and business planning</p> <p>Possible role for the private sector in reform</p> <p>Commercialisation of State Water Board</p>
2	Inadequate funding for capital investment	<p>Commercialisation of State Water Board</p> <p>Possible role for the private sector in reform</p> <p>Design of appropriate tariffs.</p> <p>Facility for private sector to take up BOOT or BOT facility</p>
3	Under-billing of water supply due to inaccurate customer database and flat rate billing	<p>Data collection and management</p> <p>Possible role for the private sector in reform</p> <p>Commercialisation of the State Water Board.</p> <p>Collection efficiency needs improved</p>
4	Low revenue collection rate due to poor standard of service	<p>O&amp;M systems and procedures</p> <p>Customer relations improvements</p>
5	Dependence on government for subvention to cover substantial portion of recurrent cost	<p>Commercialisation of State Water Board</p> <p>Possible role for the private sector in reform</p> <p>BOOT or BOT facility to improve viability of company</p>
6	Poor integration of sanitation and hygiene in urban and semi-urban water supply	<p>Integration of water supply and sanitation in urban planning.</p>
7	Lack of coordination among other line ministries and the State Water Board with respect to water supply facilities	<p>Sector Coordination and planning</p> <p>Approval of water and sanitation policy</p> <p>Enactment of Water Law</p>
8	Unstable and unreliable electrical power supply	<p>Private sector participation</p> <p>Investment in appropriate industrial pump stabilisers</p>

9	Lack of coordination among agencies responsible for sanitation, hygiene promotion and water supply in urban areas	Sector Coordination and planning Approval of water and sanitation policy Development of implementation guidelines for water and sanitation policy
10	Poor integration of sanitation and hygiene in water supply service delivery	Sector coordination and planning Production and approval of water and sanitation policy

**Table 4: Strengths and Weaknesses of the Adamawa State Water Board**

<b>Strengths</b>
Availability of basic water supply infrastructure. Availability of good number of competent technical and supporting staff willing to learn Partial recovery of O&M cost through improved revenue collection. Improved customs relations through live radio programme on water supply. Arrangement for establishment of area offices for better public relations and improved services. Role and responsibilities clearly defined by the law establishing the Board.
<b>Weaknesses</b>
Inability to meet the demand for safe water in urban and small town areas Inclusion of small towns and semi-urban areas under the jurisdiction of the Board Aging and unreliable pipe distribution network with very high water losses Inadequate funding for capital investment Low revenue collection partly due to poor standard of service Dependence on government funds to cover substantial part of recurrent cost Poor integration of sanitation and hygiene with water supply in urban centers Unstable and unreliable power supply Poor access to water supply and sanitation in urban slums Weak management information system Weak monitoring and evaluation system Lack of coordination of activities with other organisations. Inadequate office equipment and vehicles.

### 3.3 Adamawa State Small Towns Water Supply and Sanitation Agency

It is estimated that a third of Nigeria's population live in small towns. This represents approximately 2,000 to 3000 small towns in Nigeria. Small towns are designated as having a population of between 5,000 to 20,000 people. The term small town also depicts conditions of poor or lack of infrastructure in these areas. It was generally assumed that these small towns were ignored by the state government in addressing issues of water supply and sanitation and therefore required special assistance. A baseline study was conducted in Adamawa, by the EU to identify areas to be designated as small towns. A total of 15 towns were initially selected in 2006 as a pre-pilot project. After further analysis 12 towns were selected for capital projects. Adamawa, therefore benefited from EU supported Small Towns Water Supply and Sanitation Programme (STWSSP) under the 10<sup>th</sup> EDF in 12 towns across the state. The aim of this programme was to among other things develop a sustainable service delivery mechanism for the provision of water supply and sanitation in small towns and

involve the beneficiary communities in a cost sharing arrangement towards capital investment for the construction of facilities.

However, during implementation this project experienced significant challenges such as the community development component (community ownership and management) was not completed by the end of the project. Out of 12 projects only 5 were completed and handed over to their respective Water Consumers Associations. At the time of closure 3 projects were said to be at 90% completion while 2 were at 30% completion and 2 were terminated by the contracting authority due to non-performance by contractors. This was very unfortunate as expectation from the beneficiaries was very high during project implementation and it was not met by the end of the project as service delivery was not achieved.

Notwithstanding the foregoing WSSSRPII was however successful in delivering some positive results with regard to the institutional development as the ASSTWSSP has now through edict no 31.of 2013 been turned into the Adamawa State Towns Water Supply and Sanitation Agency. It has broader powers and is supposed to be more autonomous in its operations so as to improve its service delivery. Its functions include; the provision of safe water for population not adequately services by existing programmes; acceleration of coverage of safe water supply; development of private sector that can actively assist in sustaining water supply and sanitation interventions in small towns.

The ASSTWSSA works through a facility called Water Consumer Associations who comprise selected community members whose role is to manage funds representing the community contribution to a particular intervention by the ASSTWSSA. They have an organized governance system with a chairperson and secretary and are required to fully cater for their development expenses on a particular project. Some of them have been capacitated through the process of collection of funds, opening and managing bank accounts up to commissioning, hand-over and commissioning of facilities. The WCA own, operate and maintain the facility once handed over to them by STWSSA. They sell water to their consumers and other residents of the small town. The introduction of payment for water in ASSTWSSP was advised by a survey done in 37 small towns which provided guidance on the status of water supply and sanitation facilities in relation to consumers and willingness and ability to pay of consumers. In general people would be willing to pay for a better service but the charge should be affordable as most people in small towns are not well off.

There are currently 12 WCAs in all the small towns despite the past failure and disappointments from the programme. These WCAs are all registered and recognized by their respective LGAs. The LGAs provide some financial assistance while the ASSTWSSA provides the technical assistance required. The WCAs are in need of capacity building and enhancement of their management capabilities. The issue of gender is very strong in WCA as women form the majority of members in some WCA's.

During a field visit to a functioning WCA qualified technical person that looks after the facility was present to explain the functions of the respective WCA. There were no real issues encountered at this visit.

For the future, the sanitation component of the ASSTWSSA comprises VIP Toilets and sanitation centres which require completion as a matter of urgency. Once completed these facilities will have a significant impact in the relevant communities. This activity will also be added in 4 addition small towns' projects that require completion to improve access as well as sanitary and hygienic communities.

Regarding institutional development at present the ASSTWSSA is only tangible on paper as it has not received any start-up funds from the State Government. It is further not fully staffed with a recognized administrative structure. It has a Programme Coordinator supported by engineers, geologists and an administration staff. There is need to provide support for institutional development, capacity development, conduct a more thorough baseline survey and provide

additional capacity development for the WCA to facilitate a more sustainable operation and maintenance of water supply and sanitation facilities. WSSSRP III will take a leaf from the design and implementation of the predecessor programme and ensure that it does not repeat the mistakes earlier made.

**Table 5: Challenges and Suggestions for Reform in the Adamawa State Small Towns Water Supply and Sanitation Agency**

No.	Challenges	Suggestions for Reform
1	Weak image as result of failure of earlier projects under EDF 7.	Repackaged approach to dealing with issues of Small Towns
2	Failure of State to pay counter-part funds (after failure of last programme) to complete works and mobilization of projects with capacitated WCAs.	Provision of adequate funding to Agency for additional projects and rehabilitation of old ones, and capacity development of WCAs.
	Establishment as an autonomous Agency with no start-up funding.	Provision of adequate funding with state contributing on a regular basis for sustainability.
3	Inadequate support for institutional development.	Support ASSTWSSA develop an appropriate institutional structure.

**Table 6: Strengths and Weaknesses of the Adamawa Small Towns Water Supply and Sanitation Agency**

Strengths
Status raised from a programme to an agency hence raised its profile. Availability of willing communities ready to form WCAs. Availability of basic competent staff and willing to work. Presence of LGA focal officers at LGA ensures grassroots supervision and M & E recording keeping
Weaknesses
Inability to satisfy demand of small towns in providing water supply and sanitation facilities. Poor ability to supervise contractors Low number of staff readily available to support Agency. Dependence on government funds to cover substantial part of recurrent and capital costs. Inadequate office equipment and vehicles.

### 3.4 Adamawa State Rural Water Supply and Environmental Sanitation Agency

This agency began as far back as in 1984 with funding from UNICEF and the then Gongola State Government. At the time UNICEF provided all the equipment and trained the personnel while the State Government provided accommodation and paid the salaries of the staff that came from the Ministries, Boards and parastatals. In 1996, it was made into an agency through an edit no.2 of 1996 and was assigned the following functions to provide potable drinking water to rural communities and promote safe hygiene practices among school children, mothers and the entire rural communities and provide sanitation facilities in schools and communities.



ASRUWSSA has a staff complement of approximately 119, with the majority being technical persons (Water Supply Department (63); Sanitation Department (12); and (5) from the planning, monitoring and evaluation department. At present RUWASA is headed by a Programme Manager with four section heads: Administration, Water Supply, Sanitation and Planning, Monitoring and Evaluation. Its source of funding for its running costs are from the state government while UNICEF provides finances for the provision of potable water and sanitation in focal communities based on an agreed annual plan. Unlike the other Agencies RUWASSA reports to the Hon. Commissioner of Water Resources as provided for by its edict.

In 2013, RUWASA facilitated a meeting to select a local government that would participate as a beneficiary LGA in WSSSRP III through a self-selection process. This process was conducted on 24<sup>th</sup>–25<sup>th</sup> July 2013. The LGAs of Mubi South and Fufore were selected through this process. A baseline survey was conducted in Fufore to identify WASHCOMs in 375 identified communities in April 2014.

The following are some of the findings of the survey in Fufore LGA. The survey was able to provide a good indication of the status of water supply and sanitation in different areas of the LGA.

- i. Out of a total number of 361 communities 236 are without access to improved water supply facilities.
- ii. Out of a total of 163 educational facilities 141 had no access to water supply services.
- iii. Out of a total of 163 educational facilities 124 had no access to sanitation facilities.
- iv. Out of total of 71 health care facilities 50 had no access to water facilities.
- v. Out of a total of 71 health care facilities 42 had no access to sanitation facilities.

A point worthy of note is the poor coordination between the Ministry headquarters and the ASRUWASSA. The situation requires to be improved. There is a general feeling that ASRUWASSA seem to be independent from the ministry because they have sustained finances from UNICEF and carry out their activities with little supervision from the Ministry. This was established during field visits and interviews with different officers. However, they are supervised by the Ministry as they report to the Hon. Commissioner. At the time of writing this paper they had already developed several documents such as annual plan and procurement plans. This invisible strained relationship may be attributed to the fact that the headquarters before the advent of WSSSRP III did not have a donor component supporting its activities and the subventions from the state Government have been very low. Therefore they were unable to undertake many of their activities. It is important to bring about a coordination process led by the Ministry to include all players in the sector. WSSSRP III will work very closely on many issues and intervention measures with UNICEF who is responsible for implementation in LGAs and in rural communities. The ASRUWSSA is an integral part of the programme.

**Table 7: Challenges and Suggestions for Reform of the Adamawa Small Towns Water Supply and Sanitation Agency**

No.	Challenges	Suggestions for Reform
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1	Weak image as result of failure of earlier projects under EDF 7.	Repackaged approach to dealing with issues of Small Towns
2	Failure of State to pay counter-part funds (after failure of last programme) to complete works and mobilization of projects with capacitated WCAs.	Provision of adequate funding to Agency for additional projects and rehabilitation of old ones, and capacity development of WCAs.
	Establishment as an autonomous Agency with no start-up funding.	Provision of adequate funding with state contributing on a regular basis for sustainability.
3	Inadequate support for institutional development.	Support ASSTWSSA develops an appropriate institutional structure.

**Table 8: Strengths and Weaknesses of the Adamawa State Rural Water Supply and Environmental Sanitation Agency**

Strengths
<p>Already in operation with full complement of competent staff.                      Has a formalised working relationship with WASHCOMS and LGSs.                      Status raised from a programme to an agency hence raised its profile.                      Availability of willing communities ready to form WASHCOMs.</p>

### 3.5. Federal Level: FMWR and NPC

#### Federal Ministry of Water Resources (FMWR)

One of the key secondary stakeholders is the FMWR. According to the national water policy it is stated that the Federal Government through the Federal Ministry of Water Resources **shall provide access to donor funding and embark on planning and development of national programmes**. The policies (at national and State level) also highlight the cost sharing arrangements for capital investment and O & M with the FMWR as follows:

The state government shall adopt the cost sharing ratio presented below with respect to capital investment and operation and maintenance in line with the national policy on water and sanitation. To facilitate cooperative investment in the sector, the State government shall endorse and implement the Memorandum of Understanding with other tiers of governments based on the Water Services Investment Mobilisation Application Guidelines (WIMAG).

**Table 1: Cost sharing arrangements for capital investment and O&M**

Stakeholder Group	Capital Investment Cost			Operation and maintenance cost		
	Urban	Small Towns	Rural	Urban	Small Towns	Rural
Federal	30%	50%	50%	Nil	Nil	Nil
State	60%	30%	25%	100%	Nil	10%
Local Govt.	10%	15%	20%	Nil	<b>20%</b>	20%
Community	Nil	5%	5%	Nil	<b>80%</b>	70%

### NPC – National Planning Commission

NPC is another key secondary Stakeholder at the Federal level. Through the WSSSRP and NDSP, mainly EU funded initiatives; the NPC participates in the several states where these water and sanitation reform projects are implemented. The TAT team is linked to the WSSSRPIII through contractual arrangements with the NPC. The NPC which is also the NAO for all EU funded projects in the country is **involved in general planning and international coordination with direct relations with donors**. It provides *monitoring and evaluation*, consultation on the national development plan including legislation, policy development, national planning, and budgeting for water and sanitation. **NPC works with donors to allocate the needed funds for the development of the water sector.**

There is some overlap of roles between these two Federal Stakeholders which needs to be addressed in order to better streamline the on-going reform in the different States. (See also Annex 1).

### Secondary Stakeholders:

CSOs and all other secondary stakeholders are mentioned in **Annex 1**. One of the key players in this category which need to be mobilized in the future is the private sector. According to the WSS Policy (2012) in Adamawa State the following needs to be done in this respect; *to enhance private sector participation in water and sanitation services delivery the aspects of work to be outsourced to the operators will be defined likewise the regulatory framework for their engagement. In addition an enabling legislation for private sector participation with clearly defined benchmark for performance evaluation will be put in place. Guidelines for private sector participation will include mechanisms for protecting the interests of the consumers.*

A list of all the stakeholders and mandate is presented in **Annex 1**.

### Stakeholders' analysis

The project can be divided into two separate elements (software and hardware elements). Although it should be noted that WSSSRPIII support for the project depends on criteria for both elements being satisfied. These are:

1. Objective 1: To improve water policy and institutional framework in the three states
2. Objective 2: To support Water Supply and Sanitation (WSS) sector institutions in the three states to deliver sustainable water supply and sanitation services.

The stakeholder primarily concerned with objective 1 (**mainly software**) is the Project implementation agency, the MWR, who has the primary responsibility to improve (safeguard) the water policy and ensure its implementation, while (preparing) updating a State Water Resources Master Plan for the overall development of the water resources of the State.

It has the responsibility of ensuring that all intentions/objectives contained in the policy are strictly followed, including aspects related to the pro-poor, gender, school sanitation and considerations. These considerations need to be cross checked for Government support with the goals and targets of the National Development Plans, the State Development plans and local government programmes with the aim to reach (closely approach) the MDGs (in particular those related to MDG7) or at least to better position itself for the post-2015 objectives in the sector.

#### **Box 2: IWRM**

Although there is no agreed upon formal definition of IWRM, it is defined as follows by the Global Water Partnership has defined it thus :

*IWRM is a process which promotes the coordinated development and management of water, land and related resources in order to maximise the resultant economic and social welfare in an equitable manner without compromising the sustainability of vital ecosystems (GWP/TAC, 2000).*

Integrated water resources management depends on collaboration and partnerships at all levels, from individual citizens to international organizations, based on a political commitment to, and wider societal awareness of, the need for water security and the sustainable management of water resources. To achieve integrated water resources management, there is a need for coherent national and, where appropriate, regional and international policies to overcome fragmentation, and for transparent and accountable institutions at all levels.

The key elements to be considered in the IWRM process are:

Sound water policies (based on overall development objectives, stakeholder input, donor input, etc.)

Legal, institutional, and regulatory framework (Governance)

Stakeholder participation

the Critical role of women

Perception of water (cultural, religious, political)

Value of water (economic, social, environmental)

Equitable allocation of water resources

Decision making at the lowest level appropriate

Decentralized responsibility for management and delivery of water and ecosystem services

Sound scientific and technical approach

Data/information system and knowledge base

Analytical tools for assessment of resources (value, use cost, trade off, pay-back, allowable risk, water pricing)

Framework for monitoring and enforcement

Institutional and human capacity

Conflict management

The stakeholder primarily concerned with objective 2 (**a mix of mainly hardware and software**) is the Adamawa State Water Board which in its current state is covering both the urban areas and small towns in the State (21 LGAs). Although it has the official responsibility (which contain some grey areas and thus unclear under current law) for sanitation - to collect and dispose of waste water - nothing is done in that area at the moment. The hardware components would include construction, rehabilitation and upgrades of water supply works and systems. This will be done through quick wins and those actions to be carried out under specific commitments under the WSSSRPIII. The soft component will mainly be done through capacity building components in the areas of; non-revenue water, financial management of the agency, monitoring and evaluation, etc.

### **Monitoring Bodies**

This Water Sector Reform Coordination Committee will be established to supervise sector reforms. The Committee will be established in the Ministry of Water Resources (MWR) and will be chaired by the Commissioner for Water Resources. Membership shall include:

(i) Ministry of Water Resources and Energy, (ii) Ministry of Environment, (iii) Ministry of Agriculture, (iii) Ministry of Finance, (iv) Ministry of Local Government, (v) Ministry of Health, (vi) Ministry of Women Affairs, (vii) State Planning Commission, (viii) Local Government Authorities, (viii) Water Consumer Associations, (viii) Civil Society Organisation, (ix) Community Development Associations (x) UBRBDA – UPPER Benue River Basin Development Authority, (xi) MDG Projects Office

The State Water Board/Corporation, Small Towns Water Supply and Sanitation Agency and Rural Water Supply and Sanitation Agency will be represented with observer status. The NPC, EU and UNICEF will be represented also as observers

There is a need to provide for a sub-committee dealing with IWRM to provide scientific and technical support to the programme/ project in the State. It will be composed of a multidisciplinary team of engineers, scientists and experts from the State, having a sound practical experience of IWRM issues, coupled with some environmental and climate change experience. This has not yet been provided for but is non-the less an important body as it will establish thematic networks for regular information sharing on IWRM, Climate Change and Environment.

### **Findings and Observations:**

One of the initial observations is the extent of overlap between the role and responsibilities of the different governmental stakeholders at both Federal and State level, which presents a potential risk for mismanagement and duplication (sometimes rivalry).

Currently, the degree of coordination between the various State line ministries active in the WSS sector is inadequate and the flow of information, including data between ministries in general is limited.

The annual National PSC meeting was initiated to ensure as one of its roles a decent level of coordination among the different water programmes being implemented at the National level is by itself a positive initiative but would have been more useful by meeting twice a year. The established SWSSRC committee (which will meet twice a year) will serve to maximize coordination and cooperation between line ministries in the State. It is felt that this committee should be supported by an IWRMC in view of the IWRM approach embedded in the water and sanitation policy and strategy of the State as well the objectives and result areas outlined in the WSSSRPIII.

Further initial observations include that there is no mention in the WSSSRPIII of the establishment of the Nigeria Integrated Water Resources Management Commission (NIWRMC) which was established in 2007 as a Regulatory and Water Resources Management Commission and the National Water

Resources Council established at the National level (mention is made of the National Water law in preparation and the national water policy which both fall under the FMWR). The afore mentioned are key bodies with linkages to the WSSSRP considering also that other line ministries at Federal level with interest in water resources issues are involved in these bodies The absence of this minimizes a bit the efforts under the IWRM approach in the State in terms of for example the agricultural water market issues as well dealing with issues of climate change.

## Part IV – Baseline: the main functions and processes in the WSS reform

### 4.0 Water Governance/sector reform – Objective 1

**Water governance** refers to the range of political, social, economic and administrative systems that are in place to develop and manage water resources and the delivery of water services, at different levels of society. Good governance includes rule of law, accountability, transparency and participation. The water sector is governed by:

- i) Policy
- ii) Legislation
- iii) Regulations
- iv) Planning and budgeting

The governance of the sector in Adamawa State includes the following processes:

#### 4.1. Policy

*Relates to; Setting policies through developing instructional materials, procedures and systems.*

Adamawa State does not have a State Water and Sanitation Policy. A working draft of the policy is currently being prepared. Further advocacy is needed to ensure understanding and acceptability of the new policy by all stakeholder groups and regulations are needed accordingly.

This part of the governance level is considering the process of policy making which is an integral element of the governance system and can greatly affect the outcome of other elements of the water governance system and the efficient use of resources.

There have been several intervention measures regarding the preparation of the Water and Sanitation policy a stakeholder consultation process was initiated which culminated in a draft document. The process of coming up with a State Water and Sanitation Policy was motivated by the adoption in 2006 of the National Water Policy (NWP). The NWP states that different sub-sectors may have their own policies. It will be clear which direction the Ministry hopes to go when the in-house document is made available. The draft Policy document was not availed for scrutiny at the time of writing this paper. It is necessary that the policy is critically examined because the Ministry will require some structural realignment to some of its departments and agencies for more effective performance and relevance. In many Nigerian states, a range of ministries and state agencies compete for space in implementing water supply interventions and this in some cases has led to conflicts and over laps. At the time of writing this paper it was not clear when the draft Water and Sanitation Policy would be availed for analysis and comment.

## Review of existing laws in the sector

The Ministry of Water Resources has also begun work on an in-house piece of legislation which has to be enhanced and further deliberated on once made available. The preparation of this document was again as a reaction to the 2004 Water Policy adoption by the Federal Government. The Ministry began this process simultaneously with that of the process of Policy development and before the advent of the WSSSRP III. It was envisaged that both documents would be approved at the same time, however, logical process is that the Policy is first adopted then legislation enacted. The process will be managed within the context of WSSSRP III.

Policy change in most countries leads to significant institutional changes. In this regard there will be a need for an examination of the some of the edicts already produced to ensure that there is logical consistency and issues proper accountability to the public is enshrined in the policy. In addition, the may be need to establish new institutions or agencies. A case in point is the position of regulation of the Water Sector, both water resources and water supply and sanitation. There are numerous institutions that have roles that conflict or overlap. There is no regulator to regulate management, development and utilisation (this includes raw water usage, development of all forms of hydraulic structures and water supply and sanitation service provision). It is said that standards for ground water and surface water development exists however enforcement is weak and has lead to failure to deliver water supply services. A case in hand is where a contracted was engaged to go and drill a borehole in an area which required drilling of up to 350metres, however a general across the board geophysical report was used which indicated that a depth of 120 metres was the estimation of where water would be reached. The drilling did not find water at the depth of 120metres. The rig has been held by the local community until water is found because they were promised this service. It has been sitting idle in this area for over 2 years now. This is a real case of where no form regulation exists and the is no enforcement mechanism to compel the complete his work in finding water resources. In addition, the driller was not compelled to use a proper geophysical report that was reflective of the ground water characteristics in that area. A lot of issues arise here the contractor critical among them is the following; the driller has lost revenue because his rig is impounded by the community and the service has not been delivered to the affected community. With proper policy guidance and appropriate legislation properly implemented such cases will not arise.

It is a very positive situation that the Ministry began this process of development of both the policy and legislation it makes it more likelihood that the adoption and passage of documents will be made easier. The legislation must follow the Policy and be enacted so that the sector is regulated with the proper institutions and accompanying regulations.

## 4.2 Regulations

*Relates to: Regulating water resources utilization through licensing, monitoring of performance, controlling water production, water supply, and quality. Also, conducting inspection and oversight over water resources.*

### Strategy

A key institutional reform is to be carried out separating the roles of supervisor/regulator and the service provider in line with the new policy and legal framework and with the best international practice trends in public service delivery. It is important to have an autonomous regulatory body to be responsible for the regulatory function in the water governance to ensure that the service delivery received is within the customer's entitlement. In addition, it is necessary to improve the communication channels between the involved ministries and to enact the proper monitoring tools and bodies this would provide for more accountable relationships between the parties and with the customers, allowing greater autonomy of organisations. There is a need for reforms and change of

the management process in order to determine optimal new institutional structures and facilitate the implementation of new arrangements.

An enabling civil service environment, conducive to the reforms in the sector, is also needed. The new and the reformed organisations will require more skills, technical and administrative capabilities, than the existing organisations have. Posts should be filled on the basis of merit rather than on political and personal connections. It is premature at this stage to initiate human resource arrangements until the general structure and the relationships of the various institutions are established under the new policy. Currently there is weak capacity at both higher/management level as well as the lower technical/administrative level.

This section will focus on the regulatory process of the water governance system and will analyze to some extent the process at which the sector is being regulated.

### **Regulation of Water Licensing**

Main Functions of the regulator should be to:

- i. Develop and implement an economic regulation model
- ii. Issue licenses and charge service fees
- iii. Regulate public service (service providers including WBWD) obligations
- iv. Regulate the quality of the service provided
- v. Regulate the establishment of prices and tariffs
- vi. Regulate abstraction quotas
- vii. Promote the use of benchmarking
- viii. Develop programmes for performance incentives and penalties

Main Tasks of the Inspection Units:

- i. Technical Inspectorate
- ii. Commercial Inspectorate
- iii. Financial Inspectorate
- iv. Environment and Health Interface
- v. Utility and Service Provider Databank

### **Findings:**

1. The regulation of exploitation of water resources (ground and surface water, streams, etc) as well as water provision (Setting of water quality standards, Tariff Setting, Control over the license usage, Setting wastewater treatment quality standards, etc) or non-existent or are still in its infancy in Adamawa due to the fact there has not been any regulatory body operating in this field.
2. The above function has not yet been established in the State and is proposed under the new WSS policy:
3. Currently, the MWR and the ASWB are carrying out many overlapping functions at the same time: managing the resources, the licensing body, the regulator and monitoring body without regular coordination with other official bodies, such as Ministry of Health, ASEPA, Ministry of Agriculture, MLG etc. One of the tasks of the on-going reform process is to resolve this issue.



4. There is a need to separate the political, strategic (ministerial), and regulatory aspect from the operational and water management activities within governance structure.

#### **Conclusion/Aspects to be kept in mind when the new law;**

- i. The regulation of water resource utilization is done through the provision of licensing. The licensing process is the responsibility of this new body.
- ii. The licensing process would consider the groundwater wells for different purposes (domestic, agriculture) and the wastewater treatment plants. Currently, the role of line ministries is not systemized which in turn presents gaps in the processes of regulating the water resources.
- iii. Regulating the processes of water resources and supply is a multi-stakeholders involvement.
- iv. WSSSRPIII interventions at this level would include the provision of technical and financial support.

## **Part V - Conclusions and Recommendations**

### **5.0 Water Sector Governance/Baseline on Reform: Adamawa State**

In line with the good governance definition, the rapid overview of the WSS sector and the analysis of stakeholders' mapping/Baseline on the reform in the water sector revealed that:

1. The Ministry of Water Resources does not have a Water Policy. It however has a working draft which it is currently being worked on by the Ministry. There is very poor coordination within and between the Ministry of Water Resources and the other line Ministries and institutions. In general information is kept by individual officers and is seldom shared.
2. The Ministry will from the Policy develop a Water Supply and Sanitation Act to regulate the sector.
3. It appears that the Ministry shares the responsibility of managing water resources with other institutions as is apparent with the overlaps and tacit conflict over functions. There needs to be a reassessment of functions, roles and responsibilities in the sector. A coordinating mechanism has to be instituted quickly.
4. It is important to have a clear and workable line of authority within the water governance system in order for it to function properly and produce the needed results of an efficient use of resources and a responsible use of power.
5. There is a need to separate the following;
  - a. Policy and guidance functions,
  - b. Regulatory functions,
  - c. Strategic functions and
  - d. Operational Functions, in the sector to enhance efficiency and relevance of the different institutions.

6. It is strongly recommended to establish an independent regulator (Regulatory Authority) for water and wastewater. The lack of monitoring bodies and accountability poses a tendency for laxity on the part of service providers while opening up the risk of corruption within the water governance system and will greatly affect its integrity.

7. It is also strongly recommended to immediately capacitate the already existing and functioning Adamawa State Small Water Supply and Sanitation Agency. It needs to be provided with start-up funds and develop its institutional capability.

8. The civil society involvement in the water sector might provide a positive role in good governance. Their participation and involvement in the sector, if well defined, might act as an observatory body to minimize some of the risks related to implementation of this project.

9. The State Ministry of Water Resources the PIA of the WSSSRPIII has a vital role to play in the reform agenda of the sector. In this regard the ministry shall be re-structured for it to play this role more effectively and relevantly. It needs to have a strategic plan and realign its functions (Department of Irrigation and Drainage is misplaced, Dams Construction and Development liaison mechanism with UBRDA and Ministry of Agriculture). It shall divest itself of the role of service delivery or implementing water projects and focus more on supervising, monitoring, coordinating, planning and research and development of the sector. The WSSSRP III through the TAT will provide the needed support in this regard. As a result, all stakeholders will benefit from this restructuring and reform process. The stakeholder analysis provided the relevant linkages, responsibilities and complimentary (and some overlap and duplication efforts) which exist between the different stakeholders ((primary and secondary)). Within the framework of the WSSSRPIII implementation it is expected that the recommended project management approaches which are proposed as a result of the stakeholder analysis will be applied and followed consistently which will help to move the project forward successfully to the satisfaction of all the stakeholders concerned.

#### **Water Supply, Service Provision, Operation and Maintenance**

- i. ASWB should be restructured in order to become an autonomous agency. It should also be required to provide financial and operational performance details.
- ii. The water management at the local level is done by the LGAs, WCA, WASCOMS or by semi-private non-governmental bodies.
- iii. The WCA and LGAs will be supported under the WSSSRPIII to make better choices in the water projects they develop and deliver.
- iv. Stakeholder involvement and O & M aspects will be given high priority in the reform process.
- v. ASWB has to implement the PIP as soon as possible.
- vi. Service delivery in the water sector is currently a limited regulated function.
- vii. There is a master plan for ASWB. The IWRM approach as outlined in the master plan for the creation of service providers.
- viii. ASRUWASA has already done a lot of work with support from UNICEF. They are working on a Sub-Rural Water Supply and Sanitation Policy. There is a need to work closely with them to ensure its consistency with the Federal National Water Law and the Water Supply and Sanitation Act as well as the proposed State Water Supply and Sanitation Law. In addition, the LGA WASHCOMS and Federation of WASHCOMS need to be capacitated. This will be done within the joint management framework with UNICEF.
- ix. Private sector involvement in the sector is encouraged but the cost of BOOT and BOT is said to be too high and hence to-date no bidder has made a serious inclination to take it up as a serious bid. However, efforts continue to find a private sector partner.

### **The Hardware, Software component (operational and technical)**

In summary; the **general objective** is to strengthen ASWB as a viable and commercially operating company, responding to investment needs, reducing NRW percentages to increase ASWB revenues and to further improving its water supply services for the service area. A requires a heavy investment in plant and equipment. A water tariff study should be carried out to provide for a more realistic system that encourages efficiency on the supply side and consumption side while meeting cost recovery.

## Annex 1: Profile of Adamawa State water and Sanitation/ Project Implementing Stakeholders

Institution	Mandate	Potential Power & influence on WSSSRPIII project	Relative Interests	Comments	Recommended project management approach
<b>National Planning Commission (NPC)</b>	The Commission has the mandate to determine and advise the Government of the Federation on matters relating to National Development and overall management of the national economy. It produces National Development Plans and sets economic goals and priorities. Among other things it provides a national focal point for the co-ordination and formulation of national policies and programmes; draws up, from time to time, national economic priorities and programmes and maps out implementation strategies; co-ordinates the formulation and implementation of government programmes as contained in annual plans, budgets, medium-term and prospective plans at the Federal, State and local Government levels; It is the focal point of the National Authorizing Office (NAO) of all EU –funded activities in the country.	<b>High:</b> Water & Sanitation strategy should be followed. As the Contracting Authority, the NPC exerts great influence through the contractors, service providers and grant beneficiaries.	<b>High:</b> Vision 20-2020, NEED/SEED states that water and sanitation is a priority sector. Projects for WSS should be consistent with National Water & Sanitation policy  NPC, together with the FMWR is spearheading the Water and Sanitation Programmes in the country through the PSC.	NPC takes the bottom up approach to water and sanitation sector reform by decentralizing project implementation activities to the lower tiers of Government with the aim to increase stakeholder's participation and effectiveness. National level PSC, of which the NPC is the chair, should meet twice a year, instead of once a year.  There is some overlap of roles in the State between FMWR and NPC when it pertains to creating access to finance/funding with donor agencies working in the water sector.	Keep the project office informed and cross check project proposals for consistency with national policy and increase cooperation, joint monitoring and evaluation with FMWR, EUD, TAT, and UNICEF.  Greater cooperation between the NPC and FMWR within the EU framework to create a united front for the implementation of the project at State level. WSSSRPIII could form a bridge in this context.
<b>Federal Ministry of Water Resources</b>	The Federal Government through the Federal Ministry of Water Resources shall provide access to donor funding and embark on planning and development of national programmes. In addition, the FMWR shall maintain national water standards and data on water resources. It produces the National Water Resources Master plans and participates in cost sharing arrangements for capital investment and O&M [based on the Water Services Investment Mobilization Application Guidelines (WIMAG)].	<b>High:</b> Water & Sanitation strategy should be followed and MDG's have to be met. The FMWR has a wealth of experience in the water supply and sanitation sector which could prove valuable for the successful implementation of the project.	<b>High:</b> Resource Control. Major service coordination role implemented.	National level PSC, of which the FMWR is the co-chair, should meet twice a year instead of once a year. Some overlap of roles in the State between FMWR and NPC when it pertains to creating access to finance/funding with donor agencies working in the water sector.	Greater cooperation between the FMWR and NPC within the EU framework and create a united front for the implementation of the project at State level. WSSSRPIII could form a bridge in this context. Should exert more influence; Six monthly meeting of PSC should be held. There should be joint monitoring and evaluation with FMWR, EUD, TAT, and UNICEF.
<b>The State Assembly Water Committee</b>	The State Assembly Water Committee will play an important role by the adoption of the State Water and Sanitation Policy. It shall have a key role in the following process of formulation of new laws regulating the sector. It has to exercise strict control on the implementation of state government projects in the sector and streamline the development process.	<b>High:</b> They are able to enact laws favourable legislation that would support the water supply and sanitation policies.	<b>High:</b> This is an area their committee activities are adjudged on.	These group of stakeholders are politicians and may sometimes have little or no information prior to being elected as House Members and appointed to these committees The legislative process may sometimes take a long time to achieve the desired objectives with respect to for example signing in a new autonomous body into law.	Keep them informed of their relevance in creating legislation that will enhance the water supply and sanitation policy and legislative framework in the states.

Institution	Mandate	Potential Power & influence on WSSSRPIII project	Relative Interests	Comments	Recommended project management approach
<b>The State Planning Commission</b>	The State Planning Commission shall coordinate the planning process following the established priorities in the sector. It shall work closer with the implementing agencies reviewing their activities, investment plans, and advise them on budgetary issues.	<b>Medium::</b> They play a key part in the implementation process and will act more as facilitators in ensuring the project requirements are incorporated into the state's short term and long term plans.	<b>Medium::</b> They would ensure during the planning adequate resource allocation to the project.	They should play a key role in the SWSSRC, in particular during the preparation of the strategic plans and the endorsement of the aggregated AWP.	Keep the project office informed and cross check project proposals and plans for consistency with state policy and increase cooperation.  Work closely with those to be engaged, PFM and capacity building experts under the TAT component of the project.
<b>State Ministry of Water Resources</b>	Adamawa State Ministry of Water Resources through the relevant departments will monitor all activities on water supply across the state and maintain inventory of all schemes. It shall be responsible for the development of water sector master plans and management of state-wide information base. In addition the it shall work with federal, local government, external support agencies and NGOs on matters relating to water and sanitation in the State. The ministry shall not be engaged in the implementation of water projects.	<b>High:</b> These act as facilitators and will be instrumental in bridging the gap between state and local governments and all relevant stakeholders in the sector. Use their influence to anchor the IWRM in the water master planning and implementation within the framework of the WSSSRPIII.	<b>High:</b> MWR is spearheading the water sector reform process. In the state. The water sector is a priority on the Adamawa State government Agenda and state development plans. They have a high interest as they would need to ensure effective deployment of resources to manage the sector programmes, projects and plans. This is evidenced by the fact the already began work on the Policy development process.	The reform process and sector and donor coordination is led by the MWR which will meet on a bi-monthly basis. This Ministry will oversee the implementation of the WSSSRPIII, the on-going reform and other on-going projects decide on future investments and provide guidance on policy and coordination issues. Under the WSSSRPIII the Ministry is both a PIA and a PRA. It receives full capacity building and knowledge transfer through the embedded TAT.	They should not be involved in the project implementation apart from being the PIA for this WSSSRPIII. They should be responsible for the adherence to the new water and sanitation policy at all levels in the sector, it shall monitor the performance of the parastatals, other implementing agencies and other organisations active in the field and develop a database for the water resources management, development and utilisation. The MWR shall be exclusively reporting to the State Government on all issues relevant to the water and sanitation sector.
<b>Adamawa State Water Board</b>	The functions of the state water board include supply of water in urban areas and maintenance of facilities, rehabilitation of existing facilities and construction of new ones in line with coverage targets, monitoring and evaluation of water services delivery with a view to achieving policy targets and quality control, keeping of inventory of all boreholes and drilling activities in the state and preparation of state water master plan and coordination of its implementation, .	<b>High:</b> These are the key drivers and technical support staff that will ensure effective deployment of sustainable water supply in the urban areas	<b>High:</b> They play a tactical role in urban water supply.	Although entrusted with the mandate (according to the edict of 1996) for water and sanitation in peri-urban areas, the small towns are not well-covered and sanitation issues are neglected. There is also some overlap of responsibilities with other institutions such as UBRDA and some of its own agencies..	A strategic plan, AWP and PIP should be developed and implemented as soon as possible. The master plan should be formalized and be reviewed for both short term viability and long term sustainability. There should be technical assistance and support strongly developed in this area. M & E should be strengthened As well as the IT/MIS system (introduction of SCADA). The main Jimeta treatment plan should be given priority a sit is the main water supply and has viable supply.

Institution	Mandate	Potential Power & influence on WSSSRPIII project	Relative Interests	Comments	Recommended project management approach
<b>Adamawa State Environmental Protection Agency</b>	PSEPA has the responsibility for water related sanitation in the State. It is also charged with the responsibility of generally ensuring that the environment is pollution free, enforcement of environmental standards and regulations; reduce human activities that negatively impact on the environment including pollution of water bodies through industrial effluents and air quality.	<b>Medium:</b> These stakeholders work to support the other core water supply and sanitation agencies in achieving deliverables.	<b>Medium:</b> There are interested in ensuring compliance with water supply and sanitation policies.	Another State government Agency which could be considered a PRA under the WSSSRP III would be the State Environmental Protection Agency (SEPA) which is under supervision of the Ministry of the Environment. In urban areas the SEPA which is under the supervision of the Ministry of Environment, is handling sanitation services. (which would include liquid waste) In line with the State water and sanitation policy there is thus a need for integration of the water supply, hygiene promotion and sanitation in urban areas and thus to bring water supply and sanitation under one agency to enhance integration. The two ministries, within the framework of this WSSSRP III project, could thus examine appropriate and acceptable arrangements for the integration of water supply and sanitation in urban areas.	Keep them informed of developments in the sector and invite them to stakeholders meetings. Due consideration should be given for transferring water related sanitation in urban areas to the ASWB and that from small towns to be established STWSSA.  Within this reform process, the roles of the agencies would thus evolve with counterpart staff within both Ministries and Agencies potentially benefitting from the reform process.
<b>External Support Agencies</b>	The external support agencies will provide guidance on planning, policy implementation and review of policy targets. Other roles include research and development, capacity building, resource mobilization, advocacy and monitoring & evaluation	<b>Medium:</b> These classes of stakeholders are involved in all stages of the programme. They will be influential in identifying critical success factors and designing performance indicators to measure efficiency and effectiveness of the programmes of this nature. However much depends on the political will in the country and in the participating states in particular.	<b>High:</b> The successful implementation of programmes is part of their deliverables and will ensure meeting of MDG goals.	The external support agencies are the key drivers of these reforms as they provide the needed technical and financial support and strive to promote sustainable initiatives. There is sometimes an overlap of functions and responsibilities leading to ineffective and inefficient deployment of resources.	Enhance donor and sector coordination through the National level programme steering committee with a better cooperation/coordination of the Federal agencies in this respect.  There is a need to work closely with such agencies to ensure the free flow of information and pooling of resources to improve current success rates and meaningfully impact on user numbers.
<b>Local Government Authority WASH Units</b>	The LGA will provide technical support to the WASHCOM and WCA's through the WASH department in the areas of selection of service provider and supervision of services provided. In addition it will monitor water supply and sanitation projects within its area of coverage. The LGA will be responsible for providing WASHCOM and WCA's with information and advice on all aspects of water supply and sanitation. This is line with the principle of decentralization and management at the lowest appropriate level in the national policy on water and sanitation.	<b>High:</b> These group of stakeholders are at the operational level and will work with those responsible for the day-to-day running of water supply and sanitation initiatives	<b>High:</b> These are units set up specifically for Water and Sanitation policy implementation. Their appraisal is based on the degree of success and level of impact achieved	All the LGAs in the State have WASH units; these will be upgraded to Departments according to the Water and Sanitation policy - this Department is responsible for Water and Sanitation in the LGA. The LGAs support the communities in the operations and maintenance of the water and sanitation projects. They also carry out hygiene sensitization and training of the Communities.	The LGAs selected under the WSSSRPIII will receive full attention during project implementation both under the UNICEF component and the TAT component of the project. Other LGAs could benefit through some quick wins and other work contracts. The LGA is also responsible for financing water supply and sanitation initiatives in rural areas, small towns and urban areas. In terms of capital investment LGA will contribute 20% in rural areas, 15% in small towns and 10% in urban areas. The contribution of LGA to operation and maintenance cost is 20% in rural areas. The LGA will liaise with

Institution	Mandate	Potential Power & influence on WSSSRPIII project	Relative Interests	Comments	Recommended project management approach
					the State Government concerning counterpart funding of water supply projects.
<b>Adamawa State Rural Water Supply and Environmental Sanitation Agency</b>	The responsibilities of the agency include keeping of inventory of all boreholes and drilling activities in the rural areas, preparation of rural water master plan and coordination of its implementation, community training and mobilization, design and implementation of rural sanitation programme.	<b>Low:</b> These are responsible for the water policy implementation at the rural areas. They would play a complimentary role in ensuring a holistic approach is adopted to water policy at the rural communities which fall outside the purview of WSSSRP 3	<b>Medium:</b> They will be interested in some of the policies adopted and used in the small town's and Urban areas to serve as benchmarks for their operations	The National Water Supply and Sanitation Policy (2000) stipulated that rural communities are communities with population less than 5,000 and small towns are communities with population between 5,000 and 20,000 ASRUWASSA participates actively in the UNICEF Component of the project.	They should be kept informed by inviting them to stakeholder meetings and sharing winning policies with them. Cooperation with ASRUWASSA in 3 areas; M & E development, EU Visibility components and coordination of arrangements as regards the cost sharing component of the Government (how is the Government contribution introduced in the WSSSRPIII project in light of the joint management)?
<b>Adamawa State Small Towns Water Supply and Sanitation Agency</b>	This agency has been established to provide water and sanitation services in small towns across the state. It was established first under the EDF 7 small towns programme. It is responsible for supervision, monitoring and coordination of all activities on water and sanitation in participating small towns.	<b>High:</b> The agency is responsible for the implementation of small town water reforms and policies.	<b>High:</b> Under current institutional framework small towns are not well positioned and forego some financial support specifically designed for them under the WIMAG for example and also under this WSSSRPIII.	Already established and functioning but requires capacity and financial support. To be established	Operating in 12 towns with WCAs operating and maintain facilities. Need more assistance to finalise some facilities and further build capacities of WCAs.
<b>State Water Regulatory Commission</b>	This body shall take responsibility for the approval of tariff charges in small towns and urban sub-sectors and also settle disputes that may arise among water service providers and consumers in connection with tariff determination	<b>High:</b> This agency will be responsible for setting appropriate tariff structures and ensuring tariff set are fair while being adequate to support sustainability	<b>High:</b> Resources adequacy and control to achieve set objectives.	To be established. Tariff structure settings is one of the pit falls of most water intervention initiatives. If end users perceive it as being too high, they might choose other alternative albeit unsafe source of water for their use. On the other hand, if it is set too low, it will not be adequate for sustaining operations and maintenance cost. There is a need to ensure their rates strikes a balance between adequacy and sufficiency	At the inception stage, they should be adequately trained on tariff setting techniques. They should subsequently be carried along during stakeholder meetings. This body would receive necessary capacity building in particular in pro-poor strategies and approaches.
<b>State Task Group on Water and Sanitation</b>	The State Task Force provides an instrument for the coordination of water and sanitation activities across state lines, ministries, federal agencies, state water agencies, external support agencies, private sector, civil society and local government. It shall be responsible for monitoring and evaluation, guidance on policy implementation and harmonization of activities in the sector.	<b>High:</b> They have the potential to ensure all efforts are properly coordinated in the state while they maintain all pertinent records across different agencies	<b>High:</b> They will ensure each agency operates within their mandate	<i>To be Established</i> This group is similar to the SWSRCC as proposed under the TP of the FA and the ToR of the TAT under the WSSSRPIII project. This Water Sector Reform Coordination Committee will be established to supervise sector reforms. The Committee will be established in the Ministry of Water Resources (MWR) and will be chaired by the Commissioner for Water Resources.	The basis of their formation should include representation from Ministries, agencies, civil society and donors They should submit periodic briefing notes on levels of success recorded. Their annual reports should be used as a guide to planning future interventions

Institution	Mandate	Potential Power & influence on WSSSRPIII project	Relative Interests	Comments	Recommended project management approach
Water Sanitation and Hygiene Committee (WASHCOM)	The committee is constituted by the communities in rural areas to implement decisions made at the community level on water supply and sanitation. Members of the committee shall include women, youth members and men. The responsibilities of the committee will include the following: a) Linking up with the local government personnel with respect to finance of water supply and sanitation schemes in rural areas b) Planning of water supply and sanitation interventions c) Selection of service provider d) Supervision of water supply and sanitation schemes e) Management of water supply and sanitation interventions f) Facilitation of financing arrangement in the community for operation and maintenance costs g) Setting and collection of tariff h) Community basic hygiene education and sensitization activities i) Feedback to community on a regular basis	<b>High:</b> In the rural area and small towns they would be responsible for triggering desired responses and ensuring there is a general buy by communities into the water and sanitation reforms.  High influence also stems from their proximity to the communities.	<b>Medium:</b> Their efforts in ensuring that there is improved water supply and sanitation practices will impact directly on the quality of life	Already established and functioning in LGAS. Guidelines already existing in setting up WASHCOMS.  They are essential in ensuring management at the community level is achieved hence the importance of adequately training them cannot be overemphasized.	Adequate and further training should be carried out for WASHCOM members. Periodic reports should be submitted to the relevant agencies that monitor their activities
Water Consumer Association	Water Consumer Associations are the community based organisation responsible for anchoring water supply and sanitation initiatives in small towns. Their schedule of duties is as enumerated for WASHCOMS above.	<b>High:</b> Community participation is an important aspect of sustainability of water supply and sanitation interventions in small towns. These WCA's will be responsible for co coordinating the community and serve as the inter phase for driving water reforms	<b>High:</b> They will be used as an important strategy to integrate water supply and sanitation policies at the small town's level.	The Federal Republic of Nigeria model constitution for small towns' water consumer associations' guidelines should be studied and used for setting up these committees. Community members are the end users of water and sanitation services. They shall be provided with relevant information required for them to make informed decisions about the kind of services they need both rural areas and small towns.	Adequate training should be carried out for WCA members along functional lines such as book keeping, scheme operation. Periodic reports should be submitted to the relevant agencies to monitor their activities. Post implementation surveys should be carried out at all schemes.
Non-Governmental Organisation (NGO)	NGOs with track record in community mobilization and development have a very key role to play in supporting the capacity building of WASHCOM's and WCA's in organizational development and advocacy. NGOs that specialize in water supply and sanitation will also support the implementation of schemes in rural areas and small towns and will work with WASHCOM and WCA's to ensure that communities have access to all relevant information to empower the people and enhance decision making process at the community level.	<b>High:</b> They are pivotal in driving the policies in this sector. Their policies work in tandem with those of the WSSSRP	<b>High:</b> They will be interested in the contents of the WSSSRP 3. There have been previous reforms in the past which have recorded varying degrees of success. Therefore the success rates herein recorded will serve as a yard stick for future interventions. They will be interested in meeting some the MDG's through this reform	NGO's both local and international have been the vehicles that have been used by donor agencies in the states and local government areas' There is a need to promote closer working relationships and encourage building of improved relations between different NGO's to impact effectively and meet overall objectives of improved water supply and sanitation practices	Create forums, symposiums, workshops as mediums for building synergies and sharing of ideas between agencies.



Institution	Mandate	Potential Power & influence on WSSSRPIII project	Relative Interests	Comments	Recommended project management approach
<b>State Ministry of Finance</b>	The Ministry of Finance plays an important role in the Water Supply and Sanitation sector. The Ministry is in charge of fiscal matters and serves as focal point for the financing the water sector to improve the infrastructure and strengthen the institutions in the sector. The Ministry of Finance works closely with the Budget department towards the preparation and implementation of annual budgets. Projects/Programmes for Water Supply and Sanitation that require counterpart funding are expected to pass through this Ministry.	<b>High:</b> The financial aspects of implementing any project cannot be overemphasized. Their input would be needed for assessing counterpart funding while they will also ensure accountability of project funds.	<b>High:</b> Their interest lies in ensuring resources are utilized in a manner that value for money is realized.	This is a key ministry whose input and buy in would greatly affect financial support to the WSSSRP 3.	Their support should be sought at the inception stage of the project There should be liaisons with them to ensure WSSSRPIII interest is captured in their annual planning documents. They will work closely with the PFM expert to be engaged under the TAT component of the project.
<b>Ministry of Environment</b>	The Ministry of Environment plays an important role in the water supply and sanitation sector. The Ministry is responsible for environmental sanitation in the State. However, there is ineffective coordination between the ministry and the water and sanitation agencies in the state. They are responsible for environmental policymaking, regulation, planning, and budgeting. where it provides the following: Health and environmental inspection of water quality, approval of regulation, and environmental inspection of treated wastewater quality and reuse standards •Setting water and treated wastewater quality standard	<b>High:</b> Nigeria is experiencing the effect of climate change (floods, droughts etc) and environmental management is high on the agenda.	<b>High:</b> They would be interested in policy programs on the environment as it has a big influence on the sustainability of water as a resource. Safer hygiene and sanitation practices should be promoted by focusing more on the environment	The wide-ranging scope of its mandate requires that the ME operates using a cross-sectoral and multi-disciplinary approach. •Consultation on water distribution and sanitation collection system infrastructure expansion and on water reservoir and sanitation treatment plant construction to ensure the designs are according to environmental standards.	Consult with this ministry over criteria and measures required in order to obtain an Environmental License.  Strengthening and cooperation under WSSSRPIII on EIA, SEA and other environmental instruments.
<b>Ministry of Local Government Affairs</b>	Ministry of Local Government Affairs is responsible for making policies that affect the Local Government Councils in the State. All policy issues as they relate to Local Government Councils to the Governor or the Executive Council pass through this Ministry. The Ministry holds monthly allocation meetings where statutory allocation from the Federation Account is shared. It is during such meetings that the money meant for Water Supply and Sanitation Sector could be discussed and deducted as source for the project. The Ministry regulates the operations of activities in the Local Government since they control the finances of the Local Government Areas.	<b>High:</b> This ministry is a veritable tool for ensuring LGA initiatives are met especially for small towns They monitor the activities of the LGA administrators and can positively influence greater participation in the water sector especially for pro-poor projects This ministry also checks updated Town Plans including land zoning.	<b>High:</b> They are expected to play a major service and coordination role implemented through Hardpan Regional Government including social programmes	They are expected to play a role in : Capacity building on water and sanitation projects management. Inspection and monitoring role over water distribution systems and construction and infrastructure extension	Consult with MWR over updated LGA Plan for zoning to meet project needs & future water and sanitation projects.

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<b>State Ministry of Agriculture and</b>	They have a monitoring role in the development of laws (the water Law), regulations, legislations and policies. They also regulate agricultural research, agriculture and natural resources, forestry and veterinary research all over Nigeria.	<b>Medium:</b> The ministry of Agriculture is currently undergoing some reforms and has deployed a lot of resources towards meeting the MDG goals targeted at Agriculture Their influence comes primarily from the fact that sustainable water supply has a lot of impact on their operations and they would be highly interested in the sector.	<b>Low:</b> They will provide support for improvements to IWRM and thus WSS and to protect water resources from agricultural sources of pollution (pesticides, etc) Water and its use for irrigation purposes uses is one of the focal points of the ministry and they will be interested in any initiative that helps improve the water provision conditions in states.	They would be mainly involved in water sector planning Water scarcity increases the competition between different water uses (Agriculture, domestic, industrial, etc). The agriculture ministry accounts for one of the largest budgetary allocation in the federation implying they have considerable financial muscle to make significant impact on the wide range of issues.	Consult this ministry over IWRM and for irrigation. Should be a member of IWRMC and the SWSRC.
<b>Ministry of Health</b>	Their mission is to develop and implement policies and programs and undertake other actions to deliver effective, efficient, quality and affordable health services Their focus is mainly on ensuring water quality is high i.e. low level of contaminants and hygiene practice awareness is increased as a preventive approach to medicine.	<b>Medium:</b> The serve more in a support capacity as the will be advocates who will further buttress the need for safer and improved practices.	<b>Medium:</b> They will mostly be interested in increased improved quality of water access to the society.	It is internationally recommended that the quality of water provided should be such that no significant health risk arises from its use. It should be acceptable to users in appearance, taste and odour. Contaminant levels should not exceed the broadly accepted water quality standards of the country where it is consumed. Although the health aspects are not specifically in the objectives of the project it is extremely important. The Ministry of Health will play a key role in the SWSSRC.	The Ministry of Health (MOH) should be encouraged to further pursue improvement in water quality monitoring issues at all levels of government  Government has established a regulatory system under the Ministry of Health for national drinking water standards.
<b>Ministry of Women Affairs and Child Development</b>	Federal Ministry of Women Affairs and Social Development was created consequent upon of the response to The United Nations agreement to establish Institutional Mechanisms for the advancement of Women and Women matters. The inclusion of women in the project will help highlight the needs of the more vulnerable members of society.	<b>Low:</b> Their influence is as a result of the need to seek their inclusion in all matters in society. Women are the drivers of reform and play a key role in the water and sanitation sector. They will additionally serve in an advisory role in highlight issues pertaining to women, children, the aged and disabled persons.	<b>Medium:</b> They will be interested in ensuring women are part of the project at all levels of implementation.	Gender issues, human rights and all these aspects are fully integrated in the WSSSRPIII and provisions have been made to fully integrate these groups in the project as well as pro-poor actions through the grant scheme budget line.	This ministry should be encouraged to come up with policies that encourage increased women participation in the sector reforms. Special consideration should be given to use including employment of these classes of vulnerable people in the implementation of this project.  Their participation in the SWSRC is essential.
<b>UBRBDA – Upper Benue River Basin Development Authority,</b>	UBRBDA is another major stakeholder in the water and sanitation sector in the State. The River Basin Development Authority is responsible for the establishment and supply of bulk water. Their main functions include: undertake comprehensive development of both surface and groundwater resources for multipurpose use, with particular emphasis on the provision of irrigation infrastructure, flood and erosion control, and water	<b>Medium:</b> Sets the bulk water tariff. And future allocation of amount of water.	<b>Medium:</b> Their interest in this project would be on a holistic basis as they are not likely to be concerned with the day to day affairs of the project.	Water Regulatory Commission not yet established. Potable standard drinking water is generally too expensive for Water for agricultural use yet to be regulated.	Keep informed on this project also through the IWRMC to be established.

Institution	Mandate	Potential Power & influence on WSSSRP III project	Relative Interests	Comments	Recommended project management approach
	management; construct, operate and maintain dams, lakes, polders, wells, irrigation and drainage systems.				
<b>CSO/NGO in WASH</b>	Among the civil society groups the most active is the Community Based Development Non-Governmental Organisation (CBD-NGO) Forum. It is a multi-sector network of over 150 civil society organisations active in community based and people centred development projects Some of the members are involved in water supply and sanitation in rural communities and small towns. The network has been collaborating with different agencies in Nigeria in water supply, sanitation and hygiene promotion programming. They have also worked with the State Water Board in delivering sanitation and hygiene promotion services in urban, semi-urban, and rural areas.	<b>High:</b> Their influence arises from the fact that they are the major nongovernmental force that drives the water sector reforms. They will be pivotal in ensuring the deliverables of WSSSRP III are met.	<b>High:</b> They will be interested in identifying the key drivers of this reform in view of the fact that other reforms in the past were able to attain varying degrees of success.	Their roles include hygiene baseline promotion; training of community WASHCOM's and WCA's, Volunteer Hygiene Promoters triggering of communities towards Community Led Total Sanitation; (CLTS) and facilitation of community self-selection process. The major weaknesses identified are inadequate funding, lack of appropriate office accommodation, Lack of skills in monitoring and evaluation, inability to develop fundable proposals in the water, sanitation and hygiene projects; Lack of skills in development of advocacy messages, poor policy development, poor governance, and sustainability strategies.  There is need for more efforts to make them a viable entity Currently one is very active. ADA Water.	Consult with this key stakeholder and seek ways of integrating them into the project. They should be encouraged to go into partnership with the Constituency offices to jointly implement pro-poor project initiatives  Will be involved in the grant schemes established under this project. Pro-poor project design must include social safeguards to ensure job creation and adequate income for employees. Skills training for employees should be included.
<b>MDG Project Office</b>	The Millennium Development Goal (MDG's) office was set up to support the achievement of MDG goals. These comprise of 8 goals which Nigeria has achieved varying degrees of success in their achievement.	<b>Medium:</b> Their influence would mainly be in a support function as they can help further articulate the goals as it related to water supply and sanitation.	<b>Medium:</b> This is one out the many goals which they are yet to achieve and would be interested in the success rates achieved. They would also be interested on the models utilized if reforms prove to be successful.	One of the goals is to halve the number of people living without safe water and basic sanitation by 2015. Their ability to increase user numbers will go a long way in ensuring improvement.	They should be kept informed by being invited to stakeholder forums and meetings.
<b>Private Sector investors in water sector and Water Service Providers</b>	To provide investments and improve performance and facilitate Job creation and income in the sector Water supply service providers will include companies and local artisans that are involved in drilling boreholes and maintenance and repairs of facilities. These will be contracted by the WASHCOM and WCA to carry out specific activities in the communities under the supervision of relevant LGA personnel.	<b>High:</b> They will be highly interested in WSSSRP III as they will be responsible for carrying out works on the project. (Contractors). Private Investors involved in the reform process could have strong influence in steering sector towards privatization.	<b>High:</b> Projects must be economically and financially viable in order to attract private sector investment.	Among the private companies involved in the sector the most significant role is played by the drilling companies providing their services for the construction of deep boreholes. That has substantial plant/equipment capacity and qualified and experienced management and professional staff. The works carried out by these private sector operatives would have to meet the highest standards to guarantee technical sustainability The current policy recognizes the roles of private sector providers in the water supply and sanitation in the state. Governments	After screening tenders ;Work approved in partnership with private sector investors should be monitored from inception to actualization stage There should be project managers who are directly involved in project set up and monitoring.  Give importance to the Costs/benefit analysis and Financial and economic analysis in choosing projects while providing provisions for the pro-poor components.

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				move away from implementation and more to supervision and monitoring in the sector should create more opportunities for the private sector. The further implementation of a policy framework that creates an enabling environment for private sector participation.	

## **Annex 2:       References**

1. Adamawa State Small Towns Water Supply and Sanitation Agency, Ministry of Water Resources, Various Documents.
2. Adamawa State Rural Water Supply and Sanitation Agency, Various Documents, Ministry of Water Resources.
3. Adamawa State Water Board, Ministry of Water Resources, Various Documents.
4. Adamawa State Government Revised State Vision 20:2020, 2011.
5. European Court of Auditors Report, 2012, European Union Development Assistance For Drinking Water Supply and Basic Sanitation in Sub-Saharan Countries.
6. National Water Resources Master Plan, 1995.

Fig 1

**MINISTRY OF WATER RESOURCES ORGANISATIONAL CHART**

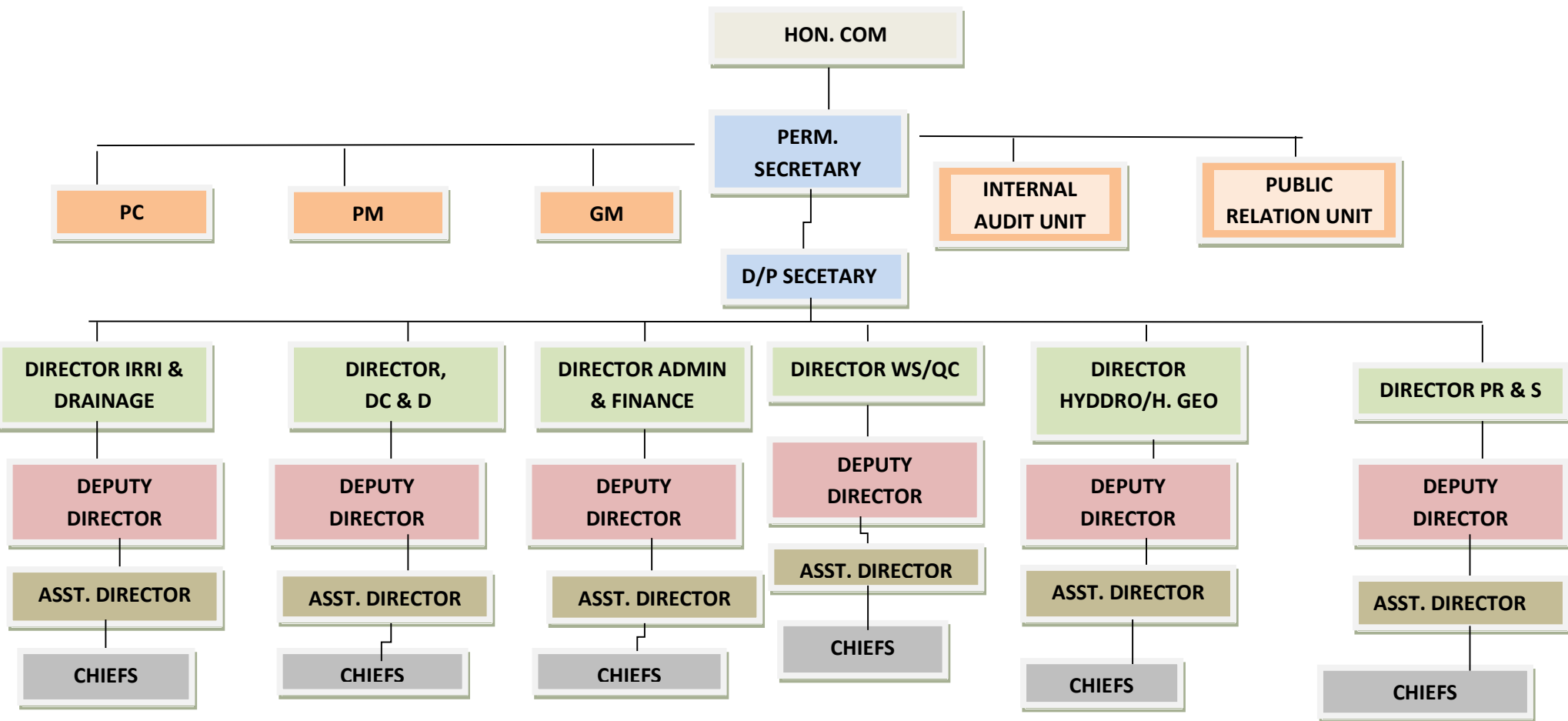


Fig 2

**ORGANOGRAM**

**ADAMAWA STATE RURAL WATER SUPPLY AND SANITATION AGENCY (ARUWSSA)**

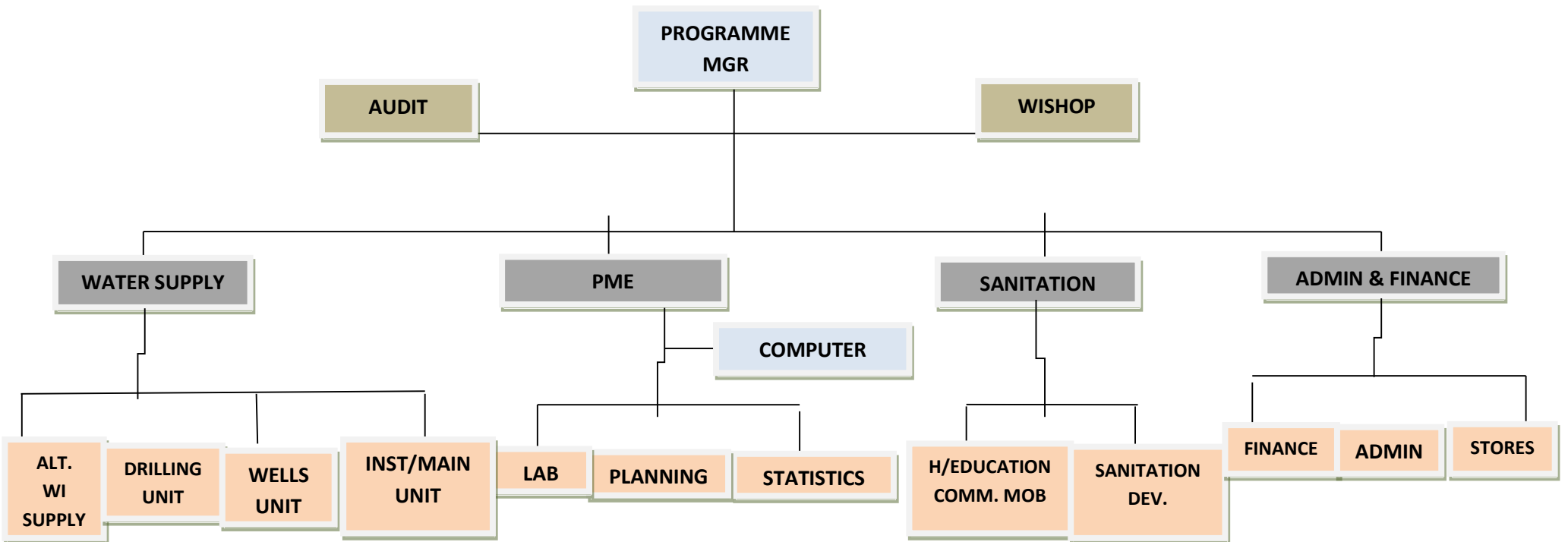


Fig :3

**ADAMAWA STATE WATER BOARD APPROVED ORGANOGRAM**

