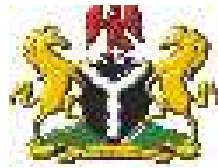


Government of Yobe State



First Draft Water & Sanitation Policy

December 2008

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Abbreviations and Acronyms

CSO	Civil Society Organisation
CLTS	Community Led Total Sanitation
EU	European Union
ESA	External Support Agencies
FMA&WR	Federal Ministry of Agriculture and Water Resources
FME _{env}	Federal Ministry of Environment
FMWR	Federal Ministry of Water Resources
YSEPA	Yobe State Environmental Protection Agency
YSMWR	Yobe State Ministry of Water Resources
YSMWR	Yobe State Ministry of Water Resources
YSWC	Yobe State Water Corporation
LGA	Local Government Area
M & E	Monitoring and Evaluation
MDG	Millennium Development Goal
MoU	Memorandum of Understanding
NGOs	Non-governmental Organisations
PSP	Private Sector Participation
CRBDA	Chad River Basin Development Authority
RUWASSA	Rural Water Supply and Sanitation Agency
STWSS	Small Town Water Supply and Sanitation
SWRC	State Water Regulatory Council
VLOM	Village Level Operations and Maintenance
UNICEF	United Nations Children's Fund
VIP	Ventilated Improved Pit Latrine
WCA	Water Consumer Association
WATSAN	Water and Sanitation
WASH	Water Sanitation and Hygiene
WASHCOM	Water Sanitation and Hygiene Committee
WIMAG	Water Investment Mobilisation and Application Guidelines
WSSSRP	Water Supply and Sanitation Sector Reform Programme

Preface

Water is a fundamental human right and access to safe affordable water is fundamental to life and health. Similarly, access to adequate sanitation facilities and to hygiene education is indispensable to a healthy and dignified life.

Yobe State aims to achieve the three key water-related Millennium Development Goals:

- To halve, by the year 2015, the number of people who are unable to reach or to afford safe drinking water.
- To halve the proportion of people who do not have access to basic sanitation by 2015.
- To stop unsustainable exploitation of water resources.

The development of Yobe State Water and Sanitation Policy is a demonstration of the commitment of the government to address the present shortage in water supply and inadequate access to basic sanitation facilities. The government is taking a bold step in moving beyond capital investment in the sector to facilitating institutional reform and policy development.

Hon. Ibrahim S. Bakabe

**Honourable Commissioner
Ministry of Water Resources**

Introduction

1. Yobe State has a population of 2.3 million¹ people with an annual growth rate of 3.5%. By the year 2015, the State is expected to have a population 3.2 million people. Available statistics indicate that only 42.4%² of the households in the state have access to drinking water from safe sources while only 42.1% of the households in the State have access to safe sanitary disposal. Based on the Millennium Development Goal (MDG) 7 of the United Nations and the World Summit for Sustainable Development (2002) Target the government of Yobe State is committed to reducing by half the proportion of people without access to safe drinking water and sanitation by 2015. Access to safe water and sanitation is a key factor that is expected to promote the achievement of some of the other MDGs.
2. The effect of lack of access to safe water and basic sanitation is more pronounced on women and children. Benefits from improved access to safe water can easily be eroded by poor sanitation. Water that is contaminated through poor sanitation is often the cause of preventable diseases such as cholera, typhoid and diarrhea. Over the years there has been an uncoordinated approach to water and sanitation services delivery in the State as the three tiers of government have responsibility for the provision of drinking water. This situation is complicated by rapid increase in population and lack of sustainable operation and maintenance arrangement for water and sanitation facilities.
3. Consequently, the demand for water is surpassed by the capacity of the State agencies to deliver. This has led to the emergence of private water vendors in many parts of the State. Available statistics show that about 7%³ of the households in the State get their drinking water from private vendor though the figure for urban areas might be much higher. Attempts made by the State in the past to remedy the situation were concentrated on increased investment in water and sanitation infrastructure with little or no consideration for institutional assessment and adoption of best practices for sustainable improvement in the sector. Increased investment in water facilities has not yielded the desired results due to frequent breakdown and lack of coordinated operation and maintenance arrangements among stakeholders.
4. Recently the federal government of Nigeria and the European Commission signed an agreement on the implementation of Water Supply and Sanitation Reform programme in six States including Yobe. The purpose of the programme is to provide safe, adequate and sustainable water and sanitation services. In addition technical assistance with respect to policy development, regulatory and institutional diagnosis of water

¹ National Population Commission 2006

² Core Welfare Indicator Questionnaire Survey 2006

³ Assessing the institutional framework for water supply and sanitation provision 2007

supply and sanitation sector will also be provided. It is against this backdrop that the WSSSRP in conjunction with the Yobe State Ministry of Water Resources commissioned a study on "Assessing the institutional framework for water supply and sanitation provision" The study, among other things, affirmed the need for the State to have a Water and Sanitation policy that will provide the framework for improved performance of the sector.

5. The policy development process is a combination of desk review and analysis of existing policy documents, in-depth interviews of relevant officials, stakeholders' workshop and focus group discussions. The National Policy on Water and Sanitation provided the guidelines for reflections and discussions while local realities informed necessary adaptations made to suit the State. This culminated in the production of a rough draft policy document which will be subjected to further reviews by Yobe State government and the WSSSRP to raise awareness and to elicit comments from people.

General Overview⁴

6. Yobe State was created on August 27, 1991, out of present-day Borno State. It is made up of 17 Local Government Areas with Damaturu as the state capital. It shares boundaries with Borno state on the eastern axis, Jigawa and Bauchi state on the west, Gombe on the south and Niger Republic on the north. The state lies mainly in the dry savanna belt hence it is dry and hot for most of the year except in the southern part of the state which has a milder climate. It has an area of 45,502 square kilometers and is located between Latitudes 10.5⁰ N and 13⁰ N and Longitudes 9.5⁰ E and 13⁰ E. A prominent geographical feature in the State is River Yobe which flows through Jakusko, Bade, Bursari, Yunusari and Geldam Local government areas before emptying into Lake Chad. Anamuna, Katarko, Hadejia, Ngeji and Kumadugu Gana are some other rivers in the State. .
7. A wide range of variability exists in the climate of Yobe State making it different from what obtains in other States in the country. It has hot, cold, dry and rainy seasons in the year. The dry season lasts for more than seven months in a year. The rainy season is short and the hottest periods of the year are between March and part of June with temperatures rising as high as 40⁰C. Rainfall lasts between 120 to 140 days with annual figure ranging between 500mm and 1000mm depending on the location. The harmattan period is between December and February and is characterized by cold, dry, dusty and foggy winds
8. The State is noted for agricultural production as farming, fishing and livestock rearing provides employment to over 80% of the states

⁴ National Planning Commission-website

population. While Yobe is an agricultural state it also has rich fishing grounds and mineral deposits of gypsum, kaolin, and quartz. The state's agricultural products include: gum arabic, groundnuts, beans, cotton. The state is also said to have one of the largest cattle markets in West Africa located in Potiskum.

Current water supply and sanitation situation in Yobe State⁵

9. There is no clear delineation in urban and Small Towns water supply systems in the State. Two reasons are responsible for this. Firstly, Yobe is one of the states referred as “rural States” where there are relatively no big towns as compared to most of the older States in Nigeria. Secondly, all the existing water supply schemes are small and groundwater based schemes similar to those adopted for Small Towns Water Supply Schemes. Even in the relatively bigger towns in the States (like Potiskum and Damaturu) water supply comes from various small boreholes schemes most of which are not fully integrated into a full distribution network for the whole town. It is common to find that in one town, there are few schemes consisting of one to a couple of boreholes that are connected together to serve separate parts of the town each with a separate pipe network.
10. Urban Water supply, by the state definition, refers to water supply systems to all the local governments’ headquarters and any other town declared as urban by the government. The urban systems consist of one or more small schemes with each scheme consisting of one or few boreholes connected to a reservoir and distributed through a small pipeline network serving one particular area of the town. In some towns it is just one scheme with a few boreholes, a very limited distribution system, overhead tank and few house connection and standpipes. Yobe State Water Corporation is the agency responsible for urban water supply. It has about 212 boreholes across the state with Potiskum and Damaturu having over 30% of the total number. It is supported by the State Government’s subvention because the Corporation has not been able to raise enough revenue to cover its operational expenses (mainly due to low tariffs and lack of developed billing and collection mechanisms). Local Governments also provide assistance by purchasing fuel to run the power generating plants of the corporation. In fact some local governments even undertake the servicing of the generators and some repairs of the submersible pumps.
11. Yobe State Water Corporation and a number of Independent Small Service Providers are the service providers for urban water supply. There is no separate agency for semi-urban or Small Towns water supply. In reality, almost all the systems serving the local government areas are in fact Small Towns Water Systems. These are basically very small water

⁵ Assessing the institutional framework for water supply and sanitation provision 2007

systems for rural communities using almost exclusively hand-pump boreholes managed by the Rural Water Supply Agency (RUWASA) or the communities.

12. RUWASA is the State agency responsible for rural water supply and sanitation. It is estimated that there are over 2,000 hand-pump boreholes in the rural areas provided mostly by the State. Some were provided by local governments and a few by the Federal Ministry of Water Resources through Chad Basin Development Authority (CBDA). Many of these boreholes are currently not functional because the programme was not adequately supported by community mobilisation, capacity building and follow-up. The main service providers for rural water supply are RUWASA, LGAs, Chad Basin Development Authority, small independent service providers and the communities themselves. RUWASA, Local governments and the State Environmental Protection are involved in Sanitation. Health officers from the Ministry of Health also play a role.
13. When the Yobe State was created from the old Borno State in 1991, a Utility Office was created under the Governor's office and charged with the responsibility of water and electricity supply. Later the Water Corporation was carved out from the Utility Office. Following the advice of the Federal Ministry of Water Resources, the state government decided to create the State Ministry of Water Resources from the then Yobe State Water Corporation. The Corporation was then left with some staff to manage the existing water supply while the Ministry was charged with all the rest of activities in water resources development especially in planning and implementation of water supply capital projects.
14. There are three state laws/edicts relating to Water Supply and Sanitation in Yobe State. These are the Yobe State Water Board (Corporation) Law, The Yobe State Rural Water Supply and Sanitation Law, and the Yobe State Environmental Protection Agency Law. The agency was first established as a Board and later the name was changed to a Corporation. Yobe State Water Corporation was established by the Yobe State Edict No.1 of 1997 as a corporate body with perpetual succession and a common seal and which shall have power to sue and be sued in its corporate name. Before then, it existed as Water Board from 1992 to 1996.
15. Local Governments play the role of service providers for rural water supply as well as supporting the Water Agencies by way of providing them with funds to purchase fuel to run their power generating plants. Some even undertake the services of the water supply plants and equipment. In addition the LGAs deliver rural water supply mainly through open wells although they also provide hand-pump boreholes.

16. The Chad Basin Development Authority (CBDA) is an agency of the Federal Ministry of Water Resources responsible for the management of the Chad basin. The Federal Ministry of Water Resources implements rural and Small Towns water supply through this agency.
17. Private water vendors also play a major role conveying water from the water Corporation public taps, public and private boreholes, wells and even from rivers and dam reservoirs to the consumers. They sell water at 5 to 7 times the rate charged by the Water Corporation. There has been an increase in the activities of water vendors in the State especially in the urban areas.
18. Since the creation of the State, a number of external support agencies have been involved in supporting the service delivery agencies either in directly improving the services or in building the capacity of the agencies to improve the effectiveness and efficiency of their service delivery. At the moment, the major ESAs are the EU (with WSSRP) and UNICEF in rural water supply and sanitation. IFAD has also been assisting communities in the establishment of water schemes through the Community Based Poverty Reduction Programme.

Justification for the Policy

19. In spite of all that has been done in the sector over 50% of the population still do not have access to safe water and basic sanitation. The people of Yobe State are far from being satisfied with the performance of the water and sanitation agencies. Several reasons have been advanced for the unimpressive performance of the agencies. These included
 - a) Inadequate and erratic power supply
 - b) Weak coordination among sector agencies
 - c) Inadequate water and sanitation infrastructure
 - d) Non-expansion of existing water and sanitation facilities
 - e) Low recovery of economic investment due to low revenue generation
 - f) Poor management
 - g) Political interference
 - h) Inadequate refuse disposal facilities
 - i) Lack of enforcement of sanitation laws
 - j) Poor service delivery
 - k) High level of illiteracy and ignorance
 - l) Pollution of water sources
 - m) Inadequate manpower
 - n) Low awareness of sanitation
 - o) Poor integration of water and sanitation services
 - p) Poor private sector participation
 - q) Inadequate involvement of communities in planning and implementation

- r) Poor operation and maintenance of water and sanitation facilities
 - s) Poor planning
 - t) Low political will and commitment to water and sanitation
 - u) Inappropriate technology
 - v) Absence of legal framework for regulating water and sanitation services
20. These problems are systemic in nature and they reflect the serious need for a change in the water and sanitation sector. Water and Sanitation policy development provides the framework for stakeholders to reflect and articulate the way forward for improved water and sanitation services delivery in Yobe State within the context of the national water and sanitation policy.
21. Yobe State water and sanitation policy is based on many of the principles that form part of international conventions. These include:
- a) Water is a finite and vulnerable resource, thus requiring an integrated approach to its management.
 - b) Delivery of water services should be bottom-up and demand-driven as opposed to the present top-down and supply driven arrangement.
 - c) Water development and management should be based on participatory approach involving users, planners, and policy makers at all levels.
 - d) Women play a central role in the provision, management and safeguarding of water, which should be reflected in effective participation at all levels.
 - e) Attention must be paid to effective operation and maintenance to ensure sustainability.
 - f) Emphasis should be placed on policy development, institutional reform, capacity building, and creation of an enabling legal environment.
 - g) Water and land resources must be managed at the lowest appropriate levels.

Policy Goal

22. The goal of Yobe State Water and Sanitation Policy is to make adequate safe water and basic sanitation available to the people at an affordable cost in a sustainable manner.

Policy Objectives

23. The objectives of the policy are stated below:
- To improve service coverage and service levels in urban, small towns and rural areas
 - To enhance service reliability and technical competence of water and sanitation agencies and other service providers
 - To improve the efficiency of capital investment and financial sustainability
 - To implement reform of sector agencies

- To improve the capacity of communities to own and manage water and sanitation facilities
- To enhance the protection of the environment
- To enhance hygiene behaviour and promote health awareness and understanding

Policy Targets

24. The policy supports access to safe water and basic sanitation for every household in the State by 2023 regardless of where they are located. Safe water supply coverage targets are stated below:

Water Supply Coverage Targets

Settlement	Targets for safe Water Supply coverage			
	2008	2013	2018	2023
Urban	30%	55%	80%	100%
Small Towns	30%	55%	80%	100%
Rural	23%	45%	65%	100%

25. The policy aims at extending sanitation and hygiene coverage to 100% of the population in urban, small towns or rural areas by 2018.

Sanitation Coverage Targets

Settlement	Targets for sanitation coverage					
	2008	2010	2012	2014	2016	2018
Urban	40%	52%	62%	72%	82%	100%
Small Towns	40%	52%	62%	72%	82%	100%
Rural	40%	52%	62%	72%	82%	100%

Water Supply and Sanitation Level Targets

26. In line with the national policy, water supply service level for the rural areas shall be 30 litres per capita per day within 250metres in the community serving about 250-500 people per water point. For small towns the minimum supply standard shall be 60 litres per capita per day with reticulation and limited or full house connections as determined by the government and the beneficiaries while 90 litres per capita per day is the minimum supply standard for urban areas. It is expected that the water supply service level targets shall be achieved for 100% of the population by 2023.

27. By the year 2018, each household is expected to have access to safe sanitation facility depending on the population profile as indicated below:

Population Profile	Safe sanitary facility
Rural (5000 people and below)	Different technology options – At least traditional pit latrines
Small Towns (between 5000 and 20,000 people)	Different technology options – At least improved latrines with sanplat and ventilation pipes
Urban (Above 20,000)	Different technology options – At least VIP latrines or pour-flush toilets
Institutions and public places	VIP latrines or pour-flush with hand washing, urinals and bath facilities

Policy Guidelines

Water and Sanitation Governance and Political Will

28. Care must be taken to ensure that water and sanitation decision making processes are transparent and do not sideline or hinder people from expressing their views. On the other hand increased and sustained political will is needed at the three tiers of government to generate commitment and interest in improved water and sanitation services delivery in the State.

Integrated Water Resources Management approach

29. Several line ministries, departments, civil society organizations and private operators are involved directly or indirectly in the delivery of water and sanitation services. The Integrated Water Resources Management approach brings together decision makers and other stakeholders across the sectors that impact water resources to set policy and make sound and balanced decisions in order to maximize the resultant economic and social welfare in an equitable manner without compromising the sustainability of the ecosystem.

Sector reform

30. Improvement in water and sanitation is underpinned by the need for the government to gradually discontinue the role of delivering services directly and to concentrate on planning, facilitating, coordinating and monitoring the implementation of water and sanitation interventions. The state government will be more concerned with creating enabling environment for civil society and private sector participation.

Choice of technology

31. Choice of technology will be influenced by the ability and willingness of community to pay while getting the highest level of services as much as possible. Technical assistance will be given to communities to enhance their ability to make informed decisions about costs, services level, **operation and maintenance requirements and the appropriate location for water and sanitation infrastructure.**

Community empowerment and demand responsiveness

32. Community associations will be given access to relevant information to enhance their participation in stakeholder dialogue as well as planning and management of infrastructure. This will foster transparency, sustainability and ownership of water infrastructure. In this regard, all programmes targeted at communities in small towns and rural areas will have a capacity building component for community associations. The State government through the relevant line ministries will facilitate and coordinate the process while NGOs and local government will take responsibility for enhancing the capacity of communities to undertake management and operation and maintenance of facilities.

Private sector participation

33. To enhance private sector participation in water and sanitation services delivery the aspects of work to be outsourced to the operators will be defined likewise the regulatory framework for their engagement. In addition an enabling legislation for private sector participation with clearly defined benchmark for performance evaluation will be put in place. Guidelines for private sector participation will include mechanisms for protecting the interests of the consumers.

Cost Sharing arrangements

34. A common understanding of the cost sharing arrangements among stakeholders is important for its institutionalization. This will facilitate full participation of communities in planning, implementation and monitoring of water and sanitation projects. In addition, implementation of cost sharing arrangements will enhance ownership and management of facilities, as well as operation and maintenance.

CSO participation

35. Many CSOs are strong in technical and community development skills which are necessary for the implementation of water and sanitation interventions. In this regard, guidelines for their involvement in the sector will be developed and the enabling environment for their participation will be put it place.

Policy Strategies

Improving service coverage and service levels in the state

36. The strategies for improving service coverage and service levels in the state will include
- a) baseline survey of current water and sanitation facilities to determine number of such facilities, distribution and functionality with a view to paying more attention to areas that are not served at all and underserved areas.
 - b) rehabilitation of facilities that are not operational and the implementation of operation and maintenance arrangement to ensure sustainability;
 - c) construction of new facilities in line with policy targets;
 - d) development of sector master plan;
 - e) review and strengthening of operation and maintenance arrangements
 - f) monitoring and evaluation of extent of coverage
 - g) preparation of annual reports and dissemination among stakeholders.

Increasing capacity of communities to own and manage water and sanitation facilities

37. Strategies for increasing the capacity of communities to own and manage water and sanitation facilities include
- a) raising awareness of the state water and sanitation policy in communities;
 - b) enlightenment of communities about cost sharing arrangements
 - c) formation of WCAs and WASHCOMS in urban, small towns and rural areas;
 - d) capacity building of WCAs and WASHCOMS;
 - e) provision of relevant information on technology options;
 - f) participation of communities in planning, implementation and O&M
 - g) partnership development;
 - h) provision of supply chain for maintenance of facilities;
 - i) encouragement of women participation
 - j) monitoring and evaluation .

Enhancing service reliability and technical competence of water and sanitation sector agencies and private operator

38. Strategies for enhancing service reliability and technical competence of water and sanitation sector agencies and private operators will include:
- a) raising awareness of state water and sanitation policy in the state
 - b) institutional assessment of sector agencies
 - c) implementation of reform of sector agencies
 - d) human resource development plan
 - e) review and strengthening of arrangement for energy supply
 - f) review and strengthening O&M arrangement

- g) development of guidelines for private sector participation
- h) integration of water supply and sanitation at all levels
- i) raising awareness of sanitation and personal hygiene
- j) monitoring of implementation of reform
- k) development of database for the sector
- l) preparation of annual reports and dissemination to a wider audience
- m) presentation of annual reports at stakeholders' forum for feedback.

Improving the efficiency of capital investment and financial sustainability

39. Strategies for improving efficiency of capital investment and financial sustainability in the sector will include
- a) promotion of community participation in decision making process and management of water facilities
 - b) development of guidelines for community ownership of water and sanitation facilities;
 - c) encouraging ownership of water and sanitation facilities by communities;
 - d) development of guidelines for private sector participation;
 - e) raising awareness of private sector participation in the sector
 - f) development of capital investment plan;
 - g) raising awareness of cost sharing arrangement and
 - h) monitoring of financing agreements.

Enhancing the protection of environment

40. Raising of awareness of WATSAN policy; baseline survey of existing facilities; rehabilitation of facilities that are not operational; sourcing of new facilities; private sector participation; gender mainstreaming; establishment and promotion of environmental health clubs in schools; enforcement of environmental protection laws and adoption of integrated water resources management are some of the strategies for enhancing the protection of the environment.

Enhancing hygiene behaviour and promoting health awareness and understanding

41. Strategies for enhancing hygiene behaviour and promoting health awareness and understanding will include enlightenment campaigns; establishment of health hygiene clubs and associations; jingles for promoting hygiene; raising of awareness of hand washing; capacity building of health personnel; private sector participation' promotion of hygiene and health in curricula of primary, secondary and tertiary schools; setting up of sanitary task groups; implementation of International Year of Sanitation; promotion of legislation to enhance hygiene behaviour and review and strengthening of waste disposal arrangement.

Implementation of reform of water sector agencies and other private operators

42. Strategies for implementing sector reform will include raising awareness of state water and sanitation policy, raising awareness of sector reform agenda; developing a common understanding of sector reform agenda; setting up of sector reform task group; establishment of state regulatory commission and monitoring of implementation of sector reform agenda.

Major Components of the Policy

Urban and Small Towns Water Supply

43. The initial capital cost of investment in urban and Small Towns water supply shall be the responsibility of Yobe State Government. The technology for the provision of urban and small towns' water supply scheme shall be the use of surface and underground water sources, depending on the size/population of the community and the appropriateness of the technology. Water supply shall be based on a piped system and distributed to end users either directly in their premises or through public standpipes. The communities in Small Towns will engage with the Small Towns agency through the Water Consumer Associations (WCAs) formed by them or with support from NGOs. The WCAs will be actively involved in decision-making, particularly with regard to tariff setting and collection of user fees or charges.
44. In line with national policy framework, existing and new assets constructed in small towns will be transferred to the community and the people will become legal owners of the schemes, after signing a Memorandum of Understanding that transfers the assets to the community, with the appropriate Government Ministry or Agency. Private Service providers shall be contracted to provide technical support to the communities in the areas of production, distribution and sale of water, billing and collection of charges, routine preventive maintenance and timely supply of spare parts.
45. In addition the following steps shall be taken to ensure improved service delivery in urban and Small Towns water supply system:
 - a. Upgrading and rehabilitation of urban water supply schemes through increased budgetary allocation.
 - b. Baseline survey of existing urban and small town water schemes to assess their present state with a particular focus on unearthing causes for their failure and to develop a strategy for their rehabilitation and/or upgrading as well as designing mechanisms that will ensure their sustainability.
 - c. Assess the needs of small towns that need new facilities and putting in mechanisms that ensure effective participation of the community

members in the choice of technology, design, implementation and management of the new schemes.

- d. Conduct a feasibility study with respect to willingness and ability to pay, survey for the installation and maintenance of the facilities in each of the beneficiary communities.
- e. Pre-test the new service delivery arrangement by developing a pilot programme around communities where rehabilitation work has been completed and where communities have been provided with new schemes. This will generate experience and lessons for statewide implementation.
- f. Development of regulation and the enforcement of its compliance against dumping of wastes and sewage in water sources.
- g. Installation of meters in phases for both domestic and commercial users to enhance billing and tariff collection arrangements.
- h. Private sector participation in urban water supply for meter reading, billing and other activities through award of contracts to reduce the burden of the State Water Cooperation.
- i. Adoption of suitable tariff regime that takes into consideration the need for gradual cost recovery to ensure sustainability.
- j. Development of guidelines for the provision of water that ensures minimum approved water quality standards are strictly adhered to by both Government and other service providers.
- k. Carry out an assessment of the institutional capacity of the agencies responsible and develop a plan for improving their responsiveness in the delivery of urban small town water supply schemes.
- l. Develop a comprehensive monitoring and evaluation arrangement that will help in the assessment of performance of sector institutions as well as the effectiveness with which services are delivered. In addition, the monitoring and evaluation system is expected to improve institutional learning.
- m. Introduce the necessary legislation for periodic amendment of water rates and tariff structures which would enable the full coverage of O&M expenditures, based, as far as possible, on volumetric metering of supplies, while motivating users to economize in the use of water, and catering for the weaker sections of the population.

Rural Water Supply

46. Rural water supply shall be managed by the State government through a cost sharing formula between the State, Local Government and communities (as enunciated in paragraph 68) to enhance sustainability.

Technology

47. Technological choice will reflect community preferences but will be geared towards giving the community the highest service level, taking into consideration the community's ability and willingness to pay. Technical assistance will be provided so communities can make informed decisions

- about the costs, service level and operation, maintenance requirements, and the appropriate location for the facility.
48. To facilitate easy coordination and compliance, guidelines on the use of the various technologies will be developed. The guidelines will include steps to be taken such as site selection, methods of construction, technical specifications and other elements. These guidelines are essential in ensuring that the required service level is delivered to the people.
 49. Where appropriate water points (properly designed hand dug wells and boreholes) may be fitted with a hand pump that conforms to the concept of village level operation and maintenance (VLOM) and communities trained on the operation and maintenance of the pump.
 50. Community empowerment and participation in the management of services, is critical to the sustainability of the infrastructure (physical facilities) to be provided. This will be the focus for service delivery as it promotes the concept of ownership and make communities take full responsibility for sustaining the water systems. In this vein, all programmes targeted at rural communities shall have a comprehensive training and capacity building component for community level institutions. Public institutions will facilitate and coordinate the process while Local Government personnel and NGOs/CBOs will take responsibility for enhancing the capacity of communities in the management of the facilities.
 51. Communities are expected to establish appropriate institutional structures that will be responsible for the day to day management of the facilities. Deliberate efforts will be made to ensure women are adequately represented in the community structures. The community structures will among others be responsible for monitoring pump use, promoting hygiene education, pump maintenance, and collection of user fees.
 52. Communities are to be directly responsible for operation and maintenance of appropriate water services infrastructure. Sophisticated equipment or equipment serving more than one community is to come under the responsibility of the zonal engineer. Communities will be assisted in developing plans for effective long-term O&M of infrastructure. Necessary training and support is to be provided by the private sector actors, NGOs, and/or the Rural Water Supply and Sanitation Agency.

Sanitation

53. The focus of the government is to be on protecting public health, creating demand for sanitation services, facilitating and enhancing partnership among the private sector, NGOs, community based organisations, local authorities, and households, and also removing obstacles in the path of

achieving improved sanitation. To this end, the Community-Led Total Sanitation approach will be adopted, particularly in rural and semi-urban areas. This approach concentrates on empowering local people to analyse the extent and risk of environmental pollution caused by open defecation, and to construct toilets without any external subsidies. Sanitation programmes are to be based on generating demand, with all of its implications for education and participation, rather than providing free or subsidised infrastructure. The choice of technology employed shall be such that will be suitable for the protection of the quality of both surface and underground water.

54. In urban communities, consideration is to be given to the costs of alternative water sources or sewage treatment activities versus alternative methods of sanitation provision, in order to determine the most feasible options. Due to the settlement nature of the urban communities, there will be a mix of technologies.
55. In rural areas, there will be a move away from conventional waterborne sanitation, as these technologies are in most cases not a realistic, viable and/or economically achievable option. Instead, the State Government will promote Community Led Total Sanitation and other options including Ventilated Improved Pit latrine (VIP), as it provides an appropriate and adequate basic level of sanitation services in rural communities. Adequate basic sanitation may be regarded as one well-constructed VIP latrine (in various forms, to agreed standards) per household. Cognisance will be taken of different needs, preferences, and behaviour of children, women, and men in the design of the VIP latrines.
56. Responsibility for facilitating the implementation and management of sanitation services lies with the local authority. Second tier agencies such as the private sector and NGOs will provide services in support of the local government initiatives. The participation of such agencies will be aimed at ensuring that the local capacity to provide adequate services is always available.
57. To ensure that each household maintains basic sanitation, strategies will focus on use of participatory approaches for social mobilization, promotion through schools and children and social marketing approaches, so that households and individuals appreciate the need for improved sanitation and to construct VIP latrines.
58. Most vulnerable communities and groups and the underserved would be identified through vulnerability assessments and prioritized for delivery of sanitation services as part of the effort to increase coverage. The assessment will also help to create an understanding of preferences for different options, designs and affordability of the preferred options by

communities. Participatory techniques will be employed in the assessment.

Hygiene Education

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

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

61. The key steps for achieving these include:
 - a) Promoting health awareness and understanding which, in turn, will lead to environmental and behaviour improvements.
 - b) Providing support that will enable people to overcome constraints to change.
 - c) Involving all members of the communities – young and old, female and male, higher and lower status – using participatory processes.
 - d) Assessing community knowledge base; investigating their own environmental situation, visualizing a future scenario with them, analyzing constraints to change, planning for change and finally implementing change.
 - e) Work with other sector agencies such as Ministries of Education and Health and NGOs in the design and delivery of hygiene and health education services.
 - f) Promoting the use of child-child approaches to hygiene and health education.
 - g) Building the capacity of community institutions, particularly women groups, to lead the process of change at community level.
 - h) Develop and implement a monitoring and evaluation system that enables communities to measure progress overtime.
 - i) Documentation of approaches used and dissemination of experiences gained, lessons learnt as part of the effort to contributing to evolving a more sustainable approach to behaviour change.

Critical issues for policy interventions

Separation of functions among sector agencies and ministries

62. The policy recognises the need to define clearly the functions of the supervising line ministries and sector agencies. This will eliminate or minimize overlapping of functions and enhance services delivery. Three major functions are critical for effective and efficient water and sanitation sector. These are service delivery, service regulation and service supervision. It is important that these functions are implemented by separate institutions or agencies. The relevant line ministries shall not be involved in service delivery but will concentrate on service supervision and coordination in the sector while service delivery will be the sole responsibility of the sector agencies. Service regulation will be implemented by an independent body. With respect to water supply, the policy identifies three socio-economic population profiles in line with the national policy. These are urban, small towns and rural water supply. In this regard Small Town Water Supply and Sanitation Agency shall be established to provide water and sanitation services in small towns across the state. This is contrary to the present arrangement where the State Water Board is saddled with the responsibility of providing water in both urban areas and small towns.

Autonomy of water and sanitation agencies

63. The sector agencies require some degree of autonomy to deliver better services and to be more responsive to the need of their customers especially if they are going to operate on the basis of business principles. However, autonomy of sector agencies shall be seen as a means to an end rather than as an end by itself. Autonomy shall be tied to delivery of policy targets, cost recovery, overall sustainable improvement in service delivery and robust capital investment strategy.

Sector Coordination

64. The three tiers of government share responsibility of providing safe water and basic sanitary facilities. Consequently several line ministries and departments are involved directly or indirectly in the sector and weak coordination of activities has been a major challenge. In this regard the policy recommends that a Steering Committee on water and sanitation shall be constituted to take responsibility for coordination of activities across line ministries and sector agencies in the state. The Steering Committee will have members from relevant federal, state and local government as well as civil society, private sector and external support agencies. The Yobe State Ministry of water resources shall be responsible for coordinating the activities of the Steering Committee and providing secretariat support.

Yobe State Water Supply Regulatory Commission

65. The policy stresses the need for the establishment of Yobe State Water Supply Regulatory Commission. The commission shall operate as an independent body with the responsibility of settling disputes that may arise between the consumers and water supply agencies over water tariff as well as approving water tariffs. Other issues to be regulated will include water quality, technical standards and abstraction of underground water. Membership of the commission shall be drawn from the water sector, civil society organizations and private sector.

Review of existing laws in the sector

66. In view of the emerging sector reform agenda there is a need to review existing laws and harmonise them with policy focus. Necessary laws shall be enacted to support the establishment of the State Small Towns Water Supply Agency and the State Water Supply Regulatory Commission. In addition the policy shall be reviewed every three years

Monitoring and evaluation arrangement

67. The policy recognizes a framework for monitoring and evaluation that encompasses monitoring of water supply and sanitation coverage and evaluation of service delivery. The M&E division or unit in the ministry of water resources shall be empowered to develop formats for monitoring. put in place data collection system and undertake systematic M&E work. The State shall maintain a monitoring network for urban, Small Towns and rural water supply and sanitation systems. Community participation in M&E shall be promoted. The State shall maintain a water supply and sanitation database based on the national framework for monitoring and evaluation.

Cost sharing arrangements for capital investment and O&M

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

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

Cost recovery arrangement

69. Cost recovery for operation and investment is an important determinant of financial sustainability of the sector especially for urban water supply system. In this connection, the State Water Corporation shall determine its present level of cost recovery and work towards an acceptable level of cost recovery over a certain period of time. Cost recovery shall cover operation and maintenance cost and replacement of parts. As regards Small Towns and Rural Water Supply Systems, the communities shall take responsibility for cost arrangements with support from relevant agencies. The cost recovery mechanism may vary from one community to another.

Pro-poor consideration

70. The policy supports access to water and basic sanitation for every person in the state regardless of their social or economic status. In this regard, it advocates for special provision to be made for the poor and vulnerable members of the community who may not be able to pay for water and sanitation services. The state shall adopt necessary pro-poor mechanisms such as subsidy and differential tariff structure in favour of the poor,

Gender consideration

71. In order to entrench gender sensitivity in the State policy on water and sanitation, formation of water consumers association (WCA) in small towns and water sanitation and hygiene education (WASHCOM) in rural areas will have at least 20-30% representation of women as one of the criteria. The policy affirms the inclusion of gender sensitization training in the capacity building plan of sector personnel. In addition where possible, women shall be trained in male dominated vocation such as sani-centre operations, pump and water system management, drilling and maintenance of water and sanitation facilities

Re-structuring of the State Ministry of Water Resources

72. The State Ministry of Water Resources has a vital role to play in the reform agenda of the sector. In this regard the ministry shall be re-structured for it to play this role more effectively. It shall divest itself of the role of service delivery or implementing water projects and focus more on planning, research and development, coordinating, monitoring and supervision.

Water Quality

73. Water quality is an important issue for safeguarding the health of the people of Yobe State. In view of this all water supply systems in the State shall meet or exceeds safe water standards as prescribed by the Water Regulatory Commission. This entails setting a standard for compliance and enforcing the standard. The commission shall liaise with the ministry of health with respect to setting and certification of water quality standard.

Compliance will be achieved through regular monitoring of supplies and closing down of facilities that fail to meet the standards. The Water Regulatory Commission shall determine the frequency of water quality testing and designate the centres where testing will be done. Quality of water shall be monitored on a regular basis in accordance with the procedure developed by the commission. Yobe State shall adopt the National Standard for Drinking Water Quality in Nigeria. The policy recognizes the need to protect water resources in the State from contamination due to effluent discharge and pesticide abuse. Appropriate guidelines shall be developed and compliance enforced by the relevant agency.

LGA Water and Sanitation Department

74. The present Water and Sanitation unit at the LGA shall be upgraded to a department. Each LGA in rural area shall have a desk officer on water and sanitation from RUWASSA to enhance coordination and integration of activities in rural areas.

Integration of urban water and sanitation services

75. In rural and Small Towns one agency is responsible for water and sanitation services but in urban areas the State Water Board, a parastatal of the Ministry of Water Resources, is in charge of water supply while the State Environmental Protection Agency which is under the supervision of the Ministry of Environment, is handling sanitation services. There is a need to bring urban water supply and sanitation under one agency to enhance integration. In this regard the two agencies shall meet to work out an arrangement for the integration water supply and sanitation in urban areas.

Annual Report and Stakeholders' forum

76. To encourage citizens' participation in water and sanitation governance in the State the agencies involved in service delivery shall prepare annual reports detailing work planned, level of progress made, revenue generation profile and achievements. In addition stakeholders' forum shall be organized annually to facilitate dissemination of information on the activities of the agencies and to elicit comments from stakeholders in the sector.

Responsibilities of stakeholders in water and sanitation sector

Community

77. Community members are the end users of water and sanitation services. They shall be provided with relevant information required for them to make informed decisions about the kind of services they need. Community participation is an important aspect of sustainability of water supply and sanitation interventions in both rural areas and small towns. In this respect

community shall contribute 5% to the cost of capital investment in either rural water supply and sanitation or small towns water supply and sanitation. As regards operation and maintenance the contribution of community shall be 70% for rural water supply and sanitation and 100% for small town water supply and sanitation. The decisions made by the community on water supply and sanitation will be implemented through a committee appointed by the people. The committee shall be called Water, Sanitation and Hygiene Committee (WASHCOM) for rural water supply system and Water Consumers Association (WCA) for Small Towns water supply system. This is an important strategy to integrate water supply and sanitation at the community level.

Water Consumer Association (WCA)

78. Water Consumer Associations are Small Town organizations set up by communities to run and maintain supply and sanitation in small towns. They shall be involved in setting and collection of tariff, own the scheme and assets, prepare annual budgets for small town water and sanitation, and make recommendations for policy review.

Water Sanitation and Hygiene Committee (WASHCOM)

79. The committee is constituted by the communities in rural areas and small towns to implement decisions made at the community level on water supply and sanitation. Members of the committee shall include women, youth members and men. The responsibilities of the committee will include the following:
- a) Linking up with the local government personnel with respect to finance of water supply and sanitation schemes in rural areas
 - b) Planning of water supply and sanitation interventions
 - c) Selection of service provider
 - d) Supervision of water supply and sanitation schemes
 - e) Management of water supply and sanitation interventions
 - f) Facilitation of financing arrangement in the community for operation and maintenance costs
 - g) Setting and collection of tariff
 - h) Community basic hygiene education and sensitization activities
 - i) Feedback to community on a regular basis

Non-Governmental Organisation (NGO)

80. NGOs shall support the capacity building of WASHCOM in organization development and advocacy. Other functions include mobilization of enlightenment campaign on the effective use water and hygiene education, facilitating the implementation of schemes in rural areas and small towns, advocacy campaigns in support of increased government commitment to water and sanitation, facilitating access of community people to relevant information on water and sanitation activities,

monitoring and evaluation of water and sanitation activities, and facilitation of regular meetings between State Water Agencies and communities.

Water Service Providers

81. Water supply service providers will include companies and local artisans that are involved in drilling boreholes and maintenance and repairs of facilities. These will be contracted by the WASHCOM to carry out specific activities in the communities under the supervision of relevant LGA personnel.

Local Government Authority

82. The LGA will provide technical support to the WASHCOM through the WASH department in the areas of selection of service provider and supervision of services provided. In addition it will monitor water supply and sanitation projects within its area of coverage. The LGA will be responsible for providing WASHCOM with information and advice on all aspects of water supply and sanitation. This is line with the principle of decentralization and management at the lowest appropriate level in the national policy on water and sanitation. The LGA is also responsible for financing water supply and sanitation initiatives in rural areas, small towns and urban areas. In terms of capital investment LGA will contribute 20% in rural areas, 15% in small towns and 10% in urban areas. The contribution of LGA to operation and maintenance cost is 20% in rural areas. The LGA will liaise with the State Government concerning counterpart funding of water supply projects.

Yobe State Water Corporation

83. The functions of the state water board include supply of water in urban areas and maintenance of facilities, rehabilitation of existing facilities and construction of new ones in line with coverage targets, monitoring and evaluation of water services delivery with a view to achieving policy targets and quality control, keeping of inventory of all boreholes and drilling activities in the state and preparation of state water master plan and coordination of its implementation, .

Yobe State Small Towns Water Supply and Sanitation Agency

84. This shall be established to provide water and sanitation services in small towns across the state. It shall also be responsible for supervision, monitoring and coordination of all activities on water and sanitation in the state.

Yobe State Rural Water Supply and Sanitation Agency

85. The responsibilities of the agency include keeping of inventory of all boreholes and drilling activities in the rural areas, preparation of rural water master plan and coordination of its implementation, community training and mobilization and sensitization of communities for participation

in WASH programme. Other functions include regular M&E on WASH programme, development of database on rural water supply and WASH, capacity building of LGAs, WASH units and communities, implementation of WASH programmes sponsored by external support agencies and facilitation of provision of services to LGAs and communities.

State Water Regulatory Commission

86. This body shall take responsibility for the approval of tariff charges in small towns and urban sub-sectors and also settle disputes that may arise among water service providers and consumers in connection with tariff determination

State Ministry of Water Resources (SMWR)

87. Yobe State Ministry of Water Resources through the relevant departments will monitor all activities on water supply across the state and maintain inventory of all schemes. It shall be responsible for the development of water sector master plans and management of state-wide information base. In addition the SMWR shall work with federal, local government, external support agencies and NGOs on matter relating to water and sanitation in the State. It shall support the activities of the State Steering Committee on water and sanitation. The ministry shall not be engaged in the implementation of water projects.

Federal Ministry of Water Resources

88. The Federal Government through the Federal Ministry of Water Resources shall be responsible for construction of new water schemes, rehabilitation of existing ones and facilitation of power supply for water schemes. It shall provide access to donor funding and embark on planning and development of national programmes. In addition the FMWR will maintain national water standards and data on water resources.

External Support Agencies

89. The external support agencies will provide guidance on planning, policy implementation and review of policy targets. Other roles include research and development, capacity building, resource mobilization, advocacy and monitoring and evaluation

Conclusion

90. Drafting of water and sanitation policy is only a first step in the process of achieving water and sanitation services delivery targets. The policy will be supported with necessary legislation to facilitate implementation and subsequent achievement of policy targets. This may be done through enactment of necessary amendments and additions to existing laws and regulations.
91. Prior to policy implementation there is a critical need for baseline survey to determine or validate the present water and sanitation coverage in the State. The survey will cover an audit of water and sanitation infrastructure including the condition of each infrastructure in terms of its functionality. This will provide the basis for determining the infrastructure required for achieving water and sanitation coverage targets on an annual basis.
92. An assessment of the capacity of the institutions responsible for sector activities is necessary to determine the strengths and weaknesses of each institution and to develop a comprehensive organisation development plan that keeps in focus the policy thrust. The policy will benefit from a State-wide enlightenment campaigns to empower the public to demand water and sanitation services delivery in line with coverage targets each year.
93. The way ahead for implementing the policy involves a number of steps some of which can be carried out at the same time. These steps include:
 - a) Establishment of wide political support for the policy that eventually leads to ratification.
 - b) Wider consultation amongst stakeholders at all levels with the aim of removing gaps and weaknesses.
 - c) The operation of a carefully-targeted awareness with the aim of obtaining popular support for the new policy.
 - d) Use of the policy to leverage funds from Federal Government and donor agencies.
 - e) Pilot-test the concepts and mechanisms proposed in the policy as part of a learning process for the institutions to be involved in policy implementation, monitoring and evaluation.
 - f) Development of detailed capacity building and change management plans including staff motivation
 - g) Periodic review of the policy to keep the sector abreast of relevant national and international developments