



MINISTRY OF WATER RESOURCES AND RURAL DEVELOPMENT



Rivers State Water Policy 2012

RIVERS STATE
MINISTRY OF WATER RESOURCES
AND RURAL DEVELOPMENT



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RT. Hon. Chibuike Rotimi Amaechi
Executive Governor of Rivers State



CHANGE YOU CAN SEE - *A new vision for water*

It is with great pride as The Executive Governor of Rivers State that I present to the people this first Water and Sanitation Policy that introduces a new vision for water governance.

As a State, we are part of a global effort to provide a better framework for sustainable water and sanitation delivery; meeting the legitimate expectations of the population in terms of the way in which we must henceforth manage, protect, restore and develop this critical resource that is inextricably inter-twined with our development and our future.

The Rivers State Water and Sanitation Policy recognizes that although we have water as an abundant natural resource; it is necessary for my government to ensure that there is sound Water Governance and a strong Institutional framework that includes grassroots participation and stakeholder involvement to harness this natural and God given resource and provide water for all in a sustainable manner.

I want to ensure that the laws, regulations, policies, programs and other intervention mechanisms at the State and Local Government Level are done in a structured and coordinated manner to reflect a consistent strategy for development.

Indeed, the basis of the Rivers State Water and Sanitation Policy is a strong commitment to reform the Water Sector and create an enabling environment to secure future infrastructure investments and encourage Private Sector Participation.

The commitments we are making today demonstrate The Rivers State Government's determination to assume its responsibilities, with respect to the provision of Water Supply. Rooted in a vision of sustainable development, these commitments represent our pledge to protect, manage and preserve this resource as a source of health and life for us and for future generations, whose fate is the responsibility of each and every one of us today.

God bless Rivers State.

RT. Hon. Chibuike Rotimi Amaechi
Executive Governor of Rivers State



PREFACE



It is an honor for me as the Commissioner for Water Resources and Rural Development to unveil the first Water and Sanitation Policy for sustainable water delivery in Rivers State.

This document seeks to highlight the challenges of the Rivers State WSS Sector and provides a framework for meeting these challenges. Extensive insight has been drawn from National Policies, Policies of other States in Nigeria, and particularly international conventions and codes. The principles and philosophies identified in this Policy stem from internationally accepted principles on Integrated Water Supply Management (IWRM) as well as the UN Convention on Economic, social and Cultural rights which have identified water as a Basic Human Right of every human being. Suffice to say that this convention also provides and states that parties are to progressively implement measures aimed at fulfilling the tenets of this right. Having said

that, such right must be accompanied by corresponding obligations on the part of those to be served and these rights and obligations must be balanced. This Policy seeks to do that.

The Policy has borrowed from the Rivers State SEEDS document, the NEEDS document as well as other studies conducted at the National and State Levels in the Federation. The achievement of the goals set out in this policy is not the responsibility of the Government alone, but also that of all segments of the Rivers State society, particularly the numerous communities for whom the elements of the Policy represent the hope of a better life. The Policy is dynamic; it is developed to serve the people and it must continually be reassessed to ensure that it meets the aspirations of the people of Rivers State.

It goes without saying that a Policy is not an end in itself but a means to an end. This Policy shall be translated into action by the development of a roadmap; the development of a Legislative framework is a necessity in this reform process for the allocation of rights, duties and obligations in the pursuit of an effective and efficient WSS Sector.

I would like to extend a special word of thanks to His Excellency, the Executive Governor of Rivers State for the privilege to serve and for his vision and the political will he continues to demonstrate that is critical to effect change and reform in the WSS sector. I would also like to thank the members of The State Executive Council who passionately adopted this policy making the vision a reality, and last but not least the Consultants, Technical Committee and personnel of the Rivers State Ministry of Water Resources and Rural Development for their input to the drafting of this policy to actualize the vision.

May I now invite all of you to join hands to embrace the change that has come to the water sector and address the challenges of access to the abundant water resource of the State and improve the quality of the lives of our people.

Patricia Simon-Hart
Honourable Commissioner
Ministry of Water Resources and Rural Development
Rivers State Government. Nigeria



DEFINITION OF TERMS

For the purpose of this policy document the following terms have the following meanings attached to them.

Access to safe water: The right or entitlement of an individual or group to obtain or make use of water resources or services that provide water for different uses. For the purpose of this policy, access to water supply is defined as the availability of at least 20 litres of safe water to a person per day from a source within 250 metres of dwelling.

Access to sanitation: is defined as the availability of adequate excreta disposal facilities that can effectively prevent human, animal and insect contact with excreta.

Access to adequate sanitation: can therefore be said to be all households and public places having adequate sanitation facilities, which are used appropriately at all times.

Adequate Sanitation: An adequate sanitation facility is the one that meets social, cultural, technology, user satisfaction and environment friendly criteria. Adequate sanitation means access to safe excreta disposal facilities, services to households, public facilities, and disposal of liquid and solid waste without contamination of water sources, health hazards to people or deterioration of the environment.

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



¹ Adopted from the Nigerian Drinking Water Quality Standards 2007 National Baseline Survey Conducted by FMA&WR

Affordable Sanitation: The ability of households to own, operate and maintain sanitation facilities, without major disruption to their expenditure pattern.

Coverage: Proportion of a given population that are served by a given service provider

Hygiene Promotion: Hygiene Promotion is about the communication of behavioural practices that are directly related to health, such messages are not usually the ones that lead people to the decision to have and use (or not have or use) a latrine. Other factors are more likely to sell the concept of sanitation, such as privacy, convenience, and status, even aesthetics. This demands a holistic approach to promotional activity.

Household: For the purpose of this policy a household is a family unit of about 8 persons living in the same compound.

Improved Sanitation: Upgrading traditional latrines to reduce flies and odour, and provide superstructures; provision of water flush system, VIP toilets (septic tank/soak away) and sewerage system; and provision of hand washing facilities after use.

Improved Water Supply: Improved water supply usually replaces traditional sources of water, such as rivers and open wells, which are often contaminated and distant from the household. Improved rural water solutions include a range of technologies from protected wells equipped with manually operated hand pumps to more complex gravity-flow or pumped piped water systems connected to houses or public stand posts.

Rural water supply: A water supply system that provides potable water to rural communities with a population of less than 5,000 for domestic uses mainly for drinking, cooking, bathing, and hygiene. The supply should guarantee a minimum level of service of 25 to 30 litres per capita per day at a distance not exceeding 250m from the community.

Small Towns (Semi-urban) Water Supply: A water supply system designed for settlements or towns with a population of between 5,000-20,000 and in

some cases greater than 20,000; with a fair measure of social infrastructure and some level of economic activity with minimum supply standard of 60 litres per capita per day with reticulation and limited or full house connections as determined by the beneficiaries Government.

Sanitation: Interventions to reduce exposure to diseases by providing a clean environment in which to live with measures to break the cycle of disease. This usually includes disposal of or hygienic management of human and animal excreta, refuse and wastewater, the control of disease vectors and the provision of washing facilities for personal and domestic hygiene. Sanitation involves both behaviours and facilities which work together to form a hygienic environment. Thus sanitation is an effective hygiene practice, handling and disposal of excreta, liquid (sewerage, sullage and storm water) and leachate from dump sites (solid wastes) in so far as it affects water sources. Sanitation, wherever mentioned in this policy shall refer to water sanitation.

Sustainable: The ability of a water and sanitation delivery facility or system to continuously ensure user satisfaction at all times without jeopardizing the ability of future use.

Urban water supply: Water supply system designed for towns with a population greater than 20,000 inhabitants to be served by full reticulation and consumer premises connection.

Water supply: All water either in its original state or after treatment, intended for drinking, cooking, food preparation or other domestic purposes, regardless of its origin and whether it is supplied from a drinking water system, or a tanker, or taken from a private well.

⁷ National Baseline Survey conducted by FMWR&RD



EXECUTIVE SUMMARY

At the inception of this administration, the level of service was extremely poor and future targets were not clearly defined. The water sector had a fragmented governance structure resulting in institutional arrangements that were not properly streamlined as well as ad hoc and parallel un-coordinated activities and investments in the sector. During this time, decisions with respect to water supply services such as capital investment, siting of facilities, water supply technology etc. were all basically government decisions with little or no input from or consultation with the consumers of this service. This resulted in consumers/communities developing apathy for the schemes developed by government as well as other bodies and agencies. The sense of ownership and accountability for these schemes was lacking and the effect of this was a proliferation of boreholes and abandoned water schemes with a lack of appreciation to the economic cost of water.

Consequently, it was decided that there was the need for a comprehensive Water Supply and Sanitation (WSS) Policy that will guide the process of the various reforms required to improve the WSS services in the State in a sustainable way.

In drafting this Policy document, a state Technical Policy Drafting Committee (TC) was formed and an initial Rivers State WSS Policy was produced. Subsequently, consultants were engaged to support the TC in coming up with an updated draft that represents innovations and developments in the WSS Sector of other States, the Federal Level as well as on the international scene. This updated draft was presented to a wider group at a one-day special stakeholders workshop held on the 21st of June 2010 comprising WSS practitioners, Communities, Academia, NGOs, water service providers and Government Agencies amongst others. The Policy was presented to the State Executive Council in December 2010 and was passed in January, 2012.

The purpose of the Policy is to review the current status of the Rivers State Water Supply and Sanitation Sector with a view to identifying the challenges militating

against sustainable development of the sector in the achievement of the MDGs as well as proffering options and solutions for addressing these challenges. The policy then proposes a framework for sustainable development, water governance, fiscal responsibility, accountability and regulation.

The importance of an Integrated Water Policy together with a sustainable Water-based Hygiene Policy cannot be over emphasized. Poor appreciation of this need, as well as the lack of access to safe water has over the years resulted in the outbreak of avoidable water borne diseases such as cholera in communities within the state.

This Policy proposes novel initiatives in the restructuring of the Water Sector which include:

- The articulation of an institutional and legal framework to promote the clear separation of functions amongst all participants; with government retaining the role of Policy maker, facilitator and financier of water investments in the short to medium term.
- A new Corporation proposed for the Port Harcourt Urban Centre and its Environs (Port Harcourt/Obio Akpor LGAs) to accommodate the rapid population expansion in the city and to guarantee the autonomy required to meet these challenges.
- The establishment of a new Small Towns Water Supply And Sanitation Agency (RSSTOWA) whose focus is to be on small towns and other peri-urban cities with specific solutions for service delivery tailored to the needs and peculiarities of such places including cost recovery mechanisms.
- The recommendation that the ownership, operation and maintenance of rural water supply service facilities shifts to communities with support and technical assistance from the newly reformed RUWASSA.
- The introduction of The Rivers State Water Services Regulatory Commission (RSWSRC) which

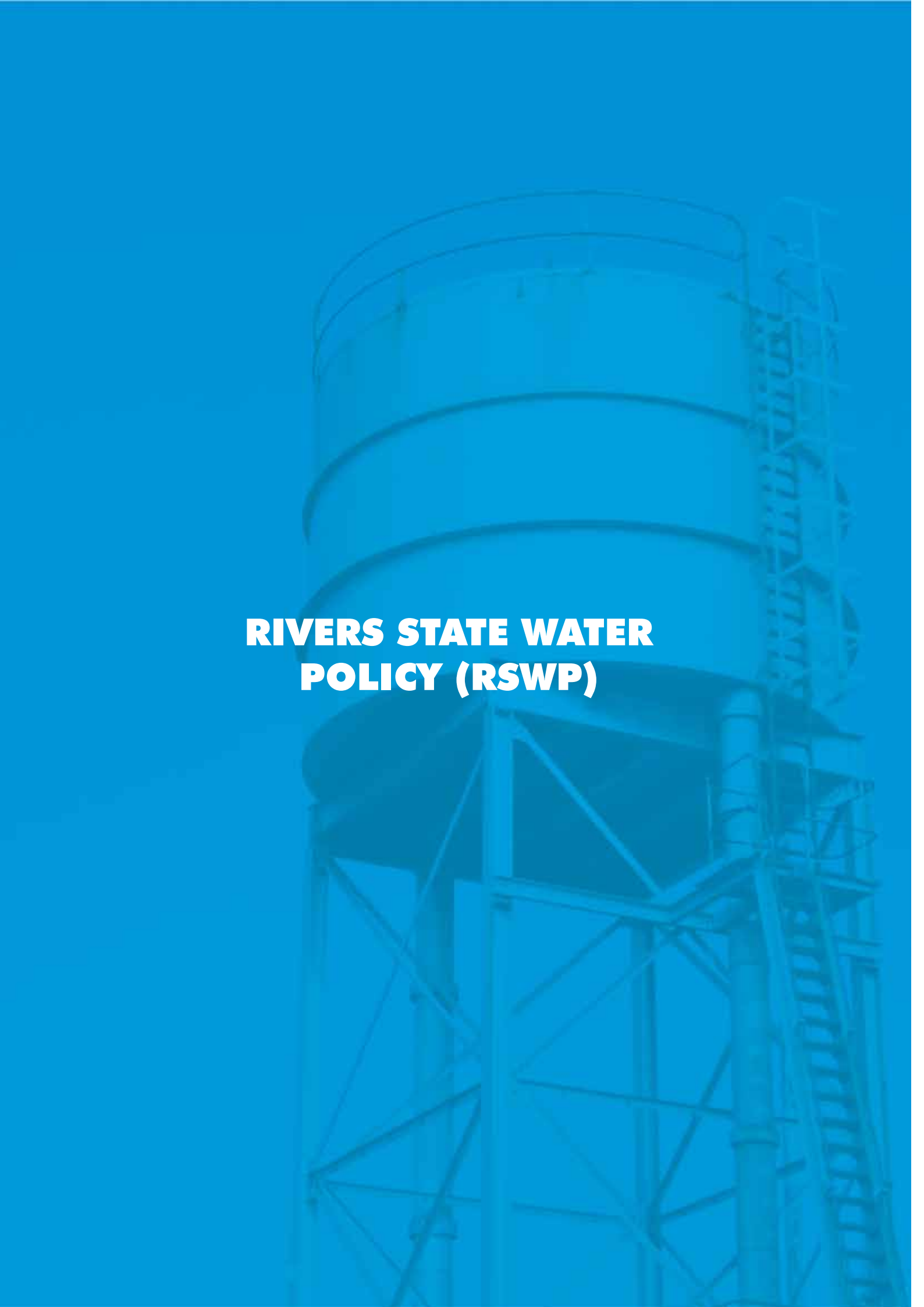
shall serve as the sector regulator. It shall enforce the applicable regulations, maintain order and ensure sustainability of the investments in the sector while ensuring qualitative service to customers.

- The introduction of the Water Sector Coordination Committee which is made of all key players in the sector headed by the Honourable Commissioner of Water Resources. The committee shall meet annually to assess the Water Sector Development Plans (WSDP) presented by the ministry and ensure that proposed interventions the sector are done in a coordinated manner.
- This policy seeks to encourage the formation of Water Consumer Associations at all levels of the sector, Urban, Small Towns and Rural to create a sense of ownership of schemes to ensure sustainability in operations and maintenance especially in the Small Towns and Rural Areas.
- The policy promotes the need for regular data gathering exercises for the purposes of monitoring and evaluating projects and programmes in the sector in order to determine the baseline as well as identify areas for improvement.
- The policy promotes the need to develop a suitable water quality monitoring and enforcement

strategy in accordance with the National Drinking Water Quality Standards (NDWQS) and the proposed legislative framework in the State.

- The introduction of water safety plans to ensure the safety of drinking water through the use of comprehensive risk assessment and management approach that encompasses all steps in water supply from catchment to consumer.
- The Policy provides extensive recommendations with regard to sanitation and hygiene. Good water supply must be accompanied by good hygiene and health and safety practices otherwise the benefit of the water supply service to the people would be lost to a proliferation of endemic diseases.
- The Policy promotes the need to develop the skills and competences of all the agencies and other services providers in the sector by incorporating structured capacity building programs relevant for all staff to improve service delivery and reliability in the sector.
- The policy provides for periodic Policy review and Implementation monitoring will be undertaken by a cross section of stakeholders in a Committee specifically mandated for this purpose.



A photograph of a tall, cylindrical water tower with a metal lattice structure, viewed from a low angle looking up. The entire image is overlaid with a semi-transparent blue filter. The tower has several horizontal bands and a spiral staircase on the right side.

RIVERS STATE WATER POLICY (RSWP)





It is expected that the policy will provide an enabling environment for the water sector in which the delivery of water related services are optimized...

Purpose of Policy

The Rivers State Water Policy (RSWP) provides the framework for the development, conservation, sustainable use and management of the water resources of Rivers State. The current thrust of Rivers State Government's Policy is for government to gradually discontinue being a service provider by restructuring government owned utilities to operate on commercial principles for cost recovery.

The RSWP takes the direction of the Rivers State Government into account in the formulation of this policy and as such expects that utilities within the water sector under the supervision of the Ministry of Water Resources and Rural Development will eventually mutate into incorporated companies where feasible. This will allow for the emergence and the development of professionally managed government institutions while at the same time directing the focus of government to one of policy implementation and promoting enabling environment for independent sector regulation. The RSWP however also recognizes that due to the capital intensive requirements of the sector Government will continue to make capital investment in water supply infrastructure in the short and medium term. It is expected that the RSWP will provide an enabling

environment for the water sector in which the delivery of water related services are optimized and as a result of which consumers are empowered to make choices about the services they want and are willing to pay for.

The main Policy objectives are:

- (i) To provide guidance and direction in institutional, economic and legal reforms that will lead to improved water governance at all levels throughout the State.
- (ii) Improve access [in quality and quantity], to safe water supply and provide adequate sanitation and hygiene in an affordable and sustainable way for all the people of the State.
- (iii) Advance the management and sustainability of water resources taking into account the protection and conservation of water resources that are identified as having economic, social, cultural and environmental significance.
- (iv) Promote strategies for the efficient use of water resources in agriculture, power, irrigation, fishing, recreation and tourism.

Policy Vision Statement

A State with an IWRM approach to the design of water resources management providing sustainable, uninterrupted, adequate and affordable water supply to citizens who are aware of their sanitation and hygiene responsibilities.

Policy Mission Statement

To develop and manage environmentally friendly and sustainable water systems for the populace (in line with the Millennium Development Goals) as well as for food production, agriculture and fisheries and also for industries and commerce in the State.

Background to the formulation of the Policy

During the formulation of the RSWP, wide stakeholder consultation was embarked upon which concentrated on the management of water resources as well as the supply of water to the various Communities. At present, Water Resources Management within the State can be regarded as fragmented with various authorities concerned with the management of this resource.

The need has been identified to develop an Integrated Water Resource Management approach to take into account the requirement to provide sufficient domestic water supply to the citizens of the State. This need however is balanced by the demands of maintaining an adequate water reserve for all of water users (including agriculture, recreation, hospitals, schools, industries and commercial activities) in the State. In addition, the natural water balance, water efficiency, environmental Conservation, flood risk management, sewage disposal and storm water management are all considerations which go towards determining a total water cycle management scheme including conservation, recycling and reuse.

Currently, the MWRRD is responsible for the management and regulation of the water resources of the state while the Rivers State Water Board is the State service provider. A major concern is the management and development of water resources within the rural area of the State and seeks to address this concern in a holistic and sustainable manner.

Justification for policy initiative

Water is an economic good but is a limited resource. The current state production levels of good quality water do not sufficiently cater for the envisaged increase in consumer demand which is expected to grow in line with the on-going increase in population of the State. At the same time, it is expected that there will be an increase in the development of commercial,

recreational and industrial activities within the state. Following the identification of critical management issues relating to the sustainable use and management of water resources in Rivers State these issues need to be fully addressed through a coordinated approach involving all stakeholders.

A summary of these critical issues include:

- Fragmented control, management and protection of water resources by various institutions.
- Data collection required to implement an Integrated Water Resource Management approach.
- Low water tariff and low revenue collection.
- Need for communication and awareness of the principle that the user or the polluter pays.
- Public Health and Sanitation.
- Need for deeper Community understanding and appreciation of sustainable water management leading to greater and improved Community participation and involvement in water resource management particularly at the rural level.
- Competing and conflicting demands for water resources by both consumptive and non-consumptive users.
- Lack of a strong regulatory functional authority.
- Planning for irrigation and agriculture activities.
- Exploration of tourism, recreation and navigation opportunities.
- Environmental, pollution and conservation regulations.
- Requirement for comprehensive state legislation making provision for cross sectoral coordination.

Policy Goal Statement

To ensure individual, community, commercial and industrial access to water of suitable quality and appropriate quantities to meet all sustainable health, environmental, conservation, agricultural and recreational needs

Policy Objective 1 - To improve water governance at the State, Local Government and Community levels.

- Engage the Community and all stakeholders by emphasizing demand driven bottom up approach to water supply.
- Up to date and accurate information is the basis of developing a robust Water Policy; so reliable record gathering and management must be put in place to ensure availability of accurate records.



Policy Objective 2 - To improve awareness and understanding of water resources

- Develop strategies for implementing water resources management for all aspects of water including surface water, ground water, rainwater and storm water.

Policy Objective 3 - To support, strengthen and enhance community management resulting in sustainability of water supply and sanitation facilities

- By protecting the right of access to basic water supply and the right to basic sanitation.
- By progressively undertaking measures necessary to secure sufficient water supply for human health and well-being.

Policy Objective 4 - To enhance service reliability and technical competence of water and sanitation agencies and other services providers in the sector

- By encouraging capacity building in the sector
- By the setting of service standards and penalties for non-compliance

Policy Objective 5 - To conserve water resources in partnership with all stakeholders

- By promotion of rainwater harvesting strategies
- By the advocacy of the reuse and recycling of waste water
- By public awareness campaigns for the conservation of water resources

Policy Objective 6 - To maintain appropriate water quality

- By ensuring that water treatment processes utilized meet the specific requirements of the available ground water in the different parts of the State.
- By ensuring that all treated water meet the Nigerian Standard of Drinking Water Quality (NSDWQ) as well as the standard stipulated by the World Health Organization (WHO).

Policy Objective 7 - To create greater Community awareness of Water Resources issues and to increase Community participation in water resources management.

- Communities are to be encouraged to form Water Consumer Associations and WASHcoms

Policy Objective 8 - To develop pricing mechanisms to control the allocation of water resources, as well as a tariff methodology for portable water that is fair and

balanced and rewards efficiency and penalizes wastage.

Policy Objective 9 - To protect water resources from the adverse impacts of human activities.

Policy Objective 10 - To enhance water related environmental, recreational and cultural values.

Policy Objective 11 - To attain a Rural Water supply with the following characteristics;

- This is a service provided to communities of below 5,000 people
- Minimum level of service being 20 litres per capita per day within 250 meters span
- Serving about 250-500 persons per water point.

Policy Objective 12 - To attain a Semi Urban (Small Towns) Water supply with the following characteristics;

- This represents a water supply service to settlements with population of between 5,000-20,000 with a fair measure of social infrastructure and some level of economic activity
- Minimum supply standard of 60 litres per capita per day with reticulation and some level of house connections

Policy Objective 13 - To attain Urban water supply with the following characteristics;

- This is the provision of 100 litres per capita per day for urban areas with population greater than 20,000 inhabitants.
- Provision of full reticulation service and full consumer premises connection
- Achievement of full Operation and Maintenance [O and M] cost recovery in the short to medium term and capital cost recovery in the long term.

Policy Objective 14 - To improve the efficiency of capital investment and ensure financial sustainability of service provision

- The focus of the Port Harcourt Water Corporation (PWC) which is to be set up under this policy, must be directed towards effective and efficient distribution of water (including leak detection and repairs), restoring house connections, proper billing and commercial activities and customer management

Policy Objective 15 - To institutionalize the organizational restructuring of water and sanitation sector agencies and other service providers for improved performance

- The Agency for Water Regulatory function to be

set up under this policy must be empowered to monitor compliance with water quality service standards and impose appropriate sanctions for breach

- **Policy Goal Objective 16** - To promote improved hygiene and sanitation practices
- By developing and applying appropriate participatory and social marketing methods and techniques that will lead to a demand for household and communal sanitation facilities.
- By encouraging and working in partnership with NGOs to sensitize and empower rural communities by the formation and consistent organization of HandWash clubs in Schools within the state.

Policy Goal Objective 17 - To increase the capacity of State and Local Government departments and sector agencies to assist communities to obtain the basic water supply and sanitation services that the communities themselves can maintain with private sector support.

- Training the management and staff of the PWC, RSSTOWA, and RUWASSA in water production, distribution (leak detection and repairs), metering consumers, computerized billing system, commercial activities and general management. Support shall be sought from Federal, State and External support/Aid Agencies to achieve this.

Policy Goal Objective 18 - To increase the capacity of NGOs and Civil Society Organizations to contribute to the delivery of water supply, sanitation and hygiene services.

Policy Targets

In line with the policy vision, goals and objectives, the following specific targets for water supply are set herein. These are:-

- The initial target is to meet the State's economic target of improving water service coverage from 15% to 40% by the year 2015 in the short term and the extension of service coverage to 80% of the population by the year 2020 in the medium term.
- Extension of service coverage to 100% of the population in the year 2025 in the long term
- Sustain 100% full coverage of water supply and sanitation services for the growing population beyond the year 2025.
- Attain 100% coverage by the year 2025 on sanitation and hygiene.

Activities to attain Policy Goals

The RSWP will guide the preparation and review of strategic plans, conservation and management plans and any other relevant plans and regulations for the development and the management of the water sector within the State. The policy implementation will be carried out through the formulation of local planning strategies organisational restructuring plans and the consideration of proposals for urban, small town and rural development together with the collaboration and advice of other relevant agencies.

Short Term Activities-Immediate to 5 years

Short Term Activity 1 - The development and implementation of the water sector management strategy and plans.

Short Term Activity 2 -Water Resources within the State should be mapped to allow for planning and forecast of use of the water resources.

Short Term Activity 3 - Port Harcourt Water Corporation (PWC) to be established.

- The corporatization of the Rivers State Water Board and transformation into the Port Harcourt Water Corporation should commence to allow for the concentration on the urban areas. The Corporation will be required to operate on the commercial principles of efficient and effective service, cost recovery and customer orientation.

Short Term Activity 4 – Rivers State Small Towns Water Supply Agency to be established

- The RSSTOWA should be set up to allow for the provision of water supply to the semi urban areas and the participation of the stakeholders.

Short Term Activity 5 - RUWASSA to be established

- The RUWASSA should be set up to allow for sustainable development and operation of water supply and sanitation participation of stakeholders.

Short Term Activity 6 – An independent commission for Water Regulatory functions to be set up to drive improvement within the Water Sector by implementing a programme of policy, regulatory and institutional reform. This will provide protection to consumers, operators and prospective [ppp] investors by putting in place an open and transparent process. In particular, the commission will be concerned with ascertaining adequacy of the standards of the water services to be supplied and the monitor of compliance with same. It will carry out Economic and Technical Regulation of water supply services and enforce compliance with its regulations and standards.

Short Term Activity 7 – Redesign of pipe layout to allow for water to be supplied while areas undergo construction or rehabilitation.

- This will allow for the isolation of such areas while continuing service to other areas.

Any disruption to the pipe network of the Water Board usually results in the closure of pumping stations leading to conflict with Construction Firms and Ministry of Works and complaints from consumers.

Short Term Activity 8 - Survey and licensing of boreholes and septic tanks to be carried out.

- This will allow for a report on the location of the boreholes and water quality assessment
- This will monitor borehole license compliance
- It will also form a planning tool for revenue generation

Short Term Activity 9 – Port Harcourt Water Corporation (PWC) to commission a water tariff study to determine its potential consumers’ “ability and willingness to pay” for its water supply service and subsequently to design an appropriate tariff targeted towards gradual reduction in subsidies over a few years. Revenue generation exercise is to commence once the Port Harcourt Water Corporation has been set up.

- The water tariff is very low as current tariffs are lower than unit production cost without any provision for covering the shortfall for sustainability of service.
- The water supply service delivery as currently undertaken in the State is far from being sustainable. Revenue generation from urban water supply (which should ordinarily provide necessary funds to operate and maintain the system) is almost non-existent. Revenue has been derived only from borehole operators over the last few years.

Short Term Activity 10 - Water Sector Coordination Committee to be inaugurated.

- The contributions of the External Support Agencies, Oil Companies, NGOs and other stakeholders active in the sector need to be structured to work in a coordinated manner.

Short Term Activity 11- Baseline data gathering for all LGAs to determine service delivery.

Short Term Activity 12- Sector wide development plan and design of water supply in all the LGAs to be carried out.

Medium to Long Term Activity-5 to 10 years

- Review of Rivers State Water Policy 2012 in line with future technological and economic developments. River modelling plant to be set up.

Stakeholders relevant to Policy Implementation

The following Institutions and their respective roles and responsibilities are either recognized or recommended in this policy as having significant roles to play in the promotion and maintenance of successful water resources management:

- Rivers State Government
- Rivers State Ministry of Water Resources and Rural Development
- Rivers State Ministry of Environment
- Rivers State Ministry of Health
- Rivers State Ministry of Education
- Port Harcourt Water Corporation (to replace Rivers State Water Board in Port Harcourt).
- Rivers State Small Towns Water Supply and Sanitation Agency (To replace Rivers State Water Board in all towns except towns in Port-Harcourt and Obio Akpor LGA).
- Rural Water Supply and Sanitation Agency (RUWASSA)
- Rivers State Water Services Regulatory Commission (New Commission introduced by this policy)
- Local Governments in the State
- External Support Agencies
- Communities
- The Private Sector
- Non Governmental Organizations
- Water Consumer Associations (WCAs)
- Water Sanitation and hygiene Committees (WASHcoms)
- Rivers State Water Sector Coordination Committee (New committee introduced by this Policy)
- Greater Port Harcourt City Development Authority
- Ministry of Urban Development

Role of Water Sector Co-ordination Committee

Water supply projects and programmes are presently implemented by many organizations and agencies with insufficient coordination. There are conflicting policies

and roles which limit routine operational decision making processes and by implication, undermine the benefits that investment would provide. A water sector coordination committee shall be set up which shall meet annually to deliberate and gather information on activities within the water sector in the State with a view to harmonization of same.

The Committee shall be composed of the following members under the chairmanship of the Commissioner of the Ministry in charge of Water Resources;

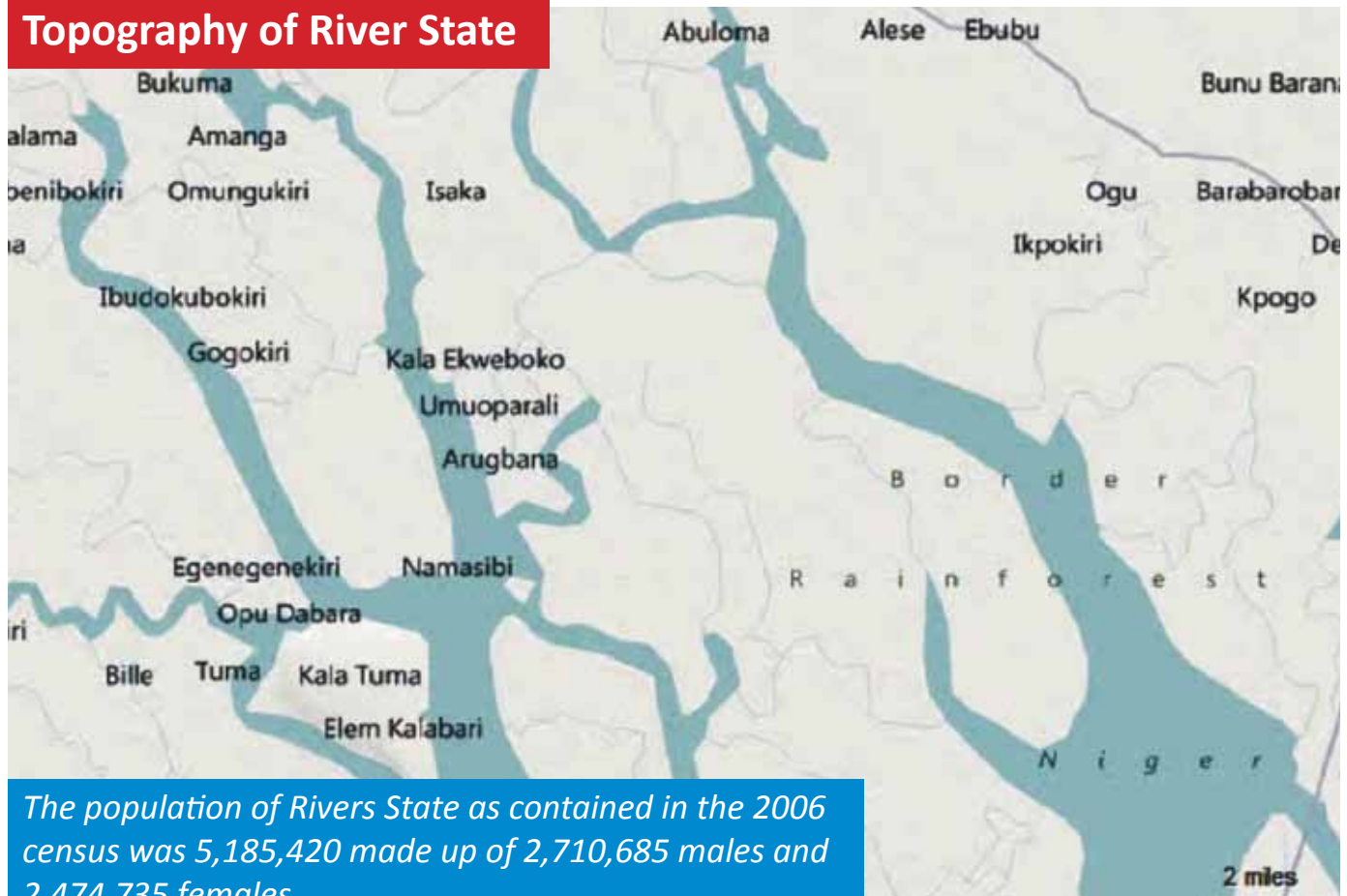
- Commissioner in charge of Health
- Commissioner in charge of Environment
- Commissioner in charge of Education
- Commissioner in charge of Women Affairs
- Commissioner in charge of Local Government and Community Affairs
- Commissioner in charge of Urban Development
- Permanent Secretary, Ministry in charge of Water Resources
- Chairman of Association of Local Governments of Nigeria (ALGON)
- Director-General of the Rivers State Water Services Regulatory Commission
- MD, Port-Harcourt Water Corporation
- GM, Rivers State Small Towns Water Supply and Sanitation Agency
- GM, Rural Water Supply and Sanitation Agency
- Managing Director, Niger Delta Basin Development Authority
- Representative of the Niger Delta Development Commission
- Administrator, Greater Port-Harcourt City Development Authority
- Representatives of Non-Governmental Organizations related to Water Supply and Sanitation active in the State
- Representative of each Oil Exploration and Production operating in the State
- Representatives of all External Support Agencies active in the State
- Representative of Water Consumer Associations in the State
- Director Water Supply and Quality Control of the Federal Ministry of Water Resources



**TOPOGRAPHY
OF RIVERS STATE**



Topography of River State



The population of Rivers State as contained in the 2006 census was 5,185,420 made up of 2,710,685 males and 2,474,735 females.

Geographical Location

Rivers State is located in the South-South geographic region of Nigeria. The State is geographically located between Latitude 4° 20' and 5° 44'N; and Longitude 6° 23' and 7° 36'E. It is bounded in the south by the Atlantic Ocean, in the north by Imo, Abia and Anambra States, in the east by Akwa Ibom State and in the west by Bayelsa and Delta States. The State was created on May 27, 1967 following the division of the Eastern Region and by 1st October 1996, Bayelsa State was carved out of it. Its capital is the city of Port Harcourt.

Demography

The population of Rivers State as contained in the 2006 census was 5,185,420; made up of 2,710,685 males and 2,474,735 females. The State's population density is very high at approximately 284 persons per sq. km, with the national average at ninety six persons per sq. km. Most of the population is concentrated within a few towns and the State capital. This is attributable to the topography of the State which has a limited land area for agricultural practices and experiences constant floods.

Climate, Vegetation and Drainage

The climate of Rivers State is characterized by two seasons, namely, the wet or rainy season and the dry

season. Rainfall in the State is seasonal, variable, and heavy. Generally, south of latitude 5°N, rain occurs, on the average, every month of the year, but with varying duration. The State is characterized by high rainfall, which decreases from south to north. Total annual rainfall decreases from about 4,700 mm on the coast to about 1,700 mm in extreme north of the State. It is 4,698 mm at Bonny along the coast and 1,862 mm at Degema. Rainfall is adequate for all-year-round crop production in the State. The duration of the average wet season is not less than 330 days, most of which are classified as "rainy days" (i.e. days with 250 mm or more of rain). Port Harcourt has an average of 182 rainy days.

The mean annual temperature for the State is 26°C. The mean maximum monthly temperatures range from 28°C to 33°C, while the mean minimum monthly temperatures are in the range of 17°C to 24°C. The mean monthly temperature is in the range of 25°C to 28°C. The hottest months are February to May. The difference between the dry season and wet season temperatures is only about 2°C. Humidity levels are high all year round, decreasing slightly in the dry season.

The "upland" area was originally covered by rainforest which has been drastically modified by human activities. In most places, economic trees, particularly oil palm, have been introduced and thus the sobriquet for this

vegetation as “oil palm bush.” The riverine area is divisible into three main hydro-vegetation zones namely: (i) the beachridge zone, (ii) the saltwater zone and (iii) the freshwater zone.

The beach-ridge zone is vegetated mainly by fresh water swamp trees, palms and shrubs on the sandy ridges and mangroves in the intervening valleys or tidal flats. The saltwater zone is the tidal flat or swamps vegetated by the red stilts-rooted mangrove (*Flhizophora racemosa*) and two other species of mangrove. The outliers of raised alluvial ground or coastal plain terrace within the swamps are vegetated by tall forest tree species and oil palm. The freshwater zone is mainly the Upper and Lower Delta floodplains of the River Niger, having fresh water forest trees which are variants of the rainforest. The Abura tree, oil palm, raffia palm, shrubs, lianas, ferns and floating grasses and reeds are examples of the typical vegetation.

Geology and Hydrogeology

Rivers State lies on the recent coastal plain of the eastern Niger Delta. Its surface geology consists of fluvial sediments. This includes the recent sediments transported by River Niger distributaries and other rivers, such as Andoni, Bonny and New Calabar. These materials deposited as regolith overburden of 30m thickness include clay, peat, silt, sand and gravel. The depositional sequence exhibits massive continental sand stones overlying an alternation of sandstone and clay of marginally marine origin, but eventually grading downwards into marine clay. Sand, by far, forms the largest group of rock types in Rivers State, while mud constitutes all the polluted brackish waters of the riverine areas. However, peat constitutes the various vegetal and animal remains that lie in bogs and shallow pits. The gravel and pebbles form the last unit of the

subsurface rock type, and are usually found at the base of the river channels.

Water Resources

The State is drained by two main river systems, i.e. freshwater systems whose waters originate either outside or wholly within the coastal lowlands, and tidal systems confined largely to the lower half of the State. The State is drained by the Bonny New Calabar River systems and by a maze of effluent creeks and streams. River bank levees are prominent and valley side slopes are very gentle and experience a great deal of erosion and accretion. All the rivers enter into the sea through wide estuaries.

The land surface of Rivers State can be grouped into three main divisions: the freshwater, the mangrove swamps and the Coastal Sand ridges zone. The freshwater zone is the plain that extends north wards from the mangrove swamps. This land surface is generally less than 20m above sea level and is susceptible to perennial inundation by river floods. Most water channels in the freshwater zone are bordered by natural levees. Almost all riverine LGAs are under water at one time of the year or another. Some areas of the State are tidally flooded, while others are seasonally, thus limiting agricultural practices and nucleated/urban settlement development that could facilitate the provision of social welfare amenities by the State Government. Drainage densities of rivers within the State have a typical value of 1.5 km and sinuosity ratios are in excess of 1.9, indicating that the meandering channels are tortuous. These systems have a general downstream increase in width and velocity, especially in the freshwater zones.





**ROLE OF
GOVERNMENT
MINISTRIES AND
AGENCIES**



Role of Government Ministries and Agencies



...direct or indirect responsibilities for the Water Sector activities by Government Ministries and Agencies...

Various Ministries and Agencies have roles and responsibilities in the Water Sector in the State and overlaps exist in some cases. This section outlines direct or indirect responsibilities for the Water Sector activities by Government Ministries and Agencies.

Ministry of Water Resources and Rural Development

The Ministry of Water Resources and Rural Development was created in 1995 with charge over all issues relating to water resources in Rivers State including water resources management and development, along with the implementation of government policies in the sector.

The Mission Statement of the Ministry is “To develop and manage sustainable water in line with the Millennium Development Goals for people, agriculture and industries in the State”.

The Ministry’s mandate includes:

- formulating water resources policies.
- implementing and monitoring government policies on water resources.
- managing a Water Resources information system

for the State including sourcing, analyzing, storing and dissemination of information.

- setting standards, regulating, supervising and controlling the use of all Water Resources.
- overseeing parastatals (these include the current Rivers State Water Board and Rivers State Rural Water Supply and Sanitation Agency).
- liaising with the Federal Ministry of Water Resources (FMWR) in the implementation of national programmes and Federal Government support in the sector.
- coordinating the activities of External Support Agencies, NGOs, Oil Companies working on water supply in the State.
- supervising and monitoring self-help development in the rural areas.

Rivers State Water Board

The Rivers State Water Board (RSWB) was established pursuant to the Water Board Law Cap 138, Laws of Rivers State, 1991. The functions of the Board include:

- the supply of water to the public for drinking; domestic, industrial, commercial and other purposes.

- establishing and managing water undertakings in the State.
- power to prospect for water by sinking wells and shafts or bore-holes.
- to make, build, construct, lay down and maintain reservoirs, waterworks, cisterns, tanks, culverts, filter beds, main and other pipes and appliances.
- to execute and do all other things necessary or convenient for obtaining, storing, selling, delivering, measuring and distributing water.
- establish, operate and control sewage systems in the State.

RUWASSA emerged from the development of the 2004 National RWSS strategic framework which provides for potable water to be supplied to rural communities (defined as communities with a population less than 5000) for domestic use; mainly drinking, cooking, bathing, and hygiene. This framework recommends improved potable water systems to replace traditional sources of water, such as rivers and open wells, which are often contaminated and distant from the household. Improved rural water solutions include varied technology ranging from protected wells equipped with manually operated hand pumps to more complex gravity-flow or pumped piped water systems connected to houses or public standpipes. While the most common source is a borehole equipped with handpump the specific technical



Rural Water Supply and Sanitation Agency (RUWASSA)

Rivers State Rural Water Supply and Sanitation Agency (RUWASSA) is responsible for water supply and sanitation issues in the rural areas of Rivers State. A law for the establishment of RUWASSA has been passed by the State House of Assembly.

solution is location dependent and will rely on a range of characteristics such as community demand, affordability and willingness to pay, community size and household density, water resources and electricity availability, and topographical issues.

Many entities are involved in providing Water and Sanitation services to rural areas in the State. However, in most cases, services have been introduced with little

or no community involvement. The institutions listed below employ their own implementation strategies and involve the individual communities and Local Governments to varying degrees.

- Federal Ministry of Water Resources
- State Rural Water Supply and Sanitation Agency (RUWASSA)
- Local Governments
- State Millennium Development Goals (MDG's) offices,
- Multinational companies such as Oil and Gas companies
- External Support Agencies
- The Presidency – Niger Delta Development Commission (NDDC)

The Federal Ministry of Water Resources (Formerly Ministry of Agriculture and Water Resources)

The Federal Ministry of Water Resources has the responsibility of

- policy formulation.
- data collection.
- monitoring and co-ordination of water resources development (of which water supply is a component).
- undertaking water supply projects directly or through its parastatal operating in the State, the Niger Delta River Basin Development Authority (NDBDA).
- counterpart funds towards the successful completion of the State's ESA assisted water supply project.

Niger Delta Basin Development Authority

There is currently very little collaboration between the Niger Delta Basin Development Authority and the State Ministry of Water Resources and Rural development. The Niger Delta Basin Development Authority has responsibility for:

- the development, operation and management of reservoirs in the basin.
- the supply of bulk water for water supply within its area of jurisdiction.
- implementation of water supply projects for the Federal Ministry of Water Resources.

The Local Government Authorities

The Local Government Authorities are responsible for the provision of potable water and sanitation to rural communities in their areas of jurisdiction. However, because of the lack of funds, lack of clarity of their role and a shortage of manpower, this function has not been effectively carried out in most local government areas of the State.

The Niger Delta Development Commission (NDDC)

The Niger Delta Development Commission (NDDC) was officially inaugurated on December 21, 2000 with a vision "to offer a lasting solution to the socio-economic difficulties of the Niger Delta Region" and a mission "to facilitate the rapid, even and sustainable development of the Niger Delta into a region that is economically prosperous, socially stable, ecologically regenerative and politically peaceful". The NDDC Act provides for generous funding sources, including:

- Federal Government contribution, which shall be equivalent to 15% of the monthly statutory allocation due to member States of the Commission from the Federation Account.
- Oil and Gas processing companies' contribution of 3% of their total budget.
- 50% of the Ecological Fund Allocations due to the member States.
- Proceeds from NDDC Assets and miscellaneous sources, including grants-in-aid, gifts, loans and donations.
- Its work in water supply and sanitation is not well coordinated with the State government water supply programmes, projects and plans.

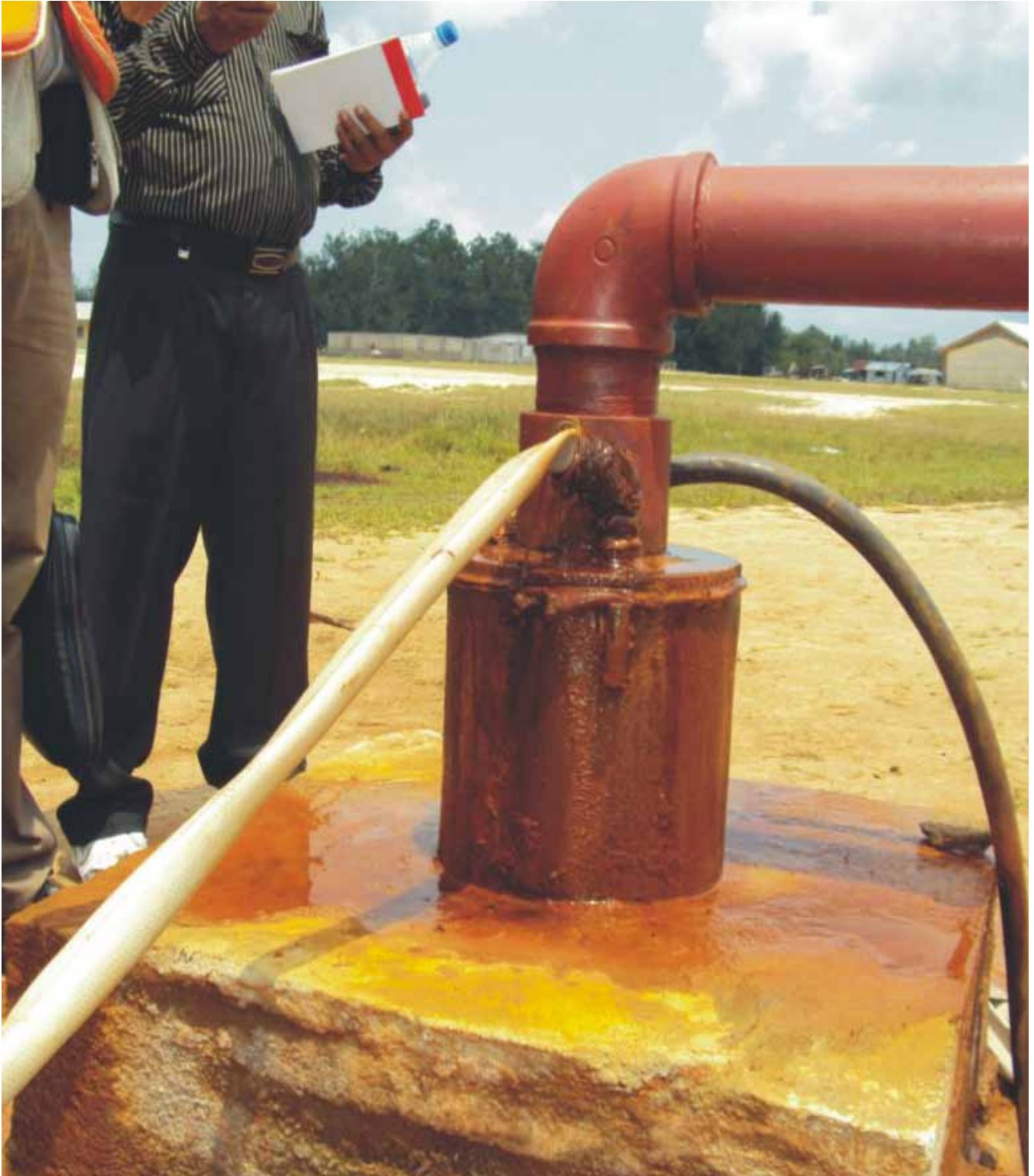
Rivers State Ministry of Health

The Nigerian Drinking Water Quality Standard was developed by a National Technical Committee and issued by Standard Organization of Nigeria in 2008. This standard requires that Water Quality Surveillance must be done by the Ministry of Health at both the Federal and State level. However, monitoring of water quality remains the responsibility of the service providers and the regulators established by the States.

Rivers State Environmental Sanitation Authority

The Rivers State Environmental Sanitation Authority was established by the State Environmental Sanitation Authority Edict No.5 of 1986. The Authority has the responsibility for:

- formulating policies and strategies aimed at promoting environmental hygiene and sanitation.
- facilitating the disposal of refuse and other waste products in the Port Harcourt metropolis and its environs.
- organizing and carrying out street cleaning, providing refuse collection points and ensuring that the refuse is cleared from the collection points.
- cleaning drains, controlling and supervision of night soil services in respect to places where the pail or bucket system and pit latrine are in use, sewage disposal and other conservancy methods.
- inspecting of houses, premises, restaurants, abattoirs, shops and factories to ensure that sanitary conditions are maintained.



A photograph of a tall, cylindrical water tower with a metal lattice structure, viewed from a low angle looking up. The entire image is overlaid with a solid blue color. The tower has several horizontal bands and a ladder-like structure on the right side.

BASELINE FIGURES ON ACCESS TO WATER



Baseline figures on Access to Water



...the estimated water demand for the whole State with a population of 5.17 million was estimated to be 326,167.6m³/d

The current Management Information System in the Water Sector needs improvement. Lack of reliable data is one of the most critical challenges faced by the sector in the State. Monitoring and evaluation of the existing water supply and sanitation infrastructure which is required to provide planning data is infrequent and hence there is no systematic upgrade of depreciating equipment and other facilities. In 2008, the Federal Ministry of Agriculture and Water Resources (FMAWR) appointed a Consultant to carry out a baseline survey of WSS in the State. The Planning Department of the Ministry of Water Resources also provided some water schemes statistics. The findings in these documents are summarized below.

Water Demand Gap

Based on the Baseline Survey conducted by the Federal Ministry of Agriculture and Water Resources in the year 2008, the estimated water demand for the whole State with a population of 5.17 million was estimated to be 326,167.6m³/d. However, the total installed capacity of all the water facilities provided by the Federal, State and Local Governments, as well as donors and communities was estimated at 166,246 m³/d (or 50% of the demand) while the corresponding production output was only 16,912.60m³/d which is just 5.19% of the demand.

Water Supply Facilities in the State

The statistics report of existing water supply facilities in Rivers State provided by the Ministry of Water Resources shows that there are a total of 3,018 water schemes (facilities) in the State comprising;

- the Rivers State government - 1,880 [only 36% of the motorized schemes and 38% of hand operated boreholes were functional at the time of the survey in 2008]
- Local government councils - 389 [Only 20% of the local government motorized schemes and 42% of the hand pumps were functional in 2008]
- NDDC 87
- Federal Ministry of Water Resources and NDBDA - 290 [made up of 76 motorized boreholes (of which only 16% were functional at the time of carrying out the baseline survey by the Consultant under the National Urban Water Sector Reform Project in 2008) and 213 Hand pump borehole schemes (of which only 29% were functional in 2008)]
- Oil companies and NGOs - 325 [50 are motorized boreholes out of which only 34% were functioning,

37 hand pump boreholes and of these only 32% were functioning and 6 hand dug wells]

- Communities 118 [13 motorized boreholes of which only 31% were functional, 23 hand pump boreholes, 10 of which are still functional, 82 hand dug wells of which 78 are functional]

Out of the total number of the boreholes, 918 were motorized borehole schemes and 2,100 were hand operated pumps. In total, only about 32% of all the schemes are currently functional. These facilities are all water supply schemes that rely on underground water. The Government owned water supply facilities are vested in the State Water Board by virtue of the RSWB Law. However, since the promulgation of the RSWB Law, as is stated above, other Agencies, public and private have undertaken development of water supply facilities outside of the Water Board. Ownership of such schemes is not clear since the developers of these schemes have not legally transferred ownership to any particular body or community. This has contributed to the failure of sustainability and further development of these facilities.

It is therefore imperative that all water supply and sanitation facilities in the State be properly vested either in the MDAs, the communities or such other body that would be accountable for them in terms of sustainability, asset development, and capital investments.

Water Quality

There is no surveillance by the State Government nor the Federal Government of the quality of water provided by both government and private water service providers. However, both the Rivers State Water Board and RUWASSA, carry out ad-hoc water quality monitoring. The WHO guideline standards are said to be in use. Reform of the WSS sector must take into account developments in water quality monitoring on a National level. The National Drinking Water Quality Standards (NDWQS, No. ISC 13.06.20) developed by the Federal Ministry of Health together with the Standards Organisation of Nigeria are currently the applicable standards for water quality in Nigeria. This policy acknowledges and adopts these Standards for Rivers State and the reviewed State water Sector Law shall codify this as a legal requirement for potable water in the state. The Ministry of Health and the Rivers state water Regulatory Commission shall develop suitable water quality surveillance and enforcement strategy in accordance with the NDWQS and the proposed Law.



A photograph of a tall, cylindrical water tower with a metal lattice structure, set against a clear blue sky. The entire image is overlaid with a semi-transparent blue filter. The tower has several horizontal bands and a spiral staircase on the right side.

**RIVERS STATE
WATER SECTOR POLICY
GUIDING PRINCIPLES**





Safe and affordable water supply will be the basic right of every citizen of Rivers State

Policy Statements are usually based on a set of fundamental principles and guiding philosophies which are accepted by Government. In order to derive maximum benefit from the Federal Government and External Support Agencies, the Policy Statement should be in line with the current thinking and direction of the Federal government of Nigeria together with current trends in the water sector, as well as in other relevant sectors in other States and other developing countries. These must be designed to improve service delivery and should include fundamental principles agreed with stakeholders during the development of the policy considered appropriate to the peculiarities of Rivers State.

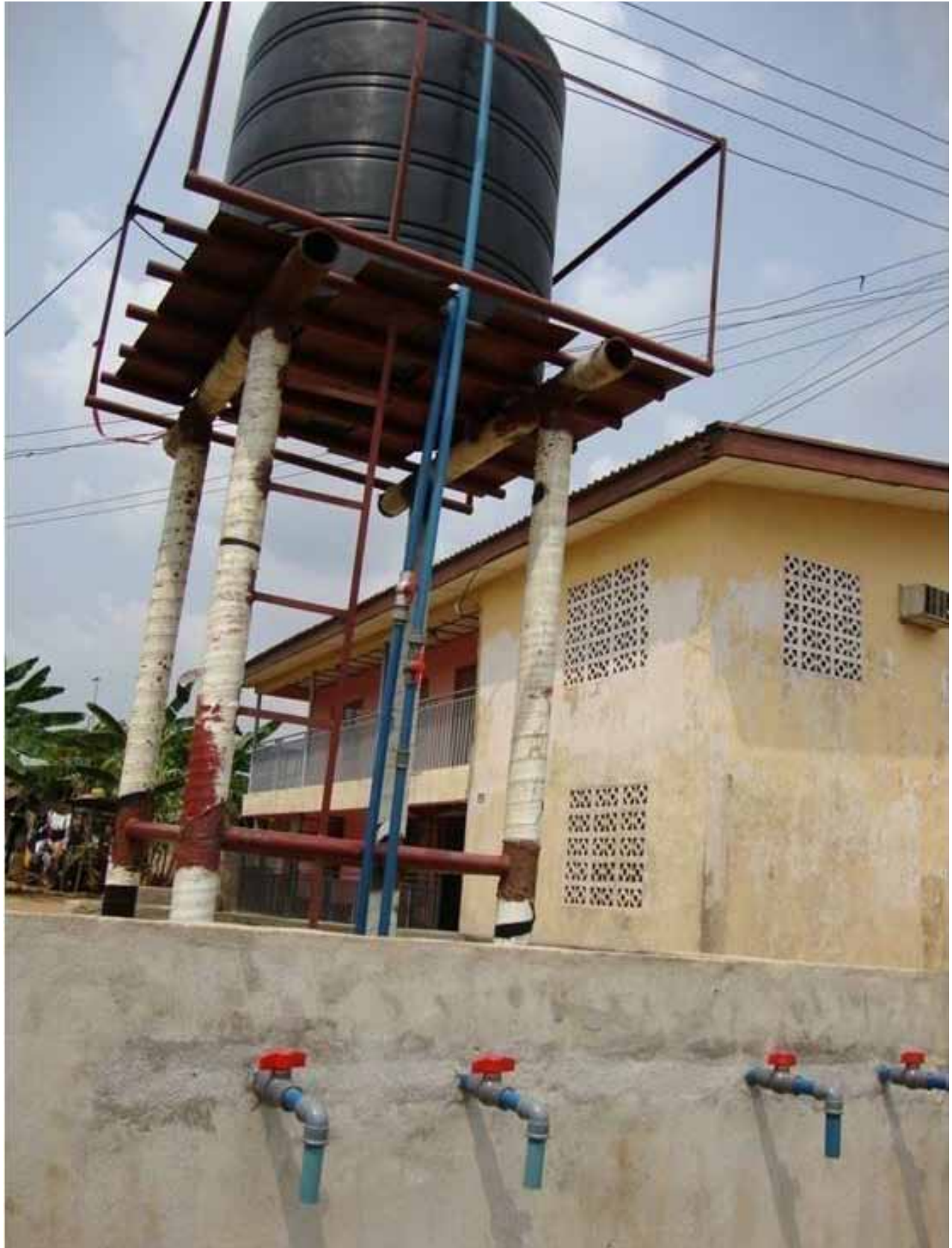
Water Supply General Principles and Guiding Philosophies

- a. Water is a finite and vulnerable resource, thus requiring an integrated approach to its management.
- b. Safe and affordable water supply shall be the basic right of every citizen of Rivers State.
- c. Water is both a social and an economic good and therefore requires the adoption of efficient utilization mechanisms as well as ensuring it is equitably distributed.
- d. Water service delivery should be “bottom-up” and “demand-driven” as opposed to the current “top-down” and “supply driven”.
- e. Water development and management should be based on participatory approach involving users, planners, and policy makers at all levels.
- f. Women play a central role in the provision, management and safeguarding of water, which should be reflected in effective participation at all levels.
- g. Attention must be paid to effective and efficient operation and maintenance.
- h. Emphasis should be placed on policy development and review, institutional reform, capacity building, and creation of an enabling legal environment.
- i. Water and land resources must be managed at the lowest appropriate levels.
- j. All citizens of Rivers State shall contribute to the management of their water supply systems in a sustainable way through payment of water rates or some other form of community contribution.
- k. A larger proportion of the people of Rivers State are going through a difficult time of poor water supply

and are not happy with the situation.

- I. Rivers State Government views the situation as very critical and considers water supply and sanitation as one of its main priority issues.
- m. The UN Agencies, the World Bank, African Development Bank (ADB), the USAID and many other External Support Agencies are either interested in or
- n. There is the need for creating a stream-lined institutional framework that will improve sector coordination and maximize the benefits of investment.
- o. Other development partners and NGOs are also carrying out various projects and activities to address

are already committed to assisting Rivers State.



the critical situation in the Water Sector and there is need to harmonize these supports in a coordinated way to maximize synergies and avoid duplication of effort and wastage. The River State Ministry of Water Resources and Rural Development should be at the helm of such coordination in a structured manner and shall be accountable to the stakeholder review mechanism/Committee.

- p. The situation of those not getting water supply from public systems and who often pay much more for water which, in most cases, is of questionable quality has to change.
- q. Consumers are willing to pay for water if a reliable level of service is provided (this is demonstrated by the fact that many consumers purchase their water from private providers).
- r. Government should gradually disengage from funding the operation and maintenance of systems to enable it concentrate on Water Sector capital development projects.
- s. Government should continue to support Water supply Service Providers (WSPs) in capital maintenance and rehabilitation until such a time as the providers are able to do so within their internally generated revenues.
- t. Water Quality surveillance will be introduced through the establishment of a Drinking Water Quality Standard monitoring mechanism in accordance with the National standards together with a surveillance system for its implementation.
- u. A sector wide approach to planning must be adopted that allows for all stakeholders to contribute to Water Sector Development Plans (WSDP). WSDP must be generated in a bottom-up manner and must provide avenues for periodic review of medium and long term plans. Such plans must include targets and milestones as well as an annual stakeholder review mechanism.
- v. Tariffs must be based upon a definite determination mechanism which allows for adjustments in the face of prevailing realities but along justifiable parameters as well as incentives for efficiency.
- w. Accountability, reliability, financial sustainability and fiscal responsibility must permeate all service provision in the sector.
- x. The inculcation of Occupational Health and Safety principles in all areas of operation and administration in line with Federal Laws and State directive principles for all activities in the sector.

Urban Water Supply Principles

- a. Water supply in urban areas is a commercial undertaking and shall be efficiently managed as a business.
- b. Water supply to the poor should be guaranteed through carefully designed arrangements particularly in the design of tariff setting methodologies and principles as well as by subsidy policies relating to government support that are linked clearly with achievable set indicators.
- c. All urban water supply systems must work on cost recovery principles while ensuring effective, efficient, and sustainable service delivery.
- d. Autonomy of water providers shall be guaranteed.
- e. Clear Sector governance shall be established through appropriate Regulatory reforms that will separate service provision, policy and regulation and encourage private investment.
- f. Commercial orientation and customer focus must be the bedrock of urban water supply and service provision must reflect this.

Small Towns and Rural Water Supply Principles

- a. Water supply provision should be demand driven.
- b. The community must show a desire to get involved in the management of water supply schemes, especially through their Water Consumer Associations .
- c. The provision of water supply needs to be community based, with the communities in the driving seat from the project inception up to the management of completed schemes.
- d. Communities need to be mobilized, trained and motivated to actively participate in developing their water and sanitation facilities and to eventually own the systems.
- e. Water supply infrastructure development needs to involve cost sharing arrangement between the State, the Local governments and the communities in a coordinated effective manner. The National water policy provides for the Federal Government contribution to capital Projects, this must be taken into account as appropriate.

Sanitation Principles and Philosophy

- a. An integrated approach for good sanitation, effective hygiene practices and potable water services are needed to promote the good health and quality of life of all people in Rivers State.

- b. The improvement of health and quality of life is an important aspect of good governance.
- c. Poor sanitation negates any positive gain made through improved supply of potable water.
- d. Contaminated water and unsanitary conditions are the cause of prevalent water and sanitation related preventable diseases such as cholera, typhoid, diarrhoea, dracunculiasis (guinea worm), malaria and schistosomiasis.
- e. Diarrhoea and cholera outbreaks are common occurrences in schools and communities. Cholera has continued to plague Nigerian communities, particularly rural communities in the State despite its near eradication in other parts of the world.
- f. Malaria negatively impacts on the social and economic development of communities in Rivers State; it is partly responsible for school absenteeism and low productivity at work places and on farms.
- g. Increased and sustained political will is required at all levels to generate commitment and interest in sanitation activities for improved coverage.
- h. The disease burden on households especially children as a result of poor hygiene and lack of sanitation facilities has direct impact on women. The planning of, investment in, and promotion of sanitation facilities must therefore address the special needs, interest and priorities of women with due consideration of men and children to ensure adequate access, usage and maintenance.
- i. Various options of safe low cost household excreta disposal will be studied, and low cost replicable systems will be promoted.
- j. Hygiene education will be promoted in schools especially through the formation of Hand Wash Clubs.



A photograph of a tall, cylindrical water tower with a metal lattice structure, set against a clear blue sky. The entire image is overlaid with a semi-transparent blue filter. The tower has several horizontal bands and a spiral staircase on the right side.

**RIVERS STATE
WATER SECTOR POLICY
GUIDING STATEMENTS**





...clean water is essential for health and human development...

Policy Statement 1

Access to Water Supply: Government recognizes that clean water is essential for health and human development and will strive to ensure that every citizen of the State has equal access to safe, adequate and reliable water supply.

Strategy: Because government may not have resources to meet this, it will take all necessary measures to involve Federal, State and Local Governments as well as communities, donor Agencies and Bodies, and the private sector to participate in providing water to every citizen of the State in a sustainable manner.

Urban Water Supply shall be provided by the Port-Harcourt Water Corporation (PWC) which shall be encouraged to collaborate with the private sector. The PWC may eventually be incorporated as a publicly quoted company and may choose to enter into PPP arrangements with the Private Sector for Operation and Maintenance of its water supply service delivery while retaining the role of asset-holding Company and overseeing asset development.

Small Towns Water Supply shall be provided, in the short term, by the Rivers State Small Towns Water Supply and Sanitation Agency. This shall be operated along the lines

of small operation and management business units for each small town/regional scheme provided by the Small Towns Agency with ring-fenced accounting systems. The goal shall be to engage with a private sector company to undertake this activity in the medium term. The WCAs in each of these small towns will comprise the board for each of these schemes.

Rural water supply shall be provided by the communities through their WASHcoms with the support of RUWASSA and the Local Government WASH departments.

The private sector will be encouraged to participate in the water supply service delivery in any of these three levels of supply.

Policy Statement 2

Sector Planning: The development of the sector shall take place within the framework of a clearly defined sector plan.

Strategy: Infrastructure development and service delivery will take place within the framework of a Water Sector Development Plan (WSDP) for the State with defined objectives and milestones, addressing capital investment requirements, operational management and institutional reform. The plan will be updated annually

and will incorporate Water Service Development Plans of the PWC, RSSTOWA, RUWASSA, the Ministry of Water Resources and Rural Development (MWRRD), Local Government Councils as well as other stakeholders in the Sector.

The plan will define clearly the roles of all institutional stakeholders in water supply in the State, and make specific provision for urban, small towns and rural services.

The plan will be based on current and predicted water supply needs of all areas of the State, both within the urban areas and the small towns, including areas currently beyond the reach of piped water supply networks as well as the present and future water supply and sanitation needs of rural communities in terms of capital investment requirements for new schemes and the rehabilitation and extension of old ones.

The MWRRD shall develop procedures for the development of the State Water Sector Development Plan which procedure will encompass contributions from all stakeholders from the Community, LGAs, State Agencies and other non-State bodies.

Policy Statement 3

Water Supply Quality, Monitoring and Surveillance: The quality of water supply in the State shall be in conformity with the Nigerian Drinking Water Quality Standard (NDWQS) No ICS 13.060.20.

Strategy: The Regulatory body shall ensure compliance with this standard. It will also certify laboratories where water quality testing will be performed in collaboration with the State Ministry of health.

In accordance with the procedure set out in the Nigerian Drinking Water Quality Standards, Service providers must monitor their water supply in accordance with the Nigerian Water Quality Standard No. ISC 13.06.20.

The Nigerian Drinking Water Quality Standard has, apart from setting minimum quality standard, also provided a monitoring procedure which is adopted by this policy. Federal and State Ministries of Health have the responsibility for the implementation of Water Quality Standards Surveillance and the procedure for that will be adopted from the Regulations developed by the Regulatory Body.

Policy Statement 4

Sustainability of Water Supply: The ultimate operational aim of any Water Supply system in the State is sustainability. To be sustainable in the long-term, a water supply system must generate sufficient revenue to pay for all operational and maintenance costs as well as the cost of eventual replacement.

Strategy: Water rates for Urban Water Supply will be reviewed as and when due to ensure that the service provider is able to generate sufficient revenue to sustain the water supply. Additional technical support will be given to ensure that the water service providers are able to provide water in a cost effective and efficient manner. This shall also apply to Small Towns where Water Consumer Associations shall manage the water supply. In rural areas, communities will be supported, mobilized and trained to form Water, Sanitation and Hygiene Committees that will manage the community water supply.

In Urban areas, the bedrock of service provision shall be commercial viability; customer orientation; affordability; autonomy; accountability (to customers and the government,) and incentivizing improved performance. Urban water service provision shall be by the PWC while PSP will be encouraged.

Policy Statement 5

Demand Responsive Approach: Government shall promote a demand-responsive approach to service provision whereby Communities are guided to make informed choices regarding their participation, service level, and service delivery mechanisms for the WSS including appropriate and affordable Technology.

Strategy:

- a. To create necessary awareness amongst the communities by promoting the Government's water supply strategy for the rural areas. This will be by the creation of a prioritization mechanism whereby communities have to be pre-qualified in terms of need, commitment (financial and otherwise), and technology choice in addition to the willingness and ability to participate in post construction management. This is done by a process of developing criteria for qualification which must be made transparent and inclusive.
- b. Enlighten the Communities on the concept of water as an economic good that has a cost and requires management.
- c. Guiding the Communities in forming Water Consumer Associations or Water, Sanitation and Hygiene Committees.
- d. Work with the Communities to develop technical options for water supply and implications for management and cost.
- e. Allowing the Communities make informed decisions on the water supply technology options to be implemented which they can effectively manage.
- f. Agree with the Communities on project financing and the level of their contributions.

- g. Implement the project with the active participation of the Communities.
- h. Train the operators to be provided by the WCA on maintenance and operation of the schemes and provide technical assistance where a PPP is envisaged.
- i. Handover the project upon completion.
- j. Provide continuous technical assistance, advice and monitoring to ensure sustainability of the scheme.

Policy Statement 6

System Design and Construction Standards: All water supply systems in the State shall be designed and constructed in accordance with the standards, codes and regulations established by the State Regulatory body; taking into account the specific peculiarities attendant in different parts of the State (such as salt water intrusion etc) and the standards organization of Nigeria in addition to technical specifications and international best practice.

Strategy: The Regulatory Body shall issue Regulations, Codes and Standards to be adopted by all contractors engaged in the construction of water supply schemes which must be complied with. This is to ensure the highest standards of construction as well as safety of materials, to further assure safety, and sustainability of the schemes, and health of the consumers.

Policy Statement 7

Water Demand Management: Water Demand Management (WDM) with respect to Urban Water Supply is a management approach that aims to produce and distribute water in an efficient and cost effective manner and conserve water (quality and quantity) by controlling demand through various measures with a view to meeting the demand of all segments of the consumers especially the poor in an equitable manner. Potable water is an economic good; it is collected, treated and distributed at great cost and proper management of water demand is a crucial aspect of sustainable water supply. Water wastage and excessive consumption contribute significantly to lack of sustainability.

Strategy: Measures that may be taken to reduce waste and excessive consumption include prompt leakage detection and repairs, consumer metering, tariff measures, reduction or elimination of illegal connections, restricting use of potable water to exclude certain activities as may be determined by the MWRRD from time to time but not limited to irrigation, car wash and watering gardens.

Policy Statement 8

Value Based Education on Water Supply and Sanitation: Government shall encourage and support Value Based Water, Sanitation and Hygiene education. The focus will be in promoting wise and sustainable use of water resources and sanitation infrastructure among all communities particularly school children through value based education.

Strategy: Consumer and Community mobilization awareness programmes on the value of potable water and the need to conserve it.

Policy Statement 9

Community Involvement: Water supply development and management should be based on a participatory approach involving users, planners and policy makers at all levels, and decisions should be made at the lowest appropriate level.

Strategy: The decision to situate a scheme in a Community must be made based upon consultation and active participation of recognized leaders of the Community.

Policy Statement 10

Promotion of Institutional Reform: Government shall promote institutional reform based on clear roles for key stakeholders whereby Communities own their facilities, the private sector provides goods and services, and government facilitates the process.

Strategy: The institutional structure of the Sector shall recognize the role of the MWRRD in Policy development, planning and sector co-ordination, the role of the PWC, and the rural community associations as service providers, the role of the Regulators for sector policing and facilitation, the role of the private sector as service providers and the role of State and Local Government Authorities as facilitators and for capital investment in the short and medium term.

Policy Statement 11

Legal Framework: The Government shall ensure an appropriate legal framework for the sector which shall effectively carry through the intention of government as espoused in this Policy and create the enabling legal environment and structure for the achievement of the Policy objectives including stakeholder ownership and management of the Water Sector and facilities.

Strategy: The enactment of a Sector Law that will provide a composite legal framework for all activities in the sector, defining roles, duties and responsibilities for all stakeholders and government.

Policy Statement 12

The Role of Government: The Government shall gradually disengage in direct involvement in the management of provision of water service and focus on policy, monitoring, coordination, supporting and capital financing of the sector.

Strategy: Professionalizing and commercializing the activities of the State water utility to make it financially and administratively autonomous. This shall include the corporatization of the RSWB to empower the management in decision making and imbue accountability by;

- Promoting Private Sector Participation in water supply and sanitation so that Private Operators will play a big role in water service delivery.
- Promotion of the formation of PWC Consumer Associations.
- Continuous planning, review and monitoring of the sector.
- Separating water service delivery from capital investment and infrastructure rehabilitation.
- Mobilizing and application of capital investment.

Policy Statement 13

Serving the poor: The Government will support setting up a sustainable mechanism that will ensure that the poor segment of the State's population has equal access to the available water supply.

Strategy: The establishment of cross-subsidies and other pro-poor mechanisms to ensure lifeline service obligation of government is needed particularly in poor areas. Where cross subsidy by service providers and tariff methodology is inadequate to assure continuity of service to the poor, Government Subsidy shall be implemented in an effective and transparent manner



with an obligation on the service provider for gradual reduction and increased efficiency.

Policy Statement 14

Involvement of the Private Sector: Government has already approved legislation committing itself to promoting Private Sector Participation (PSP) in infrastructural development. Consequently, Government will liberalize the Water Supply Sector in urban areas and small towns to enable Private Sector involvement in all aspects of the provision of water supply services in the State.

Strategy: Particular consideration will be given to accurate baseline data in structuring contracts to ensure optimal benefits to parties in such contracts and create an enabling environment for the success of such contracts. Guidance will be taken from the Rivers State Public Private Participation in Infrastructure Development Law, No. 5 of 2009.

Policy Statement 15

The role of women: Women shall be encouraged to take active roles in the management of the water schemes either in operation, monitoring or in the WCAs.

Strategy: Key positions must be reserved for qualifying women to allow them participate in agencies, associations, committees and in other decision making positions.

Policy Statement 16

Financial Policy and Demand Responsiveness: Establish financial policies underpinning a demand-responsive approach.

Strategy: This approach shall ensure Communities pay part of the capital cost in proportion to the cost of the facilities; and tariffs reflect operations and maintenance

costs as well as promote increased capital cost recovery from users.

Policy Statement 17

Human Resource Development: Government recognizes that widespread enhancement of knowledge and skills is required to have an effective and sustainable water sector and shall therefore make human resource development and capacity building in the sector a high priority.

Strategy: To liaise with State Government Agencies and ESAs to develop courses and training modules to build capacity within the sector which will enhance service delivery in the sector.

Policy Statement 18

Monitoring and Evaluation: Government shall institutionalize monitoring and evaluation of activities in the water sector to track progress of changes and to make necessary adjustments required to achieve the desired outcomes.

Strategy: The strategy for monitoring and evaluation shall be a composite part of the activities of all Operators in the Water Sector and the Ministry; and this shall be clearly articulated in the sector plans.

Policy Statement 19

Data gathering and Management Information System: Government shall institutionalize data gathering and information management to provide necessary data for long-term planning purposes.

Strategy: Mechanisms for institutionalized data gathering systems shall be established for upward flow of data from the lowest level to the Ministry for planning purposes. The pathway for this shall be from all sector participants, Communities, Local Governments, Donor agencies, Water Service Providers and all other relevant MDAs to the MWRRD for the development of the State Water Sector Development Plan.

Policy Statement 20

Sanitation and Hygiene: Government considers Sanitation and Hygiene as integral components of improved health through better water supply and will ensure that they go hand in hand with all water supply planning and projects.

Strategy: The creation of public awareness and education on Hygiene and Sanitation practices.

Policy Statement 21

Environmental Protection: Because water is inextricably linked with the environment, government shall ensure that water services will be managed to minimize any

adverse environmental impact and conversely water sources will be protected from degradation by polluting effluents from any source including industrial and agricultural developments, on-site sanitation facilities and other quarters.

Strategy: Develop action plans for the following:

- Ministry of Environment will support the MWRRD and agencies under it to ensure that waste release upstream of water intakes for Water Supply is minimized through the application of appropriate environmental regulations.
- Water Providers must ensure that sites of public standpipes are properly drained.
- Sludge from water treatment plants are properly treated and disposed.
- Abandoned boreholes are properly closed down.
- Environmental Impact Assessment (EIA) is undertaken for all new water Projects.
- The Polluter pays principle shall be applied and the MWRRD shall in conjunction with the Ministry of Environment and relevant State and National Agencies enforce prevention and restitution mechanisms.

Policy Statement 22

Health and safety considerations: The Policy addresses occupational health and safety in the Sector further to the Rivers State directives on Health & Safety, The Nigeria Factories LFN, 2004 and the proposed Federal Legislation to wit: Occupational Safety And Health (OSH) Bill, 2008 which is an Act to make further provision for securing the Safety, Health and Welfare of persons at work, for protecting others against risks to Safety or Health in connection with activities of persons at work, to establish same in accordance with the guidelines of the National Council for Occupational Safety and Health and for related issues.

This Bill, when passed into law, makes further provision for enforcement by its appointed officers and outlines penalties to employers (whether Private or Government Agency) where breaches are found. It further makes provision for the reporting of harm through accident or ill-health, which is intended to identify the common causes of injury and ill-health to employees.

Strategy: Every Agency and Organization operating in the Water Sector in the State will have a written Health & Safety policy. This Policy will illustrate management's commitments to Health & Safety within the organization. It will also describe arrangements put in place to meet the organization's Health & Safety objectives. These objectives will include, but not be limited to:

- Provide qualitative service delivery through adequate control of the health and safety risks arising from work activities;
- To aim for continued improvement in workers' welfare through consultation with employees on matters affecting their health and safety at work;
- To provide and maintain safe plant and equipment at all times;
- To ensure safe handling and use of hazardous substances and chemicals;
- To provide information, instruction and supervision for employees using various media and language most appropriate to the environment;
- To ensure all employees are competent to carry out their duties, and to give them adequate and relevant training;
- To do whatever is reasonable and practicable to prevent accidents and cases of work-related ill health;
- To maintain safe and healthy working conditions.

The Policy shall identify specific and adequate arrangements for the following and any other that, in the opinion of the Chief Executive based upon particular work description, may be necessary:

1. Risk assessments
2. Chemical Handling and storage
3. Manual handling, lifting, and Confined Space Entry
4. Fire prevention and control
5. Health Monitoring
6. First Aid
7. Communication
8. Training

Policy Statement 23

Non-governmental Intervention and Support: All non-State government intervention in water service provision in the State shall be undertaken based upon consultation with and approval of the State MWRRD.

Strategy: The MWRRD shall provide all intending intervention and support groups for development in the Water Sector with adequate information on the State WSDP and areas of priority/emergency needs based upon the approved priority scale. All other forms of intervention sourced directly by the beneficiary Communities shall be notified to the MWRRD for updating of the WSDP.

Policy Statement 24

Water Pricing (Water Rates/ Tariff): Charges for Water must be set by the service provider and approved by the Water Sector Regulator based on the strategy set in this policy.

Strategy: Tariff Policy for Urban Water Supply must eventually be made by balancing a triangulation of forces as follows:

- The economic imperative that tariffs accurately reflect the cost to the economy of water produced.
- The financial imperative that the tariff succeeds in capturing sufficient revenue to ensure the service provider's health and sustainability.
- The social imperative that a tariff should support such goals as improved public health by making safe drinking water affordable even to the poorest of consumers.

The Water Tariff must have a structure that takes into account the following issues:

- a. The tariff allows the water supply system to have resource coverage (i.e. meeting all needs at any time) and liquidity maintenance (all cash needs are covered.)
- b. Consumers are able and willing to pay as failure to do so will mean them spending more money to get potable water from other sources.
- c. The rates are not "padded" with inefficiencies and wastes as the consumers should not be made to pay for the services provider's inefficiencies and waste.
- d. The tariff takes account of the poor who may be denied access to clean water if the rates are too high and recognizes support mechanisms such as subsidies.
- e. The tariff will not cause social unrest and is politically acceptable to the Government; who will assure an environment for service to the poor.

Policy Statement 25

Electric Power Supply: Government notes that inadequacy and unreliability of Electric Power Supply from the National grid has been a major factor militating against the proper operation of all Water Supply schemes in the State and will therefore implore on the Federal Government to improve this source of power; while efforts will be intensified to assure improved additional State-specific sources of Power for the Water Sector.

Strategy: The following are encouraged and recommended:

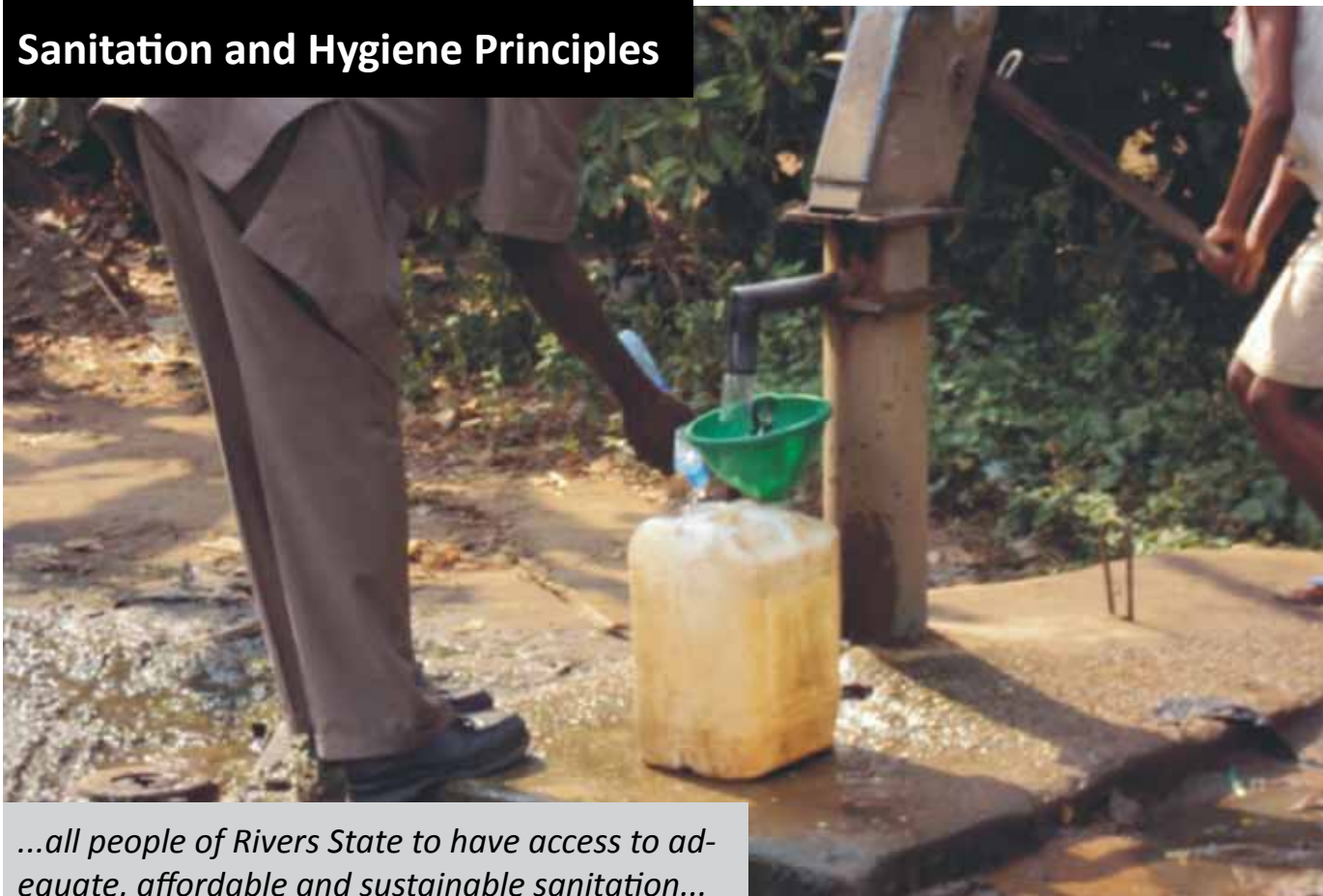
- Endeavour to provide dedicated Electric Power Supply lines for the water works.
- Provide standby Electrical Power Supply to all water schemes in the state.
- Establish state owned power stations including promoting PPP in Power Generation where feasible.
- Support the efforts of the Federal Government to improve power supply throughout the country and especially in Rivers State.
- Promote the use of alternative energy sources such as solar power in Communities with simple Water Supply technology such as motorized pumps.

A blue-tinted photograph of a tall, cylindrical water tower with a metal lattice structure. The tower has several horizontal bands and a ladder-like structure on the right side. The background is a clear blue sky.

**RIVERS STATE
SANITATION AND HYGIENE
PRINCIPLES AND POLICY
STATEMENT**



Sanitation and Hygiene Principles



...all people of Rivers State to have access to adequate, affordable and sustainable sanitation...

Fundamental Principles of Water Sanitation

An integrated approach for good sanitation, effective hygiene practices and potable water is needed to promote the good health and quality of life of all people in Rivers State.

The following Principles apply to the provision of sanitation services in Rivers State:

- i. The improvement of health and quality of life is an important aspect of good governance.
- ii. Poor sanitation negates any positive gain made through improved supply of Potable Water.
- iii. Contaminated water and unsanitary conditions are the cause of prevalent water and sanitation related preventable diseases such as cholera, typhoid, diarrhoea, Dracunculiasis (guinea worm), malaria and schistosomiasis.
- iv. Diarrhoea and cholera outbreaks are common occurrences in schools and Communities. Cholera has continued to impact upon Communities in Rivers State.
- v. Malaria negatively impacts on the social and economic development of communities in Rivers State; it is partly responsible for school absenteeism and low productivity at work places and on farms.

- vi. Increased and sustained political will is required at all levels to generate commitment and interest in sanitation activities for improved coverage.

Objective of the Sanitation Policy

The objective is for all people of Rivers State to have access to adequate, affordable and sustainable sanitation through the active participation of Federal, State and Local Governments, NGOs, Development Partners, Private sector, Communities, households and individuals.

Targets

The State and Local Governments shall henceforth appropriate and release a separate vote for water sanitation of an amount that may be stipulated by the State Government from time to time to implement sanitation programmes to achieve the following targets:

- i. Review and improve coverage of Sanitation from the current National level of 35% to 50% of the population by 2013.
- ii. Extension of Sanitation coverage to 75% by 2015.
- iii. Extension of Sanitation coverage to 80% by 2017.
- iv. Extension of Sanitation coverage to 90% by 2020.
- v. Achieve 100% Sanitation coverage by 2025.

vi. Sustain 100% Sanitation coverage beyond 2025.

Service Levels

The following shall be the service levels for Sanitation services and facilities in the state:

Rural: Each household in rural areas must own and have access to a safe sanitary facility with at least minor improvements that would reduce flies, odour, etc (Upgraded pit latrine at the minimum).

Semi-urban: Each household must own and have access to safe sanitary facility that is easily adaptable to existing

and affordable water conveyance systems (at least pour-flush toilet).

Policy Statements on Sanitation and Hygiene Education

- i. Government recognizes that Sanitation requires priority attention to enhance healthy living and that access to and appropriate usage of adequate basic Sanitation facilities will improve human health and reduce infant mortality.



traditional pit latrine and uses superstructures which blends well with other buildings within the community (at least Sanplat latrine).

Urban: Each household in urban areas must own and have access to safe sanitary facility that uses suitable

- ii. Government acknowledges that the relationship between good sanitation and safe drinking water is clearly evident in the reduction of Sanitation related preventable diseases as well as promoting health and livelihood especially of women and children and will ensure that Water Supply

schemes are implemented hand-in-hand with Sanitation promotion.

- iii. Government notes that a paramount consideration in the choice of any Sanitation system is its long-term environmental impact, especially on the degradation of the quality of water sources. Identifying, predicting and evaluating the likely changes in health risk of individuals and community is therefore essential for effective planning and management of facilities.
- iv. Sanitation development is essentially multi-sectoral. Government notes that an integrated approach combining safe Sanitation, Hygiene education and promotion and safe Water Supply ensures improved health and livelihood. The successful promotion and implementation of a Sanitation programme requires that all stakeholders shall be involved from the pre-planning stage, through implementation to monitoring and evaluation stages.
- v. The disease burden on households, especially children, as a result of poor Hygiene and lack of facilities has direct impact on women. Therefore, planning of, investment in and the promotion of sanitation facilities must therefore address the special needs, interest and priorities of women with due consideration for men and children to ensure adequate access, usage and maintenance.
- vi. The poor suffer most from lack of access to basic facilities and services. Access to Sanitation for the poorest and most facility-deprived segments of the population shall be ensured as a means of improving their socio-economic status.
- vii. Government recognizes the need of the individuals and Communities to afford, operate and maintain Sanitation facilities or systems and for these facilities or systems to be environment friendly. A variety of affordable and appropriate Sanitation systems will be researched and promoted.
- viii. The activities of the Private Sector are usually run on a sustainable basis using sound business principles. An enabling environment shall be created for the promotion of different technology options and management for Private Sector Participation in Sanitation service delivery.
- ix. Non-governmental Organizations have shown strong technical and Community development skills that could be transferred and expanded for the benefit of the Water and Sanitation sector. An enabling environment shall be created for the effective organizational and institutional support to Communities and Government by the Civil Society, particularly NGOs, to increase their participation in

the Water and Sanitation sector.

- x. Through awareness creation and promotion of Hygiene practices, Communities shall be empowered to demand for improved Sanitation.
- xi. Government believes that people will invest in providing Sanitation facilities for themselves if they understand the benefits and can afford the cost. The choice of the type of Sanitation facilities, preceded by Health and Hygiene Education, must depend on the capability of the benefiting individual or Community to pay for operation, maintenance and replacement, as at when necessary.
- xii. Appropriate legislation for the enhancement of Sanitation delivery at all levels shall be enacted based on the existing Public Health Law and other Sanitation related laws and bye-laws.
- xiii. Excreta disposal is still a basic household activity especially in rural and semi-urban areas, specific institutional structures will be put in place to guide these activities and strengthen the Sector. The ownership of the facilities and the responsibility for operation and maintenance shall be that of the households and the Communities.
- xiv. Holistic approach to Sanitation development shall be adopted; building on existing safe practices, religious beliefs and socio-cultural norms of the people that are not in conflict with Hygiene practices.
- xv. It shall be obligatory for State and Local Governments to make yearly budgetary provision with timely release for the promotion of Sanitation activities. Additional funds shall be sourced from ESAs for the promotion of Sanitation and Hygiene Education in Nigeria and in Rivers State in particular. The Private Sector, Communities and individuals will also contribute towards funding hygiene and Sanitation programmes.

Strategies for Sanitation

The Sanitation component of this policy will be limited to the disposal and management of human excreta and proper drainage of Water Supply points. Technology options that could be promoted for Sanitation include:

- a) Developing appropriate Sanitation.

- i) For Urban centres particularly Port Harcourt:

Here a central Sewerage system with full treatment plant is preferable. Isolated areas should be provided with individual septic tanks. Treatment should utilize waste stabilization ponds where possible; where these are impractical higher levels of technology can be considered. Individual house connections should be predominant with

comfort stations provided for Urban poor dwellers at one station per 500 people.

- ii) In Rural Areas and Small Towns the support or promotion of construction of new latrines and improvement of traditional latrines:

Rural Areas: The use of Sandplat (Sanitary Platform) latrine, Single deep pit, V.I.P and Traditional Latrines shall be encouraged for communal use in schools, health centres, markets and other public places.

Small Towns: The use Pour-flush toilets and Multi-compartment alternating V.I.P shall be encouraged. The Policy aims to provide the basic level of service of at least one sanitary latrine to serve 10 persons in the Community and 50 persons in the school environment. The main activities required for the delivery of Sanitation services in the Rural Areas and Small Towns are:

- b) Establishment of Water and Sanitation Department of Unit in each Local Government Area.
- c) Training of State, LGA and Community on Sanitation Development.
- d) Training and equipping of Community latrine artisans and linking them to Sanicenters.
- e) Establishment of Community Sanicenters.

Hygiene Promotion and Education

- a) Government notes that:

Availability of Water Supply and Sanitation facilities does not guarantee proper usage. Therefore positive behavioural change through effective Hygiene Education will need to be promoted.

Water Supply even when combined with Sanitation was found not to be effective for health improvement unless accompanied by Hygiene Promotion and Education.

- b) Government considers all activities aimed at encouraging behavioural practices that help to prevent Water and Sanitation related diseases to be part of Hygiene Promotion.
- c) Hygiene Promotion must create awareness such that people recognize and understand diseases as well as their causes and prevention; this must be a continuous process until new behaviour has been inculcated in and have been imbibed by individuals and households concerning water and latrine use. The process of Hygiene Promotion and Education helps to improve Public Health and personal well being, reduce the cost of curative health services and improve productivity of school children and the working population because less energy is lost from poor health.

Strategies for Hygiene Education

- a. Training of Government and NGO personnel on effective communication skills, participatory and social marketing methods/techniques for mobilizing Community action and promoting behavioural change with respect to improved hygiene practices.
- b. Development, testing and provision of guidelines and materials on participatory Hygiene Promotion and Education.
- c. Establishment of Sanitational/Health Clubs and Handwash Clubs in schools.



**RECOMMENDED NEW ROLES
AND RESPONSIBILITIES FOR
GOVERNMENT MINISTRIES,
AGENCIES AND
COMMUNITIES**



Recommended New Roles and Responsibilities



...developing a framework for the implementation of a State Water Sector Plan for sustainable delivery of water and sanitation services...

State Government through the MWRRD

The State Government should focus on facilitating change and creating the enabling environment for success of the Sector. The creation of the Ministry of Water Resources and Rural Development has helped to resolve the fundamental issues of institutional fragmentation of the Water Sector. The Ministry is responsible for developing a framework for the implementation of a State Water Sector Development Plan for sustainable delivery of Water and Sanitation services under a streamlined institutional framework. The role of the State Government through the Ministry in charge of Water Resources and Rural Developments should include:

- i. short, medium and long term Water Resources planning;
- ii. developing Government programmes on Water Resources and Sanitation;
- iii. Water Resources Management;
- iv. co-ordination of activities in the Water Sector;
- v. providing technical support to the Sector;
- vi. facilitating financing from the Government and international sources for projects across the State;
- vii. Sector-Wide-Approach Planning(SWAP) for water service provision;
- viii. policy formulation, implementation monitoring and evaluation;
- ix. Interface with FGN and Donor/aid Agencies on behalf of the State Government.
- x. long term planning;
- xi. promoting NGO support and coordinating their activities;
- xii. Ensuring and promoting the gathering of data/ information in the Sector in a State Information System;
- xiii. Monitoring the implementation of the Policy and undertaking review at pre-agreed intervals
- xiv. Providing information and approval for non-governmental intervention in the Sector as well as information to FGN and its Agencies on Sector intervention;
- xv. Government shall afford adequate autonomy for the service providers who will only be regulated by the Regulator;

Local Government Activities:

- i. Establish a LGA Water and Sanitation Department in line with the new State Water Sector Development Law to coordinate and support all activities of the sub-sector within respective LGAs.
- ii. Provide adequate and timely budgetary releases to LG WSS Department for capital and recurrent expenditures.
- iii. Develop a LGA RWSS Action Plan.
- iv. Develop a Water Sector Development Plan (WSDP) for the Local Government Areas.
- v. Receive and collate WSDP from all service providers and WCAs/WASHCOMS operating within the Local Government and forward same to the Ministry responsible for Water Resources and Rural Development.
- vi. Carry out Community mobilization in the formation of Water Consumer Associations (WCAs) and provide support to the Community to ensure sustainable Community Water Supply and Sanitation.
- vii. Undertake monitoring of the WSS schemes within its areas in collaboration with the RUWASSA.
- viii. Establish a database of schemes within the area and update same. This will feed the State database.
- ix. Provide input into the development of the State Water Sector Development Plan and participate in the stakeholder's review/coordination committee for such plans.
- x. Train and provide support (technical and financial advisory support) to the WCAs and WASH Committees in their locality.

Rivers State Ministry of Environment

The Ministry of Environment shall support the Water Sector by:

- i. Ensuring the protection of Water sources in collaboration with the MWRRD.
- ii. Ensuring that the Environmental Impact Assessment (EIA) of any project that would affect Water Supply in the state is conducted.
- iii. Undertake restitution mechanisms under the Polluter Pays Principle in collaboration with National and State Agencies.
- iv. Undertake such activities as are identified in the mandate of the Ministry as related to the Water and Sanitation Sector subject to this Policy.

Rivers State Ministry of Health

The Nigerian Drinking Water Quality Standard identifies the role of the State Ministry of Health for water quality surveillance. The Rivers State Water Services Regulatory Commission in collaboration with the State Ministry of Health shall develop minimum water quality standards in accordance with National Guidelines as well as surveillance regulations and procedures which shall be implemented by the Ministry of Health.

Creation of the Port Harcourt Water Corporation

It is envisaged that the role and responsibilities of the Rivers State Water Board would be reviewed. A new Corporation to be known as the Port Harcourt Water Corporation (PWC) will be established to undertake Potable Water Supply service delivery to the residents of Port Harcourt and Obio-Akpor LGAs which represent the core Urban center. This is expected to provide the necessary support to the rapidly growing population of the State capital and to position the utility to attract investments and private sector interest.

All the undertakings of the erstwhile Rivers State Water Board outside of Port Harcourt and Obio-Akpor LGAs would become the responsibility of the Small Towns Water Supply and Sanitation Agency as indicated below.

It shall continue to be the responsibility of the PWC to operate, maintain and administer the corporation's undertaking regardless of whether these duties have been contracted to a PSP Operator or not. To this extent, responsibility for compliance with all Regulations of the Regulatory Commission shall continue to be statutorily that of the PWC even when there is a PPP in place. This underscores the need for proper contracting and monitoring of such arrangements.

Where the PWC has successfully engaged a Private Sector Operator for operations and maintenance, the Corporation shall continue to be vested with ownership of assets on behalf of the State Government; and shall manage the new build, rehabilitation and extension of such assets based on its approved plans and subject to such review as may be determined by the MWRRD from time to time.

The functions of the PWC are therefore, to:

- i. Plan, control and manage all Water schemes in the Port Harcourt Area and its immediate environs.
- ii. Establish, control, manage, extend and develop such water works as the Corporation may consider necessary for the purpose of providing wholesome, potable water for consumption of the public and for domestic, trade, commercial, industrial, scientific and other uses in accordance with the WSDP.



- iii. Ensure that adequate wholesome water is supplied to its consumers in line with National Water Quality Standard for water quality.
- iv. Determine and charge Water rates in respect of the above subject to the approval of the Rivers State Water Services Regulatory Commission.
- v. Conduct or organize the conduct of research in respect to Water Supply, Water Development and matters connected therewith and submit the results of such research to the MWRRD for formulation of policy.
- vi. Develop, maintain and beneficially exploit Water Resources, both natural and artificial.
- vii. To produce WSDP for its areas of operation and submit same to the MWRRD for input into the State WSDP.
- viii. Manage waste water and sewerage services in its area of operation.

Non State-owned service providers will be autonomous and shall be accountable to their customers. The PWC

will in the long run become a Private Sector Company and where the Government chooses to transform the PWC into a public limited liability company; it would need to be able to compete with Private Operators on an equal footing (i.e. without subsidies).

Creation of the Rivers State Water Services Regulatory Commission

There will be established an independent Regulatory Commission for the Water Sector. This Commission will carry out regulatory functions and will ensure compliance with its regulations by the service providers. The Commission will serve as the watch dog for the Water Sector and is expected to perform a major role in enforcing the applicable regulations and thus ensuring the development of the Water Sector in line with global standards. In particular, the Commission is expected to;

- i. promote the rights of access to basic Water Supply.
- ii. set standards and norms for consumer service.
- iii. regulate and approve conformity of Water Tariffs and price regulation charged to consumers.

- iv. issue Water Services Provider Permits.
- v. promote Private Sector Participation in water service delivery.
- vi. promote State Water Laws and Policies.
- vii. Ensure the preparation of and compliance with quality of service Regulations, including Water Quality, to guide service delivery to consumers.
- viii. to issue licenses for consumers and for companies involved in the abstraction, transmission and distribution of water.
- ix. monitor service quality and standards while enforcing compliance.
- x. dispute resolution.
- xi. Determine and administer any subsidy structures and schemes that may be applicable to the Sector.

Creation of the Rivers State Small Towns Water Supply and Sanitation Agency (RSSTOWA)

According to the National Water Supply and Sanitation Policy, 'Small Towns' are settlements of between 5,000 - 20,000 inhabitants. The term "Small Town" also refers to towns or peri-urban areas with limited infrastructure.

In Rivers State, however, settlements with more than 20,000 people may be regarded as small towns due to the peculiarities of the settlement pattern in the State as well as the limited infrastructure characterizing most peri-urban towns in the State.

This Policy recognizes that Small Towns WSS have a totally different method of project planning, implementation and management. The Policy therefore envisages the creation of a new Government entity called the Rivers State Small Towns Water Supply and Sanitation Agency (RSSTOWA) under the supervision of the Ministry of Water Resources and Rural Development. The objectives of creation of the Agency are:

- i. To develop a sustainable service for provision of water supplies in small towns by combining Community participation with commercial orientation.
- ii. Provide safe water for a large population not adequately serviced by the existing programmes (peri-urban and rural).
- iii. Accelerate coverage of safe Water Supply in small towns.
- iv. Improve public health.
- v. Develop a Private Sector that can actively assist in sustaining Water Supply and Sanitation interventions in the small towns.

This Agency will address all issues concerning Small Towns'

Water Supply and harmonize all the recommendations made herein to eventually lead to a streamlined Water Supply Sector for the State. The primary role of the RSSTOWA would be to provide technical expertise and support in operation and maintenance and eventually advisory services to the Small Towns Water Supply schemes across the State. Small Towns Water Supply schemes are characterized as follows:

They are sufficiently large and dense to benefit from the economies of scale and higher level of service offered by piped systems with house connections in Urban areas.

They are too large and complex to be operated by communities alone (Private Sector support would be required).

They are too small and dispersed to be profitably managed by a conventional Urban Water Utility.

The functions of the RSSTOWA are to:

- i. Operate each Small Town Scheme as a ring fenced business unit with its own accounting systems and as a commercial undertaking.
- ii. Collaborate with the WCAs in the area for effective Community participation where the WCA shall act as a Board of Trustees for the scheme. Technical advice shall continue to be provided by the RSSTOWA.
- iii. Be responsible for production and delivery of water supplies to semi urban areas and small towns.
- iv. Be responsible for operation, maintenance and expansion of Small Towns Water Supply and Sanitation Schemes.
- v. Be responsible for recommending to the Rivers State Water Services Regulatory Commission an appropriate tariff for revenue collection from small towns.
- vi. Liaise with the Federal Government and External Support bodies for the implementation of Small Towns Water Supply and Sanitation programmes in Rivers State.
- vii. Manage all the mini/small towns' water schemes in the State.
- viii. Liaise with other Water and Sanitation stakeholders for Sector coordination and development.
- ix. Operate along the principles of the State and National Water Supply and Sanitation Policies
- x. Assist the Communities and the Local Government WASH departments to establish WCAs in all the Small Towns' Communities in the State.
- xi. Supporting the Communities in designing Small Towns Water Supply and Sanitation programmes or projects including various technical options from which the Communities will be able to choose the

technical option that they like and can afford.

- xii. Assisting the Communities in making informed choices of the level of service they can afford to manage (including the operational costs).
- xiii. Ensure that Communities play a key role in Government supported Small Town Water Supply projects from the project inception to commissioning and final handover of the projects to the Communities.
- xiv. Continue to visit and provide technical support and advice to all the Small Town schemes run by the Communities where such schemes have been handed over to the Communities and contracted to a PPP operator (Experience shows that a follow up support is necessary for Water Supply service sustainability).
- xv. Provide technical assistance to members of Water Consumers Associations in Small Towns.
- xvi. Be responsible for Monitoring and Evaluation of Small Towns Water Supply and Sanitation schemes.
- xvii. Develop Water development Plans for input into the State Water Sector Development Plans.

Rural Water Supply and Sanitation Agency (RUWASSA)

The RUWASSA shall undertake the role of monitoring and supervision, technical assistance, training, construction supervision and coordination for all Rural Communities in collaboration with the LGA WASH departments and the WASHcoms. The functions of RUWASSA shall be to:

- i. Plan, control and supervise the sinking of boreholes by individuals or corporate bodies in the State.
- ii. Design, construct, rehabilitate, improve, maintain and support the Rural water Supply schemes under the State Rural Water Supply Programme.
- iii. Support the State Rural Environmental Sanitation Programme.
- iv. Liaise with the Federal Government Ministries and Agencies in the design and implementation of programmes and projects in the area of Rural Water Supply, Environmental Sanitation and Maintenance and provision of Rural infrastructure and any other Rural Development activities.
- v. Define, encourage and support any activity that will enhance Rural Water Supply, Environmental Sanitation, the provision of other infrastructure and other Rural Development activities.
- vi. Identify, involve and support Local Community leaders and Organizations in the effective mobilization of the Rural population for accelerated and sustained Rural Development.
- vii. Identify and implement other rural programmes that would enhance income generating activities

in the Rural Areas as well as help to improve the quality of life and the standard of living of the rural dwellers.

- viii. Commission and support studies and research projects that will facilitate the execution of the functions of the Agency.
- ix. Develop WSDP for the Rural Areas in collaboration with the Communities and the LGAs.
- x. Assist the Communities and the Local Government WASH departments to establish WASHcoms in all the Rural Communities in the State.
- xi. Support the Communities in designing Rural Water Supply and Sanitation programmes or projects including various technical options from which the communities will be able to choose the technical option that they like and can afford.
- xii. Assist the Communities in making informed choices of the level of service they can afford to manage (including the operational costs).
- xiii. Ensure that Communities play a key role in Government supported Rural Water Supply projects from the project inception to commissioning and final handover of the projects to the Communities.
- xiv. Continue to visit and provide technical support and advice to all the Rural schemes run by the Communities. (Experience shows that follow up support is necessary for Water Supply service sustainability).
- xv. Train LGA staff on the management of Rural Water Supply Programmes and on technical assistance to the WASHcoms in the operation of the schemes.

Change & Societal Reorientation Unit

The proposed changes in the Water Sector are far reaching and will have tremendous impact on all sections of the populace. In view of this, it is necessary to ensure effective awareness for the stakeholders as well as to maintain the momentum of the change in order to achieve identified milestones. There will be need for a prolonged, intensive and sustained campaign to educate people on the need for the reform. Seminars, workshops, public lectures print and electronic media messages etc have to be intensified. Government needs the understanding and support of the Civil Societies and NGOs in this respect. Hence, a new unit within the Ministry of Water Resources to be called Societal Reorientation Unit (or "Change Unit") is recommended. Its role is to embark upon and sustain an intensive public enlightenment and advocacy campaign to support the proposed reform. It will also be responsible for the monitoring of the Policy implementation strategy and would be required to work in collaboration with NGOs and Civil Societies.

Role of Non-Governmental Organization (NGOs)

The work of Government Water Sector institutions will be complemented by support from NGOs in a coordinated manner. The role of the NGOs shall be to advocate for and create awareness in government and other stakeholders about the most vulnerable sections of society. The NGOs should be directed to toward Community empowerment and the overall increase in the health, welfare and wellbeing of the Communities. This will also benefit the Government as it will provide a feedback mechanism for the success or otherwise of Policy implementation.

Role of External Support Agencies (ESAs)

This policy recognizes that External Support Agencies (ESAs) and Donors usually provide support in line with their own / national objectives and other bilateral agreements. However, ESAs shall be guided by the Paris Declaration on Aid Effectiveness, Ownership, Harmonization, Alignment and Results and Mutual Accountability. Government shall ensure that all ESAs align their support in line with Government's policy, strategy and action plan; support scaling up of effective approaches in Water Supply, Sanitation and Hygiene Education; be guided by internationally agreed modalities for aid management and, as much as possible use, promote and support local and regional materials and human resources.

Role of the Communities

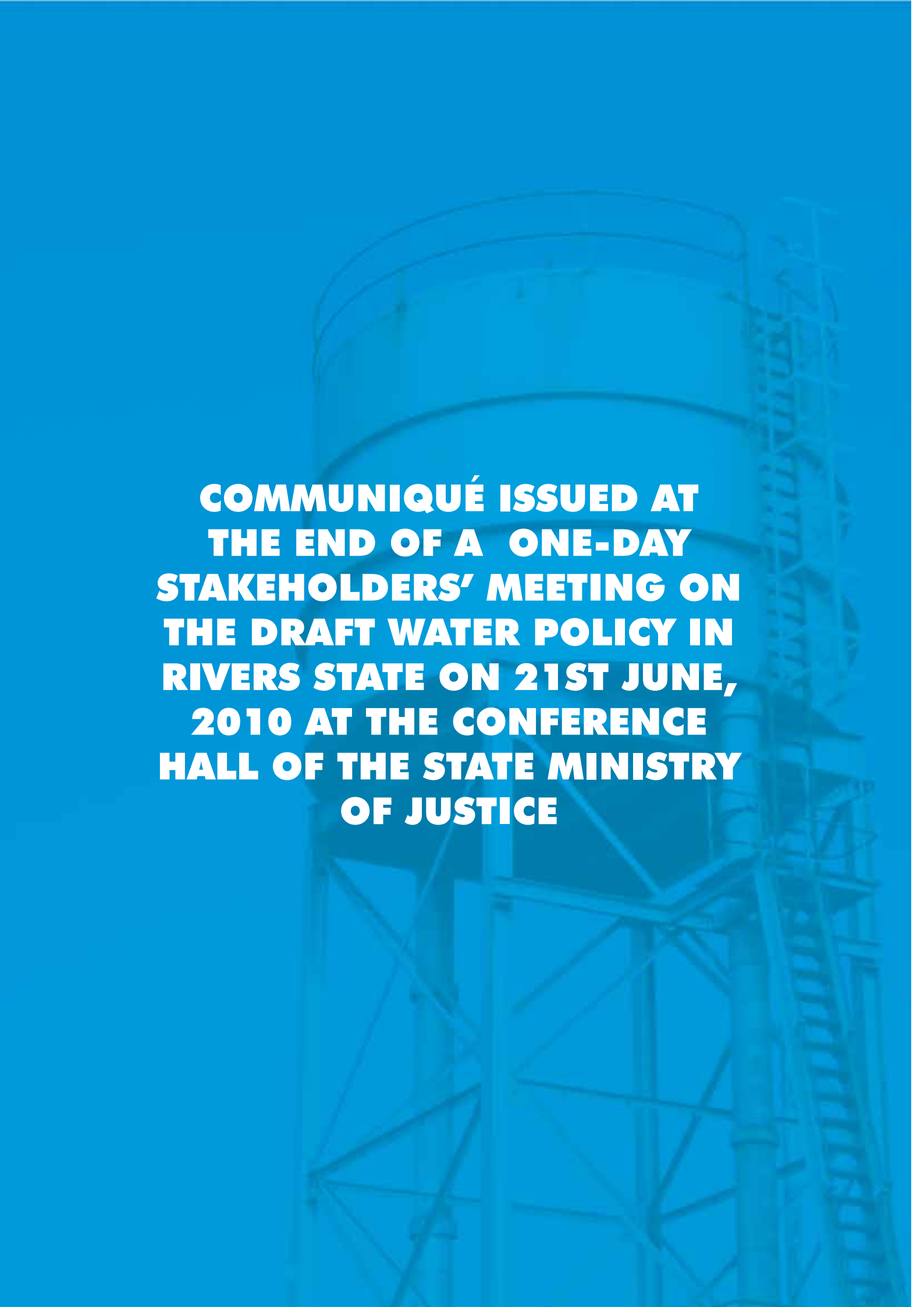
- i. Communities should be involved in the planning, design, construction and management of Water and Sanitation schemes.
- ii. The management of water schemes in rural areas is through the Village-led Water, Sanitation and Hygiene Committees (WASHcoms) with support from Local Government and RUWASSA.
- iii. The management of water schemes in Small Towns is through the Water Consumers Associations (WCAs) with the support of Local Government and the Rivers State Small Towns Water Supply and Sanitation Agency (RSSTOWA).
- iv. Capacity building of WCA and WASHCOM members on management, operations and maintenance

of WSS facilities is with the support of the LGAs, RUWASSA, and the State Government.

- v. WASHcoms shall be wholly (100%) responsible for the operation and maintenance of Rural Water schemes.
- vi. WASHcoms or WCAs may engage PSP for the operation and/or maintenance of their schemes.
- vii. Each Community should construct and embrace Community Led Total Sanitation (CLTS).
- viii. Collection of Tariffs.
- ix. Counterpart funding where necessary or part financing of small scale Water Supply and Sanitation extension schemes.
- x. Participation in project design and implementation based on technology choice.
- xi. Monitoring and Evaluation of Water and Sanitation programmes and projects to ensure accountability and transparency.
- xii. Carry out Hygiene Promotion campaign.
- xiii. Policing of Water infrastructure to report leakages and protect it against vandalism.
- xiv. Ensure that every household, shopping complex, market, and other public places should have facilities such as toilets and refuse bins
- xv. Ensure that no vacant land/plot should be left overgrown with weeds.

Rivers State Water Sector Coordination Committee

This committee is composed of identified members under the Chairmanship of the Commissioner, MWRRD. The committee shall meet annually to assess the WSDP presented by the MWRRD and highlight prospective intervention proposed for the Sector by both Government and Non-Government Parties. Capital Infrastructure Projects shall be considered as priorities and shall be approved at such annual meetings. A sub-committee of this committee shall meet every quarter to monitor and evaluate the implementation of the WSDP. The Secretariat for the Committee shall be in the MWRRD.

A blue-tinted photograph of a tall, cylindrical water tower under construction. The tower is surrounded by a complex network of metal scaffolding. The image is used as a background for the text.

**COMMUNIQUE ISSUED AT
THE END OF A ONE-DAY
STAKEHOLDERS' MEETING ON
THE DRAFT WATER POLICY IN
RIVERS STATE ON 21ST JUNE,
2010 AT THE CONFERENCE
HALL OF THE STATE MINISTRY
OF JUSTICE**



COMMUNIQUE ISSUED AT THE END OF A ONE-DAY STAKEHOLDERS' MEETING ON THE DRAFT WATER POLICY IN RIVERS STATE ON 21ST JUNE, 2010 AT THE CONFERENCE HALL OF THE STATE MINISTRY OF JUSTICE

The meeting brought together stakeholders in the Water Sector including the Government (Federal, State and Local), Development Partners, NGOs, Traditional Rulers, Labour Unions, Corporate bodies, Media, Communities, etc to brainstorm on the draft Water Policy, existing key problems and challenges and to establish a necessary basis for legal, institutional and economic reforms in the Water Supply and Sanitation Sector (WSS).

The Stakeholders at the forum reviewed the importance of Water and Sanitation as a key-driver in the realization of the Millennium Development Goals (MDGs) and also noted that the provision of safe and reliable drinking water by improving the health of the populace will contribute to boosting the eradication of poverty in the State and therefore resolved as follows:

1. That the State Executive Council approves the Water policy for the State.
2. Immediate implementation of the Water policy to improve Water and Sanitation services in the State.
3. Repositioning of the Ministry of Water Resources and Rural Development which will include role specification and sound governance system for greater service delivery.
4. Capacity building and staff orientation to address the manpower needs within the sector.
5. Establish Water Sector Development Plan for the State with defined objectives and milestones.
6. Water Supply Development and management to be based on a participatory approach which will involve the users and planners at all levels.
7. Government to gradually disengage from direct involvement in the management of Water services to pave way for Private Sector Participation.
8. Government to institutionalize gathering and information management as well as Monitoring and Evaluation of the WSS targets, objects and implementation.

9. Establish a Legal Framework to institutionalize the:
 - o Port-Harcourt Water Corporation (PWC)
 - o Rivers State Small Towns Water Supply and Sanitation Agency (RSSTOWA)
 - o Rural Water Supply and Sanitation Agency (RUWASSA)
 - o Rivers State Water Services Regulatory Commission (RSWRC)
 - o Water Consumer Associations (WCA)
 - o Community Water , Sanitation and Hygiene Committees (WASHcoms)
 - o Rivers State Water Sector Coordination Committee
 - o Local Government Area Water Departments
10. Effective collaboration between the Ministries of Water Resources and Rural Development, Health, Environment, Urban Development and other relevant stakeholders for efficient implementation of the Water Policy in the State.
12. Need to develop an information and communication strategy for promotion and implementation of the Water policy.

The Members of the Communiqué Committee

1. Paulinus Nsirim - Chairman
2. D.R. Boisa - Secretary
3. Anitor George
4. Patrick Chiekwe
5. Hon. P.I.T. Abibo
6. Mrs C.S. Blakk
7. Gbenekanu Kuapie
8. Mrs Belema Ogbuigwe



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ACRONYMS AND ABBREVIATIONS



ALGON	Association of Local Governments of Nigeria
CLTS	Community Led Total Sanitation
CSO	Civil Society Organisations
EIA	Environmental Impact Assessment
ESA	External Support Agency
FGN	Federal Government of Nigeria
FMWR	Federal Ministry of Water Resources
FME	Federal Ministry of Environment
LGA	Local Government Authority
MDG	Millennium Development Goals
MWRRD	Ministry of Water Resources and Rural Development
NEEDS	National Economic Empowerment and Development Strategy
NGO	Non-governmental Organization
NSDWQ	Nigerian Standard of Drinking Water Quality
PSP	Private Sector Participation
PWC	Port-Harcourt Water Corporation
RSSTOWA	Rivers State Small Towns Water Supply and Sanitation Agency
RSWB	Rivers State Water Board
RSWP	Rivers State Water Policy
RSWRC	Rivers State Water Services Regulatory Commission
RUWASSA	Rivers State Rural Water Supply and Sanitation Agency
RVSG	Rivers State Government
RWS	Rural Water Supply
RWSS	Rural Water Supply and Sanitation
SEEDS	State Economic Empowerment and Development Strategy
SEPA	State Environmental Protection Authority
SWA	State Water Agency
SWAP	Sector Wide Approach Planning
VLOM	Village Led Operation and Maintenance
WASHCOM	Water Hygiene and Sanitation Committee
WCA	Water Consumer Association
WDM	Water Demand Management
WHO	World Health Organization
WSDP	Water Sector Development Plan
WSP	Water Service Provider
WSPP	Water Services Provider Permits
WSRL	Water Supply Regulatory Law
WSS	Water Supply Sector

