

## Transparency and civil society

### Data

The quality of socio-economic data in Nigeria is poor. A household survey is being carried out to provide up to date quality statistics on the basic socio-economic conditions of the country. Tracking expenditure is also difficult and further complicated by fragmentation in the sector. It is equally difficult to track the pro-poor portion or targeted portion of the water budgets, as they are not separately identified. Efforts are ongoing to refine national accounts data using best practice methodology<sup>13</sup>.

### Civil society

The National Civil Society Network on Water and Sanitation (NEWSAN), supported by WaterAid, is laying the foundations for civil society interventions in the sector. Established in December 2003, NEWSAN resolved to adopt a constitution bringing all groups in the six geo-political zones of Nigeria under one umbrella. Its inaugural Annual General Meeting was held on March 22 2005, World Water Day. The AGM was attended by 91 CSOs.

NEWSAN is now being consulted by various donors and development agencies. The Federal Ministry of Water Resources is also in communication with the coalition. In May 2005, the World Bank consulted NEWSAN via a joint mission with WaterAid in an attempt to introduce a stakeholders component into the second National Urban Water Sector Reform Project. The NGOs identified that World Bank projects tend to fail in Nigeria; a fact which was acknowledged by the project appraisal document.

## Conclusion

Nigeria faces major challenges in reaching its water and sanitation MDGs. The unavailability of accurate data makes it impossible to accurately determine if the country is on-target or off-target in meeting the MDGs. Though more resources are being allocated to water, these are still inadequate and there is no sanitation budget. Those resources which are available are often not fully disbursed or available too late for effective use. Projects are frequently top-down without the participation needed for sustainability. Politicians fail to agree the tariff structures needed to underpin the financial autonomy of urban utilities. They also intervene in the allocation of rural projects creating inequity in access to services.

However, there are also many opportunities. The new debt deal means that more resources are available. Good policies on both water and sanitation have been produced and require coordinated implementation. There is an increasingly well-organised civil society network which, given access to information, can effectively lobby for the better sector performance needed to reach the MDGs.



**WaterAid – water for life** The UK's only major charity dedicated exclusively to the provision of safe domestic water, sanitation and hygiene education to the world's poorest people.

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UK charity registration number 288701  
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## Further information

This document is one in a series from WaterAid Country Programmes assessing national water sector issues in support of both national and international advocacy work. This document was written in close consultation with the Federal Ministry of Water Resources and some other sector agencies by Timeyin Uwejamomere, then Head of Advocacy at WaterAid Nigeria, Ifeoma Charles-Monwuba, Head of Policy and Partnerships WaterAid Nigeria and David Redhouse, former Policy Officer on Financing the Sector in WaterAid's Public Policy and Education Department. The full set of national assessments is available at [www.wateraid.org](http://www.wateraid.org) Further information on this document can be obtained from Ifeoma Charles-Monwuba at [ifeomacharlesmonwuba@wateraidnig.org](mailto:ifeomacharlesmonwuba@wateraidnig.org) and on the international advocacy work from Belinda Calaguas at [belindacalaguas@wateraid.org](mailto:belindacalaguas@wateraid.org)

## References

- <sup>1</sup> National Population Commission; Nigeria 2003
- <sup>2</sup> ibid
- <sup>3</sup> UNICEF/WHO (2004) *Meeting the MDG Drinking Water and Sanitation Target: A Mid-Term Assessment of Progress*
- <sup>4</sup> ibid
- <sup>5</sup> UNICEF/FGN data for Draft National Water and Sanitation Policy
- <sup>6</sup> Nigeria figures using impact calculation methodology developed by WHO in Hutton G & Haller L (2004) *The costs and benefits of water and sanitation improvements at the global level*
- <sup>7</sup> ibid
- <sup>8</sup> This spending figure has been calculated from the 2004 data of a drinking and sanitation budget provided by the Federal Ministry of Water Resources (FMWR). With total FMWR budget of N47,704m and actual spending of N31,393m, these figures imply a budget utilisation rate of 66% for the ministry. However, based on a Water Supply and Quality Control (WS and QC) Department budget of N20,084 and actual department spending of N18,477, a 92% budget utilisation rate would be the case for water supply and sanitation. Applying this – together with the exchange rate of \$US1 = N132.38 – to the WS and QC N18,477m budget produces a spending total of \$139.6m. The FMWR has its own estimates of the funding gap. These will be included in subsequent updates of this publication
- <sup>9</sup> MDG Report 2004 – Nigeria
- <sup>10</sup> The estimated investment required to expand water supply to the estimated un-served rural population of 38.2 million in 1998 could probably be reduced to less than one-third of the N76.5 billion (\$888 million) estimated by the Federal Ministry of Water Resources. UNICEF had previously estimated that it would cost \$260 million to install the 150,000 boreholes and handpumps needed to provide safe water to the entire un-served rural population. UNICEF (2001) *Children and women's rights in Nigeria: a wake-up call, situation assessment and analysis*
- <sup>11</sup> Asian Development Bank (March 2005) *Rapid assessment of rural water supply and sanitation requirements in Nigeria for meeting the MDGs in Nigeria*
- <sup>12</sup> Newstart Nigeria and Advocacy International (July 2005) *What does the Paris Club deal mean for Nigeria?*
- <sup>13</sup> [www.fmf.gov/budgetoffice](http://www.fmf.gov/budgetoffice)

[www.wateraid.org](http://www.wateraid.org)

July 2006

## National water sector assessment

# Nigeria

Where local governments have the statutory responsibility, but cannot access sufficient funds to provide water and sanitation



## WaterAid – calls to action

- Government should continue to improve fiscal responsibility for managing resources from the 2005 debt relief deal so that the 20% allocated to water and sanitation results in increased access for the poorest people
- State governments should give local governments access to all funds allocated to them from the federation account so that the latter can properly finance water and sanitation responsibilities and set up water, sanitation and hygiene (WASH) departments
- Federal and state governments should facilitate realistic strategies for meeting the expanding urban water and sanitation target



## Introduction

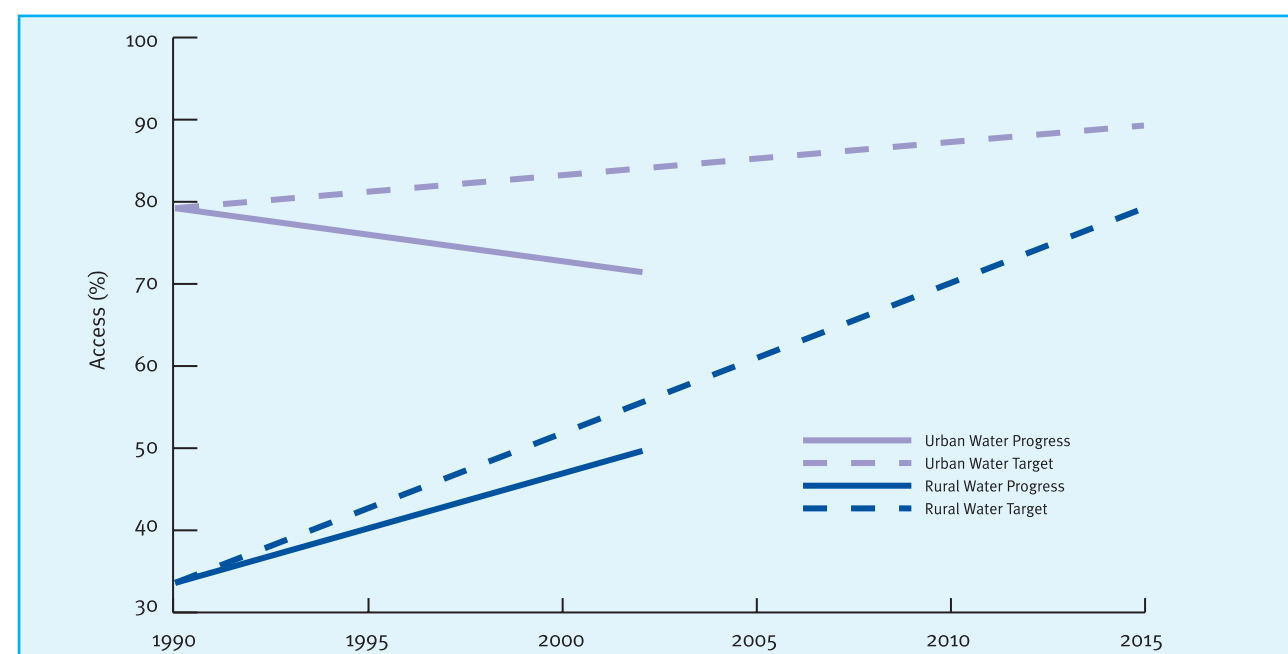
Nigeria covers an area of 923,768 sq km. The population is projected to rise to 135 million in 2005 and life expectancy is 48.2 years for women and 46.8 years for men. The crude birth rate is 47.7 births per 1000 population while crude death rate is 13.9 deaths per 1000 population. Some 50% of the population is below the age of 15 years. About one-third of the population live in urban areas while 60 million live in rural communities of less than 5000 people. Of those living in rural communities, half live in small communities of less than 1500 people.

Nigeria has enormous strategic importance in the West African region. Nigeria is the sixth largest oil producer in the world and has the potential to become a major player in the global economy, but much of this potential has remained untapped. In 2000, Nigeria had earned approximately \$300 billion from oil exports since the mid 1970s, accounting for 95% of total exports. Nigeria has lost

international market shares in traditional agricultural exports since the 1970s. However, approximately 70% of the population still make their living through agriculture. As a result, overall per capita incomes are now 20% lower than they were in 1975 and, at US\$310 in 1999, are well below the sub-Saharan average of US\$490.

The weakness, and in some cases absence, of appropriate policy instruments is one of the key problems impeding the country from meeting the Millennium Development Goals (MDGs). Weak institutions and persistent implementation failures have also been contributory factors, along with funding issues including inadequate national income and high, inefficient and unsustainable public sector spending. The National Economic Empowerment and Development Strategy (NEEDS) aims to address the country's key development challenges.

Chart 1: Progress on water Millennium Development Goal (MDG) targets



## Fact box

Population projection <sup>1</sup> for 2003 – total (rural/urban)	126m (67.3m / 58.7m)
Population projection <sup>2</sup> for 2015 – total (rural/urban)	175.6m (66.2m / 109.4m)
Access (2002) to safe water <sup>3</sup> (rural/urban)	49% / 72%
Access (2002) to basic sanitation <sup>4</sup> (rural/urban)	30% / 48%
Annual diarrhoeal deaths among children under-5 <sup>5</sup>	150-200,000
Productive days which would be gained with 100% access to water and sanitation <sup>6</sup>	10.2 million
School days which would be gained with 100% access to water and sanitation <sup>7</sup>	133.1 million
Monthly households target for water MDG	114,000
– increase required (on performance since 1990)	80%
Monthly households target for sanitation MDG	125,400
– increase required (on performance since 1990)	750%
Current annual water spend <sup>8</sup>	\$139.6m
Water/sanitation sector annual finance need for MDGs	\$201m
Water sector annual MDG spending gap	\$61.4m

## Key events

1960	Independence	1995	National Resources Master Plan
1976	Creation of Federal Ministry of Water Resources	1999	Nigeria as secretariat of African Ministerial Conference on Water (AMCOW)
1979	Establishment of the National Water Resources Institute, Kaduna (NWRI)	1999	National Poverty Eradication Programme (NAPEP)
1981	First UNICEF-assisted programme in rural water and environmental sanitation in Imo State	2000	National Water Supply and Sanitation Policy (NWSSP) clarifies roles for different tiers of government
1986	Establishment of the Department of Food, Roads and Rural Infrastructures	2003	Presidential Water Initiative (PWI) launched
1993	Water Resources Decree	2004	National Economic Empowerment and Development Strategy (NEEDS)

## Water sector characteristics

The Federal Ministry of Water Resources (FMWR) led the development of Nigeria's National Water Supply and Sanitation Policy (NWSSP) in January 2000. The NWSSP targets for water supply are as follows: improve service coverage from assumed 40% to 60% by the year 2003; extend service coverage to 80% by the year 2007; achieve 100% coverage by the year 2011.

### Policy targets in water

In 2003 the "Presidential Water Initiative (PWI): Water for people, Water for life", was launched. By 2007, the PWI aims to provide:

- 100% water and sanitation access in state capitals
- 75% water and sanitation access in other urban and peri-urban areas
- 66% water and sanitation access in rural areas

### Sanitation

In 2004, the Federal Ministry of Water Resources began the process of revising its policy to give more prominence to sanitation. The new water and sanitation policy is expected to be approved in 2006. The Ministry of Environment has also produced the National Environmental Sanitation policy and has developed various guidelines for its implementation. A major challenge remains in getting the various government ministries in charge of sanitation and the three tiers of government to put in place the other necessary policy instruments to finance sanitation activities so that it is no longer treated as a household problem. In fact, current statistical projections towards meeting the sanitation MDG targets have been subsumed by water. No official statistical projections have been made for meeting the sanitation MDG targets. This is despite the fact that less than half of the rural population have access to sanitation in a country of 126 million people.

Other reasons for the poor coverage for sanitation include lack of awareness, poverty, poor planning, poor funding, and poor implementation of hygiene and sanitation programmes by different agencies. There is a need for greater participation of non governmental organisations (NGOs)/community based organisations (CBOs) in sanitation as government has limited capacity to undertake behaviour change interventions required to meet the sanitation MDG. Government, the private sector, and development partners however should provide funds to facilitate this process. The development partners should provide technical assistance for the establishment of the necessary policy instruments and the development of behaviour change interventions.

To achieve total sanitation in Nigeria, the line ministries responsible for sanitation must work in a collaborative manner to coordinate the interventions of all parties.

### Water resources

National management of water resources has not been effective in distributing the adequate surface and groundwater supplies. As a result, there have been shortages in some areas, growing settlements have not been adequately supplied, and watersheds have been degraded and polluted.

Rural water supply projects in Nigeria are dominated by the provision of water through boreholes fitted with Village Level Operation and Maintenance (VLOM) handpumps such as the Afridev. Hand-dug wells, however, are still the most common source in rural communities and a large percentage of the rural population depend on them for their water supply.

### Access rates in water

Official statistics<sup>9</sup> indicate that access to improved water sources rose from 49% in 1990 to 57% in 2000. While access in urban areas increased from 78% in 1990 to 81% in 2000, it declined to 72% in 2002. In the rural areas, where the majority live, only 33% had access in 1990, 39% in 2000 and 49% in 2002, suggesting slow growth. This implies that to achieve the MDG target Nigeria must reduce the proportion of rural populations without access to an improved water source from 67% in 1990 to 33.5% in 2015 and the urban proportion from 22% to 11%.

### Performance required

Massive increases in output are required from the water sector if the MDG targets are to be met (Table 1). The monthly numbers of households which must gain access to improved water and sanitation are in some cases four times greater than what has been achieved before.

Several reasons have been given for poor performance in the water sector. These include the absence of a policy prior to 2000, the absence of policy instruments to guide the sector and the inadequate dissemination of policy when available. While the National Water and Sanitation Policy was enacted in 2000, the implementation plan (National Water and Sanitation Strategic Framework) was only finalised in March 2004. This document is yet to be localised at state and local government levels. Another factor is that most of the earlier external support programmes have been interventionist, pilot or demonstrative in approach. State Water Agencies (SWAs) have also failed to respond to new demands especially in peri-urban areas. Their ability to do so has been hampered

**Table 1: Performance increases needed to meet the water and sanitation MDGs**

Sector	Location	Performance (Households per month)		Increases required for MDGs (additional performance required)
		1990-2002	2003-2015	
Water	Rural	27,300	21,000	- 20%
	Urban	36,000	93,100	160%
Sanitation	Rural	10,500	88,900	750%
	Urban	33,200	125,400	300%

by high rates of non-revenue water (63% in 1998), and by political involvement in tariff setting.

The impact of population growth on Nigeria's ability to achieve the MDG targets has not been properly appreciated. Nigeria is one of the world's most rapidly urbanising countries. With an estimated 5.3% urban population growth rate, urban communities are expected to comprise 60% of the population by 2015 compared with 30% in 1990. Lagos, its largest city, is expected to become the world's third largest city by 2010. **The federal and state governments should facilitate realistic strategies for meeting the expanding urban WSS target, particularly in small towns and peri-urban areas.**

## Finance

Several estimations of water sector financing needs have been made (Table 2). However these are not all strictly comparable since they relate to different timescales or different targets. The Presidential Water Initiative's four programme components – State Capitals, Urban Areas, Small Towns and Rural Areas – have been estimated to carry a total financing requirement of Naira(N)415 billion.

### Fiscal accountability

The WaterAid calculation of financing needs through to the MDG targets in 2015 is for US\$2.613 billion in total or \$201 million per year. The recent debt relief allocation to the sector, if sustained over the next 10 years, will help in meeting the financial requirements for achieving the MDG targets. Active citizen involvement in budget monitoring and evaluation is virtually nonexistent in the country. Public access to budget information, actual releases and contracts is just being cultivated. To promote judicious, effective and efficient use of the available resources in the sector, a more transparent and participatory budgeting system needs to be put in place.

### Government finances

While the debt relief granted in July 2005 has indeed boosted the resources available for the sector, these

**Table 2: Estimates of water sector finance needs**

	Rural target	Rural funding need	Urban target	Urban funding need	Combined rural and urban MDG funding need
FMWR	66%	N48bn US\$0.4bn	75% – 100%	N367bn US\$2.8bn	N415bn US\$3.2bn
AfDB RWSS rapid assessment	80%	N365bn		Not applicable	
WaterAid (water)	67%	US\$406m	89%	US\$1,652m	US\$2,058m
WaterAid (sanitation)	67%	US\$143m	75%	US\$412m	US\$555m
WaterAid total		US\$549m		US\$2,064m	US\$2.613 billion

resources are more likely to be allocated to water than to sanitation. The available estimates for meeting the MDG targets are strictly for water supply. As stated, the cost of meeting the sanitation MDG target is yet to be calculated. UNICEF Water, Sanitation and Hygiene Strategies 2006-2015 note that water and sanitation is central to achieving all the other MDG targets. UNICEF points to the fact that additional resources are required from government and development partners to meet the sanitation targets. This could be done by donors increasing their planned sector investments (as estimated by the African Development Bank) of N17.9 billion over the next ten years (worth \$13.5 million per year) by a factor of 12. However the federal government should also take concrete steps to provide a realistic estimate of the cost of meeting the sanitation target and provide a base for increased allocation with the aid of development partners.

Although there may be some overestimation<sup>10</sup> in these financing estimates, getting the budget precisely right is arguably less important than getting it implemented: there are large gaps between the levels of allocated budgets for the sector at the federal levels and what is obtained at state and local government levels. While the federal budget for water supply and sanitation in 2005 was N37 billion that of Oju Local Government Area (LGA) in Benue state was N1.2 million. State and local governments should take more responsibility for water supply investments and services.

The fact that the majority of the 774 LGAs in the country do not have WASH departments contributes to the inadequate water and sanitation budgets in these LGAs. The absence of this department creates institutional difficulty in the budgeting and funds transfer for the sector at LGA level. Most LGAs are yet to develop their Local Economic and Empower Strategy (LEEDS) or to prioritise water and sanitation in them. Without such institutional prioritisation, LGA funding for the sector will continue to be unstructured.

Nigeria works with several external support agencies (ESAs). ESAs with major programmes currently active in Nigeria are the World Bank, the African Development Bank (AfDB), the UK Department for International Development (DfID), the European Community (EC), the US Agency for

International Development (USAID), Japan International Cooperation Agency (JICA), and a number of specialised UN agencies like UNDP and UNICEF. Support to the country from ESAs is coordinated through the Ministry of Finance, and the National Planning Commission (NPC). However, funds are aggregated for the period of support and applied across a variety of sectors based on their support strategies. Attempting to disaggregate these funds therefore is not easy. A conservative estimate of ESA funds to Nigeria is less than \$1 billion and less than 10% of this goes to water supply and sanitation. A recent study by the AfDB<sup>11</sup> puts the donor funds likely to be available to Nigeria in the next 10 years for rural water and sanitation services at N17.9 billion, just 5% of the sector financing needs.

**“I challenge state governments to channel proceeds of their share of debt relief into the achievement of the Millennium Development Goals, MDGs, like the Federal Government has done.”**

President Olusegun Obasanjo

### Development partners

Nigeria gets the least aid of any sub-Saharan country – around \$2 per capita per year, compared with the average of \$28 in sub-Saharan Africa. Prior to debt cancellation a net \$12 per capita went back out to developed countries. Nigeria's external debt was \$34 billion, of which around \$31 billion was owed to the Paris Club of government creditors, much of it in penalties and compound interest imposed on debts that were not paid over the years. Nigeria had an annual debt service obligation of over \$4 billion; this was more than a third of its export income. In 2000, the government pegged its annual budget allocation for actual debt servicing at \$1.7 billion, three times the education budget, nine times the health budget and about 30 times the water and sanitation budget.

In June 2005 a deal was agreed for 100% elimination of Nigeria's debt.<sup>12</sup> The deal was a mixture of cancellations, payments of arrears and buy-back of debt at discounted rates which took advantage in part of Nigeria's increased reserves following increases in global oil prices. The money saved from this deal is applied towards reaching the MDGs. It is overseen by an MDGs Committee chaired by the President and it will be tracked using a Virtual Poverty Fund mechanism.

**Government should continue to improve on greater fiscal responsibility in managing resources from the 2005 debt deal to ensure that the 20% allocated to water and sanitation results in increased access for the poorest people.**

## Sector coordination

The 2000 National Water and Sanitation Policy defined clear roles for the various levels of government. The three levels of government – federal, state, and local – in Nigeria share statutory responsibility for the delivery of water supply and sanitation services and have been directly involved in water supply and sanitation through government response to community demand through elected representatives. While accurate planning data is difficult to obtain, there is a need for more evidence based planning for the implementation of water projects.

The Federal Ministry of Water Resources is responsible for policy formulation, data collation, resources and demand surveys, monitoring, evaluation and the coordination of water supply development and management, research and development, national funding and technical support, and the creation of an enabling environment for meaningful private sector participation among others.

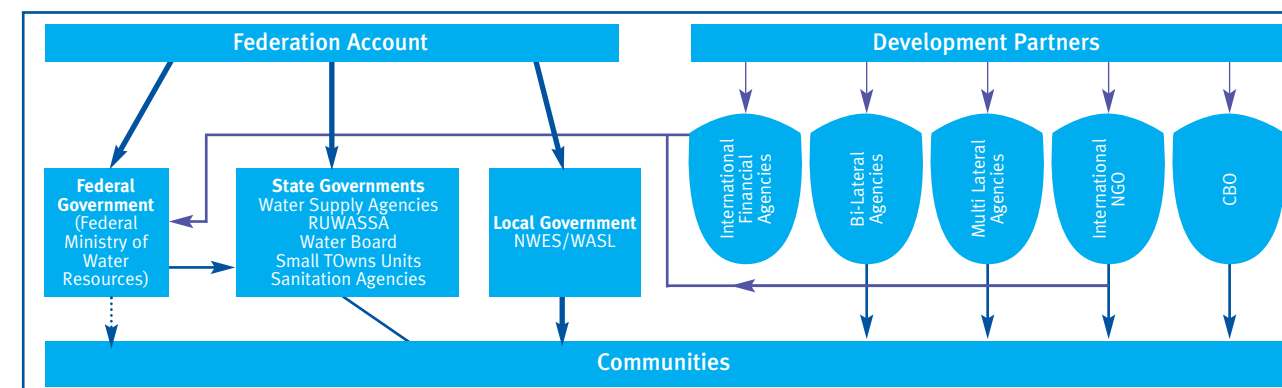
The state water supply agencies are responsible for the establishment, operation, quality control and maintenance of urban and semi-urban water supply systems. They are also responsible for licensing and monitoring private water supply and for monitoring the quality of water supply to the public as well as providing technical assistance to local governments.

Local governments are responsible for the establishment, operation and maintenance of rural water supply schemes in conjunction with the benefiting communities. They also have the responsibility to establish, equip and fund the Water and Environmental Sanitation (WES) departments.

In reality however, coordination between the three tiers of government is very weak, particularly when it comes to implementation. For instance, on a visit by the Minister of Water Resources to Ogun State to commission a federal government project in 2005, the host local government chairman told the traditional ruler that he was not involved when the federal government implemented the project in his area. Most LGAs do not have stable revenue bases and so cannot contribute to the sharing of costs. Nor do they have the capacity to plan and implement the projects. Even at state level, only 23 of the 36 states have established rural water supply and sanitation agencies in line with national policy. The link between the sector institutions is very weak. The agencies across the three tiers of government only consult once a year.

The operation of this decentralised structure is further hampered by failures in fiscal decentralisation (see following section). At the same time the range of other

**Chart 2: Water sector funding routes**





**Table 3: Cost-sharing formulae in water sector**

Agency	Rural water supply		Small towns water supply		Urban water supply	
	Capital %	Operation and Maintenance %	Capital %	Operation and Maintenance %	Capital %	Operation and Maintenance %
Federal Government	50	Nil	50	Nil	30	Nil
State Government	25	10	30	Nil	60	100 (Tariffs)
Local Government	20	20	15	Nil	10	Nil
Community	5	70	5	100	Nil	Nil

sector players outside national government operate additional funding routes resulting in a complex web (Chart 2) of finance flows with consequential negative impacts on the equity of sector investments. The inter-agency Working Group which is a key part of the proposed National Strategic Framework remains to be established.

### Devolution

Local government is responsible for rural water supplies and cost-sharing formulae have been devised for the necessary capital investment and recurrent expenditures (Table 3).

In addition, there is a statutory revenue allocation formula to share out national resources between the different tiers of government. The revenue formula allocates 54% to the federal government, 31% to states and 15% to local governments. This is however not sacrosanct as marginal variations do occur and these have recently favoured local government (Chart 3). States and local government also derive revenue from other sources.

**“We see one figure on paper but another on the cheque.”**

Local Council Chairman, Nigeria

However, the federal revenue allocated to state and councils are not disaggregated and the federal government has no say as to how these funds are applied. It is therefore difficult to determine what portion of such funds goes into water and sanitation expenditure unless a state or local authority is clearly prioritising water and sanitation. The most effective way of ensuring this happens is to get the state to indicate this priority in its State Economic Empowerment and Development Strategy (SEEDS) and the local government to do the same in its Local Economic Empowerment and

Development Strategy (LEEDS). Since the NEEDS document is the basis of the medium-term development strategy upon which the annual federal budget is based, water and sanitation receives greater priority and more resources. States and local governments should produce their respective SEEDS and LEEDS documents to ensure such prioritisation and allocation of resources at those levels.

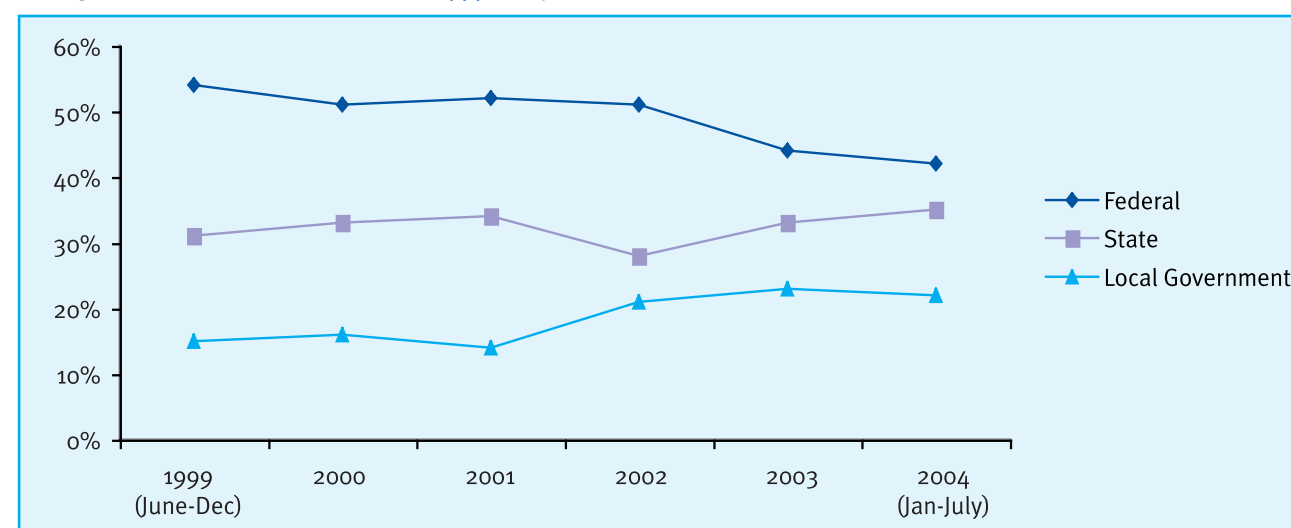
**“The State has approved our N1 million water budget but hasn’t released the funds. They make unreasonable deductions for white elephant projects.”**

Local government water and sanitation unit secretary, Nigeria

In practice, however, Nigeria’s budgeting process has become notorious for being late, as a result of protracted debates between the executive and legislative arms of government. This delays the release of funds to statutory governments and institutions. Cases have been reported of funds getting to the relevant spending agency only in the last quarter of the financial year, too late for judicious spending. A few states have taken the federal government to court over the release of allocated revenue at one time or other. Some local governments have also had to take states to court also in this respect and over the issue of deductions from council allocations. New legislation is being considered by the National Assembly which is designed to remedy these situations.

**State governments should give local governments access to all funds allocated to them from the federation account so that they can properly finance water and sanitation responsibilities and set up water, sanitation and hygiene (WASH) departments.**

**Chart 3: Allocation of Federal Resources: 1999-2004**



## Equity

WaterAid’s field experiences show both that water points are not equitably distributed between enumeration areas of similar population sizes and also that new investments tend to reinforce rather than rectify these inequities. Global Imaging Satellite (GIS) mapping of water and sanitation infrastructures in some local governments as an element of the local sector development planning process confirms this.

There are indications that there is a strong political influence on the provision of water points as the allocation of government boreholes is mainly left to the inclination of political leaders and state patronage. During the 2004 financial year, the National Assembly approved rural projects worth N15bn covering 2,809 communities in the year as compared to a list of over 50,000 – 100,000 communities awaiting safe water access compiled by the Ministry. Priority communities within their constituencies are chosen by each of the Members of Parliament. This can lead to the preferential treatment of some communities.

## Sustainability

Field experience from the Oju Impact Assessment Study indicates between 10 – 15% non-functionality rates for boreholes while some other projects within the country recorded a 37 – 40% non-functionality rate for boreholes. The disparity may be explained by the level of community ownership associated with the projects. Whereas some other programmes were more interventionist in approach, the Oju programme used the community participation approach.

The FGN/DFID/UNICEF Integrated Growth and Development Programme has now established a formal system to involve community management committees in project planning and in subsequent handpump maintenance. The proposed National Strategic Framework now also asserts community management as the key to long-term sustainability, but as yet there is no clarity as to how to achieve this, or how people will be trained to implement it.

By its nature, government capacity to mobilise communities is limited. The government must therefore partner with civil society organisations (CSOs) to help them to mobilise communities. If this is not done, communities will continue to be unprepared to make their initial capital contributions or to take responsibility for the subsequent operation and maintenance.

As well as the extent of community participation, the gender make-up of sector institutions is – in WaterAid’s experience – a further indicator of sustainability. This is because water is usually a female responsibility so women and girls have a vested interest in the continued functioning of water supply systems. They are therefore more likely to take care of the infrastructure and of any funds collected to maintain it. In some parts of Nigeria, the education of girls was neglected resulting in under-representation of women in the management of the sector. This is reflected at all levels of government. A review of the composition of the civil service at the level of Assistant Directors (Level 14) and above confirms this fact. At the federal level, only about 10% of this category of management staff is occupied by women. Educating women and facilitating their participation in water governance is also a key to the sustainability of programmes within the sector. Efforts should be made to educate women and facilitate their participation in water and sanitation management.

The number of women at the Community Management Committee level is influenced by the protocols for setting up the committees. This stipulates the reservation of three seats out of seven for women.

## Growth of private sector

The water and sanitation sector has been dominated by the awarding of large contracts under the supervision of government consultants, particularly at the federal and state levels. Most of these contracts, particularly with external loan components from the World Bank and African Development Bank targeted at urban water supply, have achieved unsatisfactory levels of completion (Table 5).

State Rural Water Supply and Sanitation Agencies have largely been responsible for the implementation of projects in the rural areas on behalf of the states, while private contractors have handled those of federal government. Several of these state agencies and their Ministry of Agriculture and Rural Development counterparts maintain drilling rigs. The NGO community has played no significant role in the management of government contracts. They have neither been involved in the monitoring and evaluation, nor project implementation through participatory approaches.

Nevertheless, under the proposed National Strategic Framework which aims to construct a bottom-up, demand-led system, the implementation role of Rural Water Supply and Sanitation Agencies would be phased out with the role of the private sector correspondingly increased.

**Table 4: Results of large water contracts**

Project	World Bank operations and evaluation department ratings (Bank-financed projects only)		
	Outcome	Sustainability	Impact
Kaduna water supply	Marginally unsatisfactory	Unlikely	Modest
Anambra water supply	Unsatisfactory	Unlikely	Modest
Borno water supply	Unsatisfactory	Unlikely	Negligible
Lagos State water supply	Moderately unsatisfactory	Uncertain	Modest
National water rehabilitation	Moderately unsatisfactory	Unlikely	Modest
Multi-state water supply	Unsatisfactory	Unlikely	Modest
Small towns water supply and sanitation pilot	Unsatisfactory	Unlikely	Modest