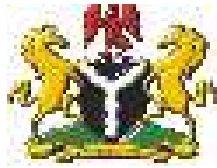


Government of Enugu State



Draft Water & Sanitation Policy

May 2007

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Abbreviations and Acronyms

CBO	Community-based organisation
DFID	Department for International Development
IWRM	Integrated water resource management
LGA	Local Government Area
MDG	Millennium development goal
NGO	Non-governmental organisation
O&M	Operation and maintenance
PHCN	Power Holding Company of Nigeria
RDM	Resource directed measures
RUWASSA	Rural Water Supply and Sanitation Agency
SHE	Sanitation and hygiene education
SLGP	State and Local Government Programme
SWC	State Water Corporation
UNICEF	United Nations Children’s Fund
VIP	Ventilated improved pit latrine
VLOM	Village-level operation and maintenance
WASH	Water, sanitation and hygiene

Preface

Water is life and a fundamental human right. Provision of good quality and sufficient safe water supply for domestic and industrial uses is essential to healthy living and sustainable socio-economic development. Similarly, access to adequate sanitation facilities and hygiene education are indispensable to the promotion of good health and dignified life.

Furthermore, available statistics in the state show that only 29% of the households in the state have access to safe pipe-water supplies through developed surface water sources, water boreholes and protected wells while 46% of the households have access to good means of sanitary disposal. Also, available health statistics indicate that a large percentage of Enugu State population, particularly women and children suffer routinely from water borne diseases.

In pursuit of the implementation of three essential water related millennium development goals viz:-

- To halve by the year 2015 the number of people who are unable to access or afford safe drinking water;
- To halve the proportion of people who do not halve access to basic sanitation by 2015;
- To manage the exploitation of water resources;

the state government is poised to address the aforementioned problems in line with the dictates of the 4-point agenda of this administration. This informs the formulation of a state Water and Sanitation Policy. The goals set in this policy are intended to acknowledge the fact that water supply is an essential human right and being a conscious people-oriented government, the realization of this basic need of man has become a priority.

Consequently, on behalf of the state government, I wish to acknowledge the contribution of key partners in the production of this document – SLGP/DFID, Water Aid Nigeria, UNICEF, NGOs and other stakeholders both within and outside Enugu State in the realization of this very important document.

Attempts by previous governments to improve the provision of potable water supply and adequate sanitation have been piecemeal and lacked co-ordination and focus. The policy guidelines are developed to correct the envisaged anomalies for the effective socio-economic development of the state. The document has therefore put in place modalities designed to involve all the stakeholders in the realization of adequate and sustainable provision of potable water supply and sanitation.

Delivery on this commitment will be a tough challenge that requires the combined effort of all key

stakeholders at all levels. However, I am hopeful that with the arrangement put in place in this document which has defined commitments and responsibilities, the implementation of the policy shall by no means, achieve the required goals and thereby improve the lives of our people.

In conclusion I am optimistic that the stage is set for an overall end to all water and sanitation related problems in the state.

Engr. Emecca Ani
Hon. Commissioner
Ministry of Water Resources
Enugu State
22 January 2008

Introduction

1. Enugu State has a population of 3.3 million people with an annual growth rate of 3%¹. Available statistics indicate that: 1) Only 29 % of households in Enugu State have access to safe piped-water supplies, boreholes, or protected wells and 2) Only 46% of households have access to a good means of sanitary disposal².
2. In 2004 the State Government made a commitment to raise the percentage of the population with access to safe water and basic sanitation facilities to 90% by 2009³. These targets have been revised as part of this policy.
3. Enugu State is well endowed with water resources with an average annual rainfall of approximately 1800 mm. Although there is a pronounced dry season of 4-6 months, Enugu state does not experience absolute water shortages. At the state level potential sustainable supply (i.e. surface and groundwater resources) far exceeds the current demand by all sectors. In some localities, pollution and groundwater overexploitation are increasing concerns. In terms of hydrogeology the State is rich in aquifers and streams and most of

¹ National Population Commission of Nigeria, 2006

² Core Welfare Indicator Questionnaire Survey , 2006.

³ Enugu SEEDS, 2004.

- the functional water schemes are based on ground water.
4. The State Government is responsible for facilitating the provision of safe and affordable water to meet basic human needs of its citizens. Presently this function is being carried out by two parastatals namely the State Water Corporation (SWC) and the Rural Water Supply and Sanitation Agency (RUWASSA) under the Ministry of Water Resources. The SWC as at 2007 has a total of 116 water projects comprising of 104 boreholes, 8 surface, 1 spring and 3 stream water schemes. The installed capacity of the schemes is 336,456m³/day while the present capacity is only 52,620m³/day. RUWASSA has 34 hand pump boreholes across 4 LGAs in the State.
 5. In recent years, the Enugu State Government has received support from External Support Agencies to facilitate the provision of water and sanitation services across the State. For example, RUWASSA is implementing Water and Sanitation projects in some LGAs in the State through funding and technical support from DFID, UNICEF and WaterAid.
 6. The DFID-supported State and Local Government Programme (SLGP) is also collaborating with the State Water Corporation to facilitate the rehabilitation of some of the 98 rural water

schemes which have failed as a result of poor maintenance and little or no community involvement in the management of the schemes. Recently the Government has worked with SLGP to develop an approach for community participation in the management of rural water schemes. In spite of the progress made, the majority of the people in the State still do not have access to safe water and sanitation facilities.

7. Private borehole owners and water vendors are major providers of water often as a result of inadequacies in the water supply systems.
8. Factors constraining provision of safe water and basic sanitation facilities include:
 - i. An approach to water services delivery that is supply driven.
 - ii. Inadequate allocation and timely release of financial resources.
 - iii. Lack of transparency in the allocation and use of resources.
 - iv. Overlap and lack of clarity in institutional functions and responsibilities.
 - v. Limited private sector participation;
 - vi. Frequent breakdown of installations;
 - vii. Inadequate and erratic power supply;
 - viii. Lack of and/or high cost of operation and maintenance;
 - ix. Limited distribution network;

- x. Lack of requisite personnel, especially technical class;
 - xi. Lack of tariff adjustment mechanism;
 - xii. Lack of effective legal framework;
 - xiii. Poor collaboration and coordination amongst services providers;
 - xiv. Little or no community participation and management.
 - xv. Lack of capacity to monitor private service providers.
 - xvi. Lack of public education in relation to water management and hygiene.
- 9) Currently Enugu State does not have a policy on water and sanitation. The constraints and inadequacies listed above give a clear indication that change is required within the water sector. The development of a water policy, that has the support of key stakeholders, is one step towards promoting necessary change.
- 10) This policy has been developed with the active involvement of key stakeholders. Although it has been informed by National Water and Sanitation Policy, it has taken specific account of the current challenges and opportunities that exist in Enugu State.

Definition of Terms

Access refers to the rights or entitlements of an individual or a group to obtain or make use of water resources or the services that provide water for different uses

Affordable: The ability of households to own, operate, maintain and/or pay for water services without major disruption to their expenditure pattern.

Integrated water resource management is a process which promotes the coordinated development and management of water, land and related resources, in order to maximize the resultant economic and social welfare in an equitable manner without compromising the sustainability of vital ecosystems.

Rural area: An area in which the population is less than 5,000. Where a rural community is contiguous with a town classified as urban or small town, it will be served by the agency responsible for providing that urban community with water supply and sanitation services.

Small Towns: Village or towns with populations in the range 5,000 to 20,000.

Urban area: A town with a population exceeding 20,000.

Water governance relates 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 society⁴

Water services delivery refers to a user or customer oriented activity aimed at the delivery of services that include affordable safe water supply, appropriate sanitation facilities and hygiene education.

⁴ GWP, 2004.

Policy Thrust

11. Available statistics indicate that: 1) Only 29 % of households in Enugu State have access to safe piped-water supplies, boreholes, or protected wells and 2) Only 46% of households have access to a good means of sanitary disposal. Health statistics also indicate that a large percentage of the Enugu population, particularly women and children suffer routinely from water-borne diseases.
12. The State Government is determined to address the challenge of meeting water-related Millennium Development Goals in water resource management and water services delivery.
13. The key focus of government policy is an improvement in water governance and, more specifically, in the mechanisms, processes, and institutions through which citizens and groups articulate their interests, mediate their differences, and exercise their legal rights and obligations with regard to water management and water services delivery. The policy thrust is therefore to achieve decision- making processes that are participatory, pro-poor, transparent and set with an IWRM framework.

Water Governance Policy Targets

14. By end of 2008, water governance systems are in place that achieve the following:
 - (i) Participatory processes: all citizens of Enugu State, both men and women, have a voice in WASH planning processes, either directly or through organizations representing their interests;
 - (ii) Transparency: information flows freely between different stakeholders and decisions and decision-making processes are transparent and open to public scrutiny;
 - (iii) Integrated planning: WASH decision-making takes place within an integrated water resource management framework (IWRM framework). As such, dialogue is highly desirable both horizontally between stakeholders at same level (e.g. inter-sectoral planning) and vertically between, stakeholders at the state, LGA and community levels;
 - (iv) Poverty reduction: WASH planning at all levels is aligned with poverty reduction strategies. In many cases, this involves increasing participation of the poor and marginalised in planning processes and recognising the importance of making water available for small-scale productive/commercial uses.

Water Resource Management Targets

15. By end of 2008, water management initiatives and innovations lead to the establishment of:
- (i) State-wide water information base: Establishment of a state-wide water management information base. As a minimum, this system must ensure that stakeholders at all levels have access to good quality water-related information.
 - (ii) Integrated water resource management (IWRM): Establishment of state-wide IWRM plans aimed at sustainable, efficient and equitable water management and protection of fragile ecosystem
 - (iii) Regulatory framework. Identification of river systems and aquifers at highest risk to overexploitation and/or pollution. Establishment of a monitoring programme in the Ministry of Water Resources that focuses on high-risk areas and enforce an acceptable regulatory system. This regulatory framework is based on a series of resource-directed measures (RDM) that provide protection for water resources by identifying an appropriate balance between protection, development and utilisation of different water resources.

Water Supply & Sanitation Coverage Targets

16. Safe water supply coverage targets for Enugu State are as follows:

	2007	2010	2013	2015
Urban	20%	40%	80%	90%
Small Towns	15%	35%	80%	90%
Rural	30%	50%	80%	90%

- 17) Given the major challenge of improving sanitation and hygiene education (SHE), all tiers of government will release a separate vote for water and sanitation of an amount equivalent to or not less than 15% of their annual appropriation for water supply with the aim of achieving the following targets:
- (i) Review and improve SHE coverage to 60% of the population by 2007.
 - (ii) Extension of SHE coverage to 65% by 2010.
 - (iii) Extension of SHE coverage to 80% by 2015.
 - (iv) Extension of SHE coverage to 90% by 2020.
 - (v) Achieve 100% SHE coverage by 2025
 - (vi) Sustain 100% SHE coverage beyond 2025

Water Supply & Sanitation Services Level Targets

18. By the year 2015, 90% of the entire population of Enugu State have access to at least 120 lpcd of safe water at an affordable cost.

19. By the year 2015, sanitation coverage levels are as follows:

- (i) Rural: Each household in rural areas (community of population of less than 5,000) must own and have access to safe sanitary facility of at least upgraded pit latrines.
- (ii) Small Towns: Each household (population of 5,000 to 20,000) own and have access to safe sanitary facility of at least sanplat latrine.
- (iii) Urban: Each household in urban areas (population above 20,000) own and have access to safe sanitary facility of at least pour-flush toilet.

Common Principles

20. Enugu State's water policy is based on many of the principles that form part of international conventions. These include:

- i. Water is a finite and vulnerable resource, thus requiring an integrated approach to its management.
- ii. Water is both a social and economic good and therefore requires the adoption of efficient utilization mechanisms as well as ensuring it is equitably distributed.
- iii. Water services delivery should be "bottom-up and demand-driven" as opposed to the current "top-down and supply driven"

- iv. Water development and management should be based on participatory approach involving users, planners, and policy makers at all levels.
- v. Women play a central role in the provision, management and safeguarding of water, which should be reflected in effective participation at all levels.
- vi. Attention must be paid to effective operation and maintenance.
- vii. Emphasis should be placed on policy development, institutional reform, capacity building, and creation of an enabling legal environment.
- viii. Water and land resources must be managed at the lowest appropriate levels.

21. Water governance and political will. Enugu State's core water challenge is one of water governance, particularly the deeper political and societal foundations on which day to day decisions and courses of action rest. In particular, increased and sustained political will is required at all levels to generate commitment and interest in improved water services delivery.

22. Pro-poor approaches. Services delivery that takes into consideration the needs of the poor through water governance systems that ensure their inclusion in the decision-making processes. The wider role that water plays in

sustainable livelihoods is also acknowledged. Household-based productive activities such as livestock, backyard agriculture and small businesses often require access to water. Explicitly catering to these aspects while planning services delivery, will lead to schemes that are better aligned with poverty-reduction strategies.

23. IWRM and policy alignment. Sustained improvements in water services delivery require integrated approaches to planning that involve many line departments and civil society organisations.
24. Sector reform. Government should move away from being a provider of services and focus its efforts on facilitating, coordinating, planning, financing and monitoring development.
25. Technological choice. Technological choice will reflect community preferences but will be geared towards giving the community the highest services level, taking into consideration the community's ability and willingness to pay. Technical assistance will be provided so communities can make informed decisions about costs, services level, O&M requirements and the appropriate location for relevant infrastructure.

26. Community Empowerment and demand responsiveness. Community empowerment and participation in the planning and management of services delivery is critical to sustainability, transparency and positive outcomes. Community empowerment and stakeholder dialogue is also required to engender ownership for infrastructure. In this vein, all programmes targeted at rural communities shall have a comprehensive training and capacity building component for community level institutions. Public institutions will facilitate and co-ordinate the process while Local Government personnel and NGOs/CBOs will take responsibility for enhancing the capacity of communities in the management and O&M of infrastructure.
27. Private sector. Increasing private sector participation in water services delivery will be based on a clear definition of areas of work to be contracted out, defining the regulatory framework for their engagement, while protecting the interests of consumers of their services. In addition, enabling legislation for private sector participation will be put in place with clearly defined benchmarks for measuring the performance of private sector operators.
28. Cost sharing. Institutionalisation of cost-sharing arrangements that will ensure full

participation of communities in planning, implementation and monitoring of interventions as part of the process of promoting community ownership, O&M and management of the facilities. The following cost sharing arrangement is proposed based on the national guidelines

Government/ Community	Capital (%)	Operation and maintenance (%)
Federal	50	0
State	25	10
Local	20	20
Community	15	70

29. NGO participation. NGOs exhibit strong technical and community development skills that are invaluable in the water and sanitation sector. An enabling environment is required to support the effective involvement of civil society, particularly NGOs in water services delivery.

30. Sanitation and hygiene education. Access to sanitation facilities and hygiene education improve human health, reduce infant mortality and improve the livelihoods of women and children in particular.

31. Legislation. Legislation will be enacted to support improved water governance and

achieve decision-making processes that are participatory, pro-poor, transparent and set with an IWRM framework.

32. Building on existing practices. Systems of water services delivery should aim to build on existing safe practices, religious beliefs and socio-cultural norms.

33. Funding. A significant increase in and more effective use of funding for water services delivery is required if water services delivery targets are to be met. Timely release of funds during the budget cycle is also necessary.

34. Capacity building. There is a lack of capacity at all levels in the water sector. Capacity building is to be viewed as a mutually reinforcing process that requires people and organisations to adapt and take ownership of ideas, methods, tools and technologies.

35. Research and Development. Innovation should be demand driven and part of a process by which management actions and directions are continually adjusted in the light of new information on current and likely future conditions and outcomes.

Policy Strategies

Capacity

36. The need for adequate and skilled capacity in water sector is critical. In view of this, a comprehensive assessment of capacity in the sector will be undertaken as part of the institutional reform process. Based on the data collected, a systematic plan will be devolved to address capacity needs at all levels of Government in the State. In addition, a capacity development plan will be designed so that personnel can be equipped with the requisite skills required for enhancing their performance. In line with national policy guidelines, at least 5% of resources for the sector will be devoted to capacity development

37. Capacity building programmes will be linked to change management programmes that are aimed at overcoming resistance to change. Resistance to change in different forms can be expected during reform processes and implementation of other aspects of this policy.

Water Governance

38. Enugu State will adopt an IWRM approach to the development and management of water resources. The IWRM approach will include alignment of the many policies, legislative instruments legislation and fiscal measures that

influence water management, water services delivery and level of demand. Decision-making and policies outside the water sector can have a major impact on water management, pollution risks and demand for and access to water services.

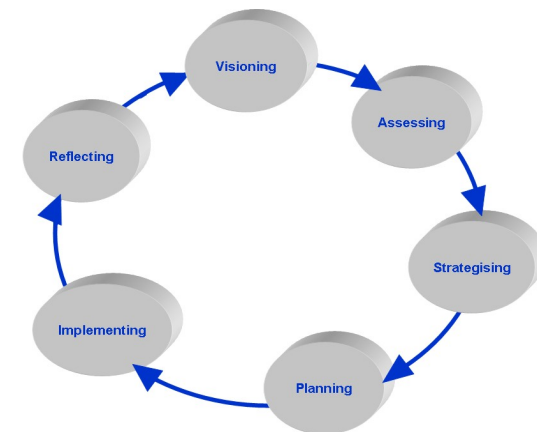


Figure 1. IWRM planning cycle.

39. An IWRM planning cycle will be used as a framework for improved water governance (see Figure 1). This framework differs from the current framework for planning water services delivery in a number of key respects. These include: 1) the recognition of the need for stakeholder involvement during all phases of the planning process and 2) the explicit acknowledgment of the uncertainty and future variability that exists in

nearly all aspects of water services delivery and water resource management (e.g. rapid change in demand, impacts of climate change). This latter challenge is handled by incorporating *narrative scenario building* into relevant steps of the cycle.

40. The use of a cycle (rather than a more linear representation) is intended to underpin the belief that good water governance is demand-driven and centred on a continuous process of experimentation and learning to find locally appropriate solutions. Long-term visions and strategies will need to be updated regularly based on new information and the actual impacts of activities on the ground. In this way, it is emphasised that the cycle is not a set of activities that is worked through once within a given period of time. Rather it represents a new way of working, with the emphasis on a virtuous process of good, strategic, and integrated planning that is fed by an ongoing process of learning from experience.
41. In addition to an overall framework, the other key element in improving water governance is the development and/or adaptation of a set of “water governance” methodologies and tools that are appropriate for use in Enugu State. The use of these methods and tools will ensure realisation of the policy goal of improved decision-making

processes that are participatory, pro-poor, transparent and set with an IWRM framework.

42. Capacity building in the use of the IWRM planning cycle and the “water governance” methods and tools is essential. Given the emphasis on stakeholder dialogue at all levels, a plan will be developed for creating necessary facilitation capacity in the public, private and NGO sectors.
43. An area that requires serious attention is the collection and analysis of data that could enhance the planning process. The water sector lacks adequate statistics for reviewing existing progress, procedures, value for money, levels of demand and the status of water ecosystem services in terms of the quantity and quality of water resources. The absence of adequate and accurate data has affected the effectiveness with which sector activities are managed. In view of this, it has become difficult to systematically plan water services delivery.
44. Access to reliable information is a critical element for mediating and conferring power in interactions between stakeholders generally, and, more specifically between government and civil society. Without information, debate is uninformed and society has no basis to challenge factually incorrect or biased positions. Options for setting a

readily accessible state-wide water information base will be reviewed.

45. Improving the flow of information between different stakeholders – both horizontally and vertically – will lead to improved decisions making that is better able to build on the links between WASH and other aspects of livelihoods. At the same time, decision making processes that are participatory and transparent will lead to more effective allocation and use of funds.

Resource Directed Measures

46. Resource directed measures (RDM) will be used as a basis for achieving an appropriate balance between protection, development and utilisation of water resources. The RDM comprise the following:
- **Delineation of resource units.** Resource units may be surface water catchment areas or aquifers. The delineation will be based on physical characteristics which are linked to the use and management of the resource unit.
 - **Classification of resource units.** The key outcome of this phase is to classify each resource units in terms of the desired management class (i.e. excellent, good, fair). The classification process will assess the current state of a resource unit and the levels of its development and use and designate the future desired state of the resource unit (both quality and quantity).

- **Setting the Reserve:** The reserve is to be set for each resource unit. The reserve is the water quantity and quality required to meet basic human needs and to support aquatic ecosystems. The Reserve is a non-competing water use that is to receive a priority allocation.
 - **Setting water quality objectives.** These are clear guidelines that balance the need to protect and sustain a water resource unit with the need to develop and use it. The outcome of this phase is a list of goals – either numeric or descriptive – that can be used to set management criteria.
47. These provisions not only aim to manage quantity and quality of surface and ground water, but also the: in-stream and riparian habitat; the aquatic biota; land-based and societal activities which may affect the resource; and “any other characteristic” of the water resource. This means that water ecosystem services can be defined by resource quality objectives and management of the resource must then provide protection for these services. The establishment of the Reserve and Class for any resource is to be subject to stakeholder participation.
48. A pricing strategy will be developed to support the RDM on the basis that any water use is potentially subject to a water use charge. Activities that lead to the pollution of surface or groundwater may also

be subject to a charge. These charges are to be used to manage the water resource, and may not constitute a general tax or levy. These charges can therefore be used to provide incentives for the protection and maintenance of ecosystem services. Compulsory licensing is also to be used as a means of facilitating the most beneficial use of water in the public interest, as well as giving effect to the RDM.

49. Regulatory instruments will be used to manage water quantity and quality in areas with measurable or a high risk of overexploitation and/or pollution levels that are above permissible limits. In all but extreme cases, small scale productive uses of water will be exempt from regulation. Hence, the capacity needed to regulate water use and pollution will be minimised by concentrating attention on zones that have existing problems or a high risk of future problems.
50. Management of water resources will be delegated to the lowest appropriate level and community-level management and protection of water ecosystems will be encouraged. A study will assess the institutional options for regulatory functions at the state-level. This study will also make recommendations on regulatory procedures and processes that are transparent and include an appeals process.

51. In cases where the benefits offered by water ecosystem services outweigh the benefits of water uses that may compromise these services, the water resource is to be given a high level of protection. Conversely, lower levels of protection would be afforded where there is a higher value to water use. Resource classification cannot be separated from the broader IWRM process, and is to be paralleled with compulsory licensing and water use efficiency programmes. The system also demands a high level of stakeholder participation in an attempt to achieve consensus to the final resource Class.

Water Supply Infrastructure

52. Technological choice is to reflect community preferences but is also to be geared towards giving the community the highest services level, taking into consideration the community's ability and willingness to pay. Technical assistance will be provided so communities can make informed decisions about the costs, services level and operation, maintenance requirements, and the appropriate location for infrastructure.
53. To facilitate easy co-ordination and compliance, guidelines on the use of the various technologies will be developed. The guidelines will include steps to be taken such as site selection, methods of construction, technical specifications and other

elements.

54. All water points (properly designed hand dug wells and boreholes) must be fitted with a hand pumps and motorized pumps that conform to the concept of village level operation and maintenance (VLOM). Communities are to be trained on the operation and maintenance of the pumps and aspects of VLOM.
55. Communities are expected to establish appropriate institutional structures that will be responsible for the day to day management of the facilities. Deliberate efforts will be made to ensure women are adequately represented in the community structures. The community structures will among others be responsible for monitoring pump use, promoting hygiene education, pump maintenance, and collection of user fees.
56. Communities are to be directly responsible for operation and maintenance of appropriate water services infrastructure. Sophisticated equipment or equipment serving more than one community is to come under the responsibility of the zonal engineer. Communities will be assisted in developing plans for effective long-term O&M of infrastructure. Necessary training and support is to be provided by the private sector actors, NGOs, and/or the Rural Water Supply and Sanitation

Agency.

Sanitation Infrastructure

57. The focus of the government is to be on protecting public health, creating demand for sanitation services, facilitate and enhance partnership among the private sector, NGOs, community based organisations, local authorities, and households, and also remove obstacles in the path of achieving improved sanitation. To this end, the Community-Led Total Sanitation approach will be adopted, particularly in rural and semi-urban areas. This approach concentrates on empowering local people to analyse the extent and risk of environmental pollution caused by open defecation, and to construct toilets without any external subsidies. Sanitation programmes are to be based on generating demand, with all of its implications for education and participation, rather than providing free or subsidised infrastructure.
58. The choice of technology employed shall be such that will be suitable for the protection of the quality of both surface and underground water.
59. In urban communities, consideration is to be given to the costs of alternative water sources or sewage treatment activities versus alternative methods of sanitation provision, in order to

determine the most feasible options. Due to the settlement nature of the urban communities, there will be a mix of technologies.

60. In rural areas, there will be a move away from conventional waterborne sanitation, as these technologies are in most cases not a realistic, viable and/or economically achievable option. Instead, the State Government will promote the Ventilated Improved Pit latrine (VIP), as it provides an appropriate and adequate basic level of sanitation services in rural communities. Adequate basic sanitation provision is therefore defined as one well-constructed VIP latrine (in various forms, to agreed standards) per household. Cognisance will be taken of different needs, preferences, and behaviour of children, women, and men in the design of the VIP latrines.
61. Responsibility for facilitating the implementation and management of sanitation services lies with the local authority. Second tier agencies such as the private sector and NGOs will provide services in support of the local government initiatives. The participation of such agencies will be aimed at ensuring that the local capacity to provide adequate services is always available.
62. To ensure that each household maintains basic sanitation, strategies will focus on use of participatory approaches for social mobilization,

promotion through schools and children and social marketing approaches, so that households and individuals appreciate the need for improved sanitation and to construct VIP latrines.

63. Most vulnerable communities and groups and the underserved would be identified through vulnerability assessments and prioritized for delivery of sanitation services as part of the effort to increase coverage. The assessment will also help to create an understanding of preferences for different options, designs and affordability of the preferred options by communities. Participatory techniques will be employed in the assessment.

Health and Hygiene Promotion

64. The realization of the benefits of water supply and sanitation is dependent on a lasting change in hygiene behaviour. Carefully-targeted hygiene education programmes are to raise awareness of this reality.
65. In this regard, emphasis will be placed on creating awareness of the linkages between water supply and sanitation provision, behaviour and disease transmission routes so that people understand and believe in health concepts. The basic premise underlying this policy direction is that awareness and understanding influences behavioural change.

66. The use of innovative approaches to promoting hygiene, sanitation and community management of water and sanitation facilities, should be built on people's innate ability to address and resolve their own problems as well as empower communities to manage their water and to control sanitation-related diseases.

67. The key steps for achieving these include:
- i. Promoting health awareness and understanding which, in turn, will lead to environmental and behaviour improvements.
 - ii. Providing support that will enable people to overcome constraints to change.
 - iii. Involving all members of the communities – young and old, female and male, higher and lower status – using participatory processes.
 - iv. Assessing community knowledge base; investigating their own environmental situation, visualizing a future scenario with them, analyzing constraints to change, planning for change and finally implementing change.
 - v. Work with other sector agencies such as Ministries of Education, Health, Environment and NGOs in the design and delivery of hygiene and health education services.
 - vi. Promoting the use of child-child approaches to hygiene and health education.
 - vii. Building the capacity of community institutions, particularly women groups, to lead the process of change at community level.

- viii. Develop and implement a monitoring and evaluation system that enables communities to measure progress overtime.
- ix. Documentation of approaches used and dissemination of experiences gained, lessons learnt as part of the effort to contributing to evolving a more sustainable approach to behaviour change.
- x. Integrating Water Sanitation and Hygiene in the activities of each Local Government Area as a way of raising awareness and sensitizing communities on appropriate attitude towards sanitation and hygiene issues.

Sector reform

68. Effective implementation of Enugu State Water and Sanitation policy and achievement of targets calls for institutional reform at the state and local government levels. The overall aims of this reform are:

- i. To gradually shift the function of the public sector from providing services to facilitating, coordinating, planning, financing and monitoring services delivery;
- ii. To increase the role of the private and NGO sectors in services delivery;
- iii. To improve water governance by: increasing the active participation of stakeholders in planning processes; improving transparency and accountability; adopting an IWRM approach to water management ; and developing planning procedures that are pro-poor and consistent with poverty alleviation strategies;
- iv. To manage sector reform and change processes proactively

69. The sector reform process is to be driven by stakeholders who are directly involved in the water sector and/or have a major influence on the performance of the sector (e.g. PHCN) and the potential benefits of improved services delivery (e.g. Ministry of Health). Key stakeholders include:

- Federal Ministry of Agriculture & Water Resources
- Ministry of Water Resources
- Ministry of Environment
- Ministry of Education
- Ministry of Health
- Ministry of Human Development and Poverty Reduction
- Ministry of Agriculture
- Ministry of Women’s Affairs and Social Development
- Ministry of Information
- Enugu State Water Corporation
- Rural Water Supply and Sanitation Agency
- State Planning Commission
- Local Government Water and Sanitation Department
- Water and Sanitation Management Committee
- Private Sector
- Civil Society Organisations
- External Support Agencies

70. The Water and Sanitation agencies in the State should be autonomous in their managerial, financial and personnel functions. This will enhance their ability to operate along commercial lines and provide adequate services that respond to customer demands and expectations. As viable commercial enterprises it is possible for the agencies to attract funding from other sources including the private sector.

71. The focus of sector reform will be on building capacity, changing attitudes and clarifying functions and responsibilities of the existing government and non-government organisations that are involved in water services delivery.

72. Notwithstanding the above, two new departments will be created. They will have the following names, functions and responsibilities:

i. A Regulatory Department or Agency shall be responsible for:

- Regulatory oversight of water management and water services delivery (including private water vendors).
- Implementation of resource directed measures.
- Strategic management of Basic Human Needs Reserves.
- When necessary, licencing of large-volume water users.
- Management of a state-wide water information base.
- Ensuring that water resources are made available for small-scale productive uses that are important to the livelihoods of poorer social groups.

ii. An Integrated water resources management Department/Agency shall be responsible for:

- Co-ordination and facilitation of dialogue between key stakeholders.
- Achievement of IWRM objectives.
- Alignment of policies and programmes that have the potential to influence, positively or negatively, water services delivery.
- Ensuring that water management and water service delivery is pro-poor and gender sensitive.

73. External reviews will:

- i. Consult with stakeholders, assess the options and make specific recommendations on the functions, responsibilities and institutional arrangements for the two new institutions described above.
- ii. Assess existing guidelines, regulations and laws in the State to determine their relevance to the water policy. After consultation with stakeholders, recommendations will be made for revisions as may be necessary.
- iii. Consult with stakeholders and prepare a detailed sector reform plan.

Institutional functions and responsibilities

74. **Ministry of Water Resources** shall be responsible for:

- Policy formulation in conjunction with relevant ministries and other stakeholder groups in the water and sanitation sector
- Raising public awareness of water and sanitation policy
- Supervision of all agencies responsible for policy implementation
- Water and sanitation sector coordination
- Effective monitoring and evaluation with respect to achievement of State, national and global targets.
- Preparation of annual report on sector activities and dissemination of same to stakeholders

75. State Water Corporation shall be responsible for:

- Water services delivery in urban areas as well as maintenance of facilities
- Collection of water tariffs
- Monitoring and evaluation of water services delivery with a view to achieving policy targets and quality control
- Preparation of annual report on water services delivery and dissemination of same to stakeholders

76. Enugu Rural Water Supply and Sanitation Agency shall be responsible for:

- Water services delivery in rural areas as well as maintenance of facilities

- Monitoring and evaluation of WASH programme
- Training of local artisans and hygiene promoters
- Maintenance of water schemes in rural areas
- Preparation of annual report on rural water and sanitation services delivery and dissemination of same to stakeholders

77. Currently there is overlap in the functions of State Water Corporation and RUWASSA with respect to rural water supply. State Water Corporation will focus on urban water services delivery while RUWASSA will be responsible for rural water services delivery.

78. External Support Agencies shall support the sector through:

- Capacity building
- Resource mobilisation
- Monitoring and evaluation
- Advocacy
- Research and development and, where appropriate, facilitation of learning alliances
- Policy formulation
- Guidance on planning, strategy implementation and review of policy targets

79. Local Government shall be responsible for:

- Implementation of rural water supply and sanitation programmes through the WASH units in conjunction with RUWASSA and community development associations
- Contribution to policy formulation
- Funding of water and sanitation programmes in rural areas
- Monitoring and evaluation
- Capacity building.

80. Communities shall take responsibility for:

- The management of water schemes in rural areas through the village level water and sanitation committees in conjunction with Local Government and RUWASSA
- Demanding water services as part of a demand-driven approach to water service delivery.
- Active participation in planning meetings
- Collection of tariffs
- Counterpart funding where necessary
- Hygiene promotion
- Maintenance of security of rural water schemes.
- Local-level water management and environmental protection

81. Roles of private sector shall include contracted work that includes:

- Construction of infrastructure
- Operation and maintenance of infrastructure
- Emergency water supplies using tankers or similar
- Collection of water tariffs.

82. NGOs shall contribute to:

- Formulation of water and sanitation policy
- Raising of public awareness of policy formulated
- Implementation of water service delivery programmes in urban, small town and rural areas
- Advocacy
- Facilitating dialogue between users and government departments and/or the private sector.
- Resource mobilization
- Monitoring and evaluation

Way Forward

83. Drafting of water and sanitation policy is only a first step in the process of achieving water and sanitation services delivery targets. The policy will be backed up with necessary legislation to facilitate implementation and subsequent achievement of policy targets. This may be done through enactment of necessary amendments and additions to existing laws and regulations.
84. Prior to policy implementation there is a critical need for baseline survey to determine or validate the present water and sanitation coverage in the State. The survey will cover an audit of water and sanitation infrastructure including the condition of each infrastructure in terms of its functionality. This will provide the basis for determining the infrastructure required for achieving water and sanitation coverage targets on an annual basis.
85. An assessment of the capacity of the institutions responsible for sector activities is necessary to determine the strengths and weaknesses of each institution and to develop a comprehensive organisation development plan that keeps in focus the policy thrust. The policy will benefit from a State-wide enlightenment campaigns to empower the public to demand water and sanitation services delivery in line with coverage targets each year.

86. The way ahead for implementing the policy involves a number of steps some of which can be carried out in parallel. These steps include:
 - i. Establishment of wide political support for the policy that eventually leads to ratification.
 - ii. Wider consultation amongst stakeholders at all levels with the aim of removing gaps and weaknesses.
 - iii. The operation of a carefully-targeted awareness with the aim of obtaining popular support for the new policy and, more specifically for an ambitious government programme aimed at meeting the targets set out in the policy.
 - iv. Use of the policy to leverage funds from Federal Government and donor agencies.
 - v. External reviews as recommended in the policy.
 - vi. Pilot-test the concepts and mechanisms proposed in the policy as part of a learning process for the institutions to be involved in policy implementation, monitoring and evaluation.
 - vii. Development of detailed capacity building and change management plans including staff motivation
 - viii. Orientation of water services personnel in Participatory Water Resources and Sanitation Management