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THE FUTURE OF WATER, SANITATION AND HYGIENE:
INNOVATION, ADAPTATION AND ENGAGEMENT IN A CHANGING WORLD

**Review of PfWS technical support to Anambra State Water
Supply & Sanitation Sector Reform Programme in Nigeria**

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BRIEFING PAPER 1159

Since 2007 PfWS have supported Anambra's Water and Sanitation Sector Reform Programme, and reports from the six visits have made assessments and recommendations covering: institutional roles in the sector; the capacity of state institutions; and the development of a restructuring plan. This review looked into previous technical support to the State, by evaluating the effectiveness, and use of recommendations in the reform activities, and to identify opportunities for the next steps for technical support and advice in knowledge management at an introductory level with guidance on how it could be implemented. The evaluation was based on discussions with all the major stakeholders and on ground observations during the visit. Findings clearly shows a gradual shift from a centralised government supply oriented delivery, to a consumer demand led framework based on regulation, service delivery focused on the independence, effectiveness of service providers and sustainability.

Background

Partners for Water and Sanitation (PfWS) work with developing countries in Africa providing knowledge and expertise to help governments supply clean water and sanitation to their people. An innovative not-for-profit initiative, the PfWS partnership has members from three sectors of the UK water industry: government; private enterprises and Non-Governmental Organisations (NGOs). The emphasis is for on-the-ground partner involvement in knowledge transfer to help provide capacity building and ensure the sustainability of projects by creating an environment where lessons learned are shared and used again throughout the sector. The EU and the Federal Government of Nigeria agreed in December 2004 to support the implementation of the Water Supply and Sanitation Sector Reform Programme (WSSSRP) in Nigeria. The reform objective is to increase access to safe, adequate and sustainable water and sanitation services in six focal states: Anambra, Cross River, Jigawa, Kano, Osun and Yobe. Each state programme has been split into three sub-sectors namely Urban, Small Towns and Rural areas. From surveys undertaken by consultants in 2005, only 7.2% of Anambran citizens are supplied with water from the state. In response to requests from the State Technical Unit (STU) of the reform programme, PfWS have undertaken six visits to Anambra to deliver technical support in the form of training workshops, technical advice, and recommendations on reform proposals. These visits have supported projects by the State technical Unit (STU) that are improving the capacity of organisations and stakeholders to deliver: efficient; effective; and sustainable water and sanitation services.

Objective

The main objective is to evaluate the effectiveness (relevance, value), and use (outputs, sustainability) of recommendations in current reform activities, and to identify opportunities for the next steps for technical support in the sector and advice in knowledge management at an introductory level with guidance on how it could be implemented by the reform team.

Methodology

Review methodology includes focused group discussions, consultative meetings on the PfWS technical support inputs and their outcomes, desk reviews of documental evidence, reports, visit to communities, project site and workshop presentation on knowledge management.

Impact of PfWS technical support to Anambra state WASH sector reform

In 2007 at the beginning of the reform programme in Anambra state, the first two PfWS reports proposed a roadmap for the creation of policy, legislation, and regulation. It stated that a policy was needed to clarify the institutional framework and capacity building requirements, by stating objectives and prescribing the actions needed to achieve desired outcomes including targets for increasing coverage of water and sanitation, standards of water supply and levels of service, Ownership (including the role of communities). The role and structure of government and parastatals, cost recovery mechanisms including tariff setting, funding contributions and the provision of supplies to poorer sections of the community. The nature and form of service providers including the role of the private sector, the role of NGOs, and mechanisms for consumer/women's involvement, monitoring, evaluation and regulatory mechanisms, Financial and business planning, sanitation and environmental protection, training, capacity building and capacity re-deployment. These also covered the methods for developing the policy document by proposing involvement of all stakeholders to foster a sense of ownership, Inclusion of a mapping exercise to examine the co-ordination of different bodies, documentation of requirements at a high level with clear and precise objectives and the incorporation of statements on how the implementation of policy statements would be developed.

Development of policy document and development of implementation strategy

The recommendation to create state policy has been achieved, as we were provided with a copy of the policy document* that had recently been completed. As PfWS proposed, the document lists institutional roles and responsibilities in the sector, and its completion is an important landmark in the reform programme's objectives. The content generally reflects the PfWS recommendations, and it was evident from conversations with stakeholders that they had been fully involved in developing the document from an initial draft to its current form. There was general agreement to the contents of the policy, with the notable exception on the future role of Anambra State Water Corporation (ASWC). Some areas of policy need to be expanded on, and for the next stage of the reform process, it is important that the ministry plays an active role in drafting implementation strategies and producing legislature that define how the policy objectives that have been created will be met. In some important areas of the policy, document only contains brief statements. It will be necessary for strategies to be developed for all the policy statements, but it is recommended that priority is given to sanitation & hygiene and system design & construction standards. The content of strategy does not need to be long and unwieldy but must include scope of strategy/reference to relevant policy objectives, description of the current position, definition of strategic targets and plans/programmes on how these targets will be achieved.

Establishment of the Ministry of Public Utilities, Water Resources and Community Development (MPUWRCD)

The preferred institutional framework defined in the PfWS report of Jan 08 was based on streamlining arrangements and improving operations in the sector in line with national strategy and global best practice. The framework in the PfWS recommendations included the establishment of The Ministry of Public Utilities, Water Resources and Community Development (MPUWRCD) to create executive policy and strategic objectives that can be implemented, Provide effective economic regulation through reviewing tariff structures to make sure water is affordable, Incentivisation and control of service providers to achieve greater accessibility to water and Managing the approval of new infrastructure in accordance with Business Plan rules to Improved Water Service Delivery in Urban areas by reforming Anambra State Water Company (ASWC) to introduce financial viability and address the lack of accountability and political interference. Progress with these PfWS recommendations included establishment of Ministry (MPUWRCD). The newly is responsible for developing policy and strategy in the sector. Prior to the creation of this ministry there was no central agency, with most activities being reactive. The ministry has helped provide direction and focus, demonstrated political support for the reform, and will allow for the clear co-ordination and control of all activities in the water sector of the state. .

Creation of Water Consumer Associations (WCA's) for small town provision

An executive order for the formation of Water Consumer Associations (WCA's) in small towns, and 10 associations has been created as part of the programme. These WCA's are registered at State level, having a legal status incorporating a constitution. They will own and operate water supply and sewerage systems, and are an excellent example of communities taking ownership of operational services. At the time of the visit four were in the process of commissioning schemes, two had commenced construction, whilst the rest were nearing completion of procurement of contracted services. The WCA's in the state is unique in the sense that it integrate the culture of people and their social structures in the communities, which it widely acceptable across the state. Community members have a lot of confidence in the association and it seen a veritable platform for transparency as well as sustainability.

Inclusion of existing rural bodies and NGOs in rural areas

The Inclusion of the Rural Water Supply and Sanitation Agency (RUWASSA), supported by Non Government Organisations (NGOs), is a very positive step in the reform process and has resulted in the creation of a number of Water and Sanitation Committees (WASCOM's). PfWS have recommended that a combined body should be created for this function to improve the development of capacity, provide best practice, avoid duplication, and offer a single point of contact for WCA's and WASCOMs.

Strategic business planning, asset management and development plans

The PfWS reports have provided outlines for Strategic Development or Master Plan guidance/assistance in investment planning by highlighting stages to create baseline, drivers & targets, options/ scenario development funding (Capex, Opex, and Maintenance) and implementing investment plan. A template for a typical business plan was provided by PfWS, and organisations encouraged to arrange more in depth business planning sessions, and to produce a first draft of their plans. The recently completed policy document highlighted the lack of data as a critical challenge faced by the sector. A summary of the existing available data and future requirements for investment plans was included in the PfWS reports, and these made a recommendation for an overall asset plan to be developed through a data collation exercise to capture historic data, keeping all data centrally in a structured form, assigning personnel within each organisation to act as the asset data manager.

During the visit the main achievement witnessed in this area was the Local Development Plans in the five Local Government Areas (LGAs) in the state (Aguata, Anambra East, Idemli South, Nnewi North, and Ogbaru) that are part of the STU programme. These plans list existing coverage, functionality, and identify investment needs including: costs of new and replacement: boreholes, springs, and sanitation facilities; and the resources needed for community mobilisation and training of basic skills. They are good examples of what is needed for investment planning in the sector. There is also an Inventory report of urban water supply facilities in the state, which includes written descriptions, tables, and schematics of installations and contain information on asset: location (co-ordinates/ elevation); age; capacity (volume/head); condition/ functionality; fittings (valves); and materials. Although there is a need to verify this data, it is a good source of available information for identifying investment needs and solutions in urban areas.

Conclusion and recommendations

The relevance and value of recommendations by PfWS technical support to Anambra state water supply and sanitation sector reform programme to a very large extent contributed to the present road map provided for good Governance in the sector (policy, legislation and regulation), preferred institutional framework established for regulated service provision and capacity building priorities identified for institutional strengthening and change management awareness for reform programme in the state . The impact are seen in areas like Policy for Water Supply and Sanitation documented and agreed Establishment of Ministry to deal solely with water (MPWRCD) Formation of Water Consumer Associations (WCA's) for service provision in small towns Inclusion of RUWASSA in delivery for rural areas, Local Development Plans for 5 LGA's to identify Investment Planning needs and the Involvement of main stakeholders in reform processes.

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Note/s

*The views express in the paper are that of authors and not views of PfWS or Wessex water

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