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**Community Management Strategy/  
Guideline**

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## Abbreviations

CDA	-	COMMUNITY DEVELOPMENT ASSOCIATION
CLTS	-	COMMUNITY LED TOTAL SANITATION
CM	-	COMMUNITY MANAGEMENT
CSO	-	CIVIL SOCIETY ORGANISATION
EDF	-	EUROPEAN DEVELOPMENT FUND
EU	-	EUROPEAN UNION
E & I	-	EQUITY AND INCLUSION
EUWF	-	EUROPEAN UNION WATER FACILITY
FGD	-	FOCUS GROUP DISCUSSION
LGA	-	LOCAL GOVERNMENT AREA
IEC	-	INFORMATION, EDUCATION AND COMMUNICATION
M&E	-	MONITORING AND EVALUATION
MPP	-	MICRO-PROJECT PROGRAMME
NEWSAN	-	NETWORK OF WATER AND SANITATION ASSOCIATION IN NIGERIA
NTGS	-	NATIONAL TASK GROUP ON SANITATION
ODF	-	OPEN DEFECACTION FREE
O&M	-	OPERATION AND MAINTENANCE
PDA	-	POSITIVE DEVIANCE APPROACH
PRA	-	PARTICIPATORY RURAL APPRAISAL
PLWD	-	PEOPLE LIVING WITH DISABILITY
PPP	-	PUBLIC PRIVATE PARTNERSHIP
RUWASSA	-	RURAL WATER SUPPLY AND SANITATION AGENCY
SCM	-	STATE COMMUNITY MOBILIZER
STWSSP	-	SMALL TOWN WATER SUPPLY AND SANITATION PROGRAMME
STGS	-	STATE TASK GROUP ON SANITATION
STOWA	-	SMALL TOWN WATER AGENCY
SG	-	SUPPORT GROUP
TAT	-	TECHNICAL ASSISTANCE TEAM
VHP	-	VOLUNTEER HYGIENE PROMOTER
VLOM	-	VILLAGE LEVEL OPERATION AND MAINTENANCE
WASH	-	WATER, SANITATION AND HYGIENE
WASU/D	-	WATER AND SANITATION UNIT/DEPARTMENT
WANG-	-	WATERAID NIGERIA.
WASHCOM	-	WATER, SANITATION AND HYGIENE COMMITTEE
WCA	-	WATER CONSUMER ASSOCIATION
WSE	-	WATER AND SANITATION ENGINEER
WSSSRPII	-	WATER SUPPLY AND SANITATION SECTOR REFORM

PROGRAMME II

## Definition of terms

**Community:** a geographical location with a boundary governed by a norm, social capital and social contract for people with common background or with shared interests within a society.

**Community Management:** Community management is the situation where everyone (women, men and children) in a geographical location participates in the planning, decision making process and have control over the management of their water supply, sanitation and hygiene services. Technical and sustained support is provided by government structures and external agencies.

**Disaggregated data:** statistical information that is separated into its component parts. For example, assessment data from a population or a sample can be analysed by sex, age group and geographic area.

**Facilitation:** is a process of making tasks easy for others or tasks that are assisted. It is a participatory process of making learning easy to ensure the designing and running of successful meetings and workshops for people.

**Gender:** the roles, responsibilities and identities of women and men and how these are valued in society. They are specific to different cultures and change over time. Gender identities define how society expects women and men to think and act. These behaviours are learned in the family and in schools and through religious teaching and the media. Gender roles, responsibilities and identities can be changed because they are socially learned.

**Gender balance:** an approximately equal number of men and women and boys and girls. It can refer to participation and input into activities and decision-making to ensure that both male and female interests are considered and protected. It can refer to the number of men and women employed by the Ministry or Agency of Water Resources, education authorities and by international and national agencies. It is particularly important in the employment of teachers. A balance of men and women at all levels creates more possibilities for discussing and addressing the different impacts of policies and programming on women, men, girls and boys. It can also refer to proportional equal number of women, men and other social class in a community that are represented in the WCA.

**Inclusion:** The planning, design and implementation phases of a WASH programme that takes into consideration the participation, voice and decisions of all the people in a small town. It considers boys, girls, women, men, people with disabilities, older people, people living with HIV/AIDS, school going and non-school going children, and any other groups that may be particularly vulnerable and/or marginalised. What the WASH programme promotes should be appropriate for all the people irrespective of gender, sex and status. It should be able to reach everyone through appropriate communication channels, as well as through appropriate facilities and supplies. This can be achieved by combining a variety of approaches.

**Household:** all the persons who live in a given house; a family including attendants.

**Mentoring:** this is a guided learning approach between a learner and a trainer. It is a process for the informal transmission of knowledge, social capital and the psychosocial support perceived by the recipient as relevant to work and improving performance of a role. Mentoring entails informal communication, usually face-to-face and during a sustained period of time, between a person who is perceived to have greater relevant knowledge, wisdom, or experience (the mentor-State Community Mobilizer) and a person who is perceived to have less (mentee- WCA executive). Common mentoring techniques include accompanying, sowing, catalyzing, showing and harvesting.

**Participation:** being involved in and influencing processes, decisions and activities. Participation is a right for all and is the basis for working with communities and developing programmes. Participation varies according to evolving capacities. All groups including adults, children, youth, persons with disabilities and members of vulnerable groups can participate in different ways from the earliest age. No group of people should be denied opportunities for participation because they are hard to reach or difficult to work with. Participation is voluntary. People are invited and encouraged to participate, not coerced or manipulated. Participation may include a range of activities and approaches. Passive roles include using services, contributing material resources, accepting decisions made by others and being consulted in a minimal way. Examples of active participation include contributing time, being involved directly in decision making and planning and implementing water and sanitation activities and services.

**Participatory learning:** an approach to teaching and learning which focuses on the learner. It encourages learning by doing things, using small groups, concrete materials, open questioning and peer teaching. For example, learners use practical activities to understand hygiene promotion concepts or work together to construct toilets or pipeline networks, identifying issues, ask and answer questions. Participatory learning is contrasted with teacher focused methodologies, which are characterised by learners passively sitting at desks, answering closed questions and copying from a blackboard or flip charts. Participatory learning may also be used with WCAs and agencies to support them to analyse their needs, identify solutions, develop and implement a plan of action. In these contexts, it may include community participation, coordination and analysis.

**Positive Deviance Approach (PDA):** The PDA is a strength-based, problem-solving approach for behavior and social change. The approach enables the community to discover people with existing solutions to complex problems within the community. The process invites the community to identify the qualities or characteristics of such people and optimize existing, sustainable solutions from within, which speeds up innovation. It is a process of identifying group of people living above the board or succeeding in a social setting despite the barriers and challenges. The PDA has been used to address issues as diverse as childhood malnutrition, neo-natal mortality, girl trafficking, school drop-out, female genital cutting (FGC), hospital acquired infections (HAI) and HIV/AIDS<sup>1</sup>.

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<sup>1</sup> See [www.positive-deviance.org](http://www.positive-deviance.org)

**Small town:** Semi-urban (small towns) represent settlements with some form of social contract. The population is between 5,000-20,000 people with a fair measure of social infrastructure and some level of economic activity with minimum supply standard of 60 liters per capita per day with reticulation and limited or full house connections as determined by the beneficiaries / Government.

**Strategy:** It consists of plans ahead of time that deal not only with the unpredictable, but also with the unknowable<sup>2</sup> It encompasses the course of action or approaches to attain the objectives of a course, organization or institution.

**Vulnerability:** the characteristics and circumstances of individuals or groups that result in them being susceptible to diseases, attack, harm or distress. Examples of vulnerable groups may include unaccompanied children, people with disabilities, over-laboured women, single-headed households and children formerly associated with armed forces and armed groups.

**Volunteer Hygiene Promoters:** groups of community women and men conducting sensitization programme from house to house on the importance of safe water, sanitation and hygiene.

**Water Consumer Association:** residents of a small town participating in the operation and management of their community water and sanitation services.

**Well-being:** the condition of holistic health and the process of achieving this condition. It refers to physical, emotional, social and cognitive health. Well-being includes what is good for a person: participating in a meaningful social role; feeling happy and hopeful; living according to good values, as locally defined; having positive social relations and a supportive environment; coping with challenges through the use of positive life skills;

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<sup>2</sup> See Mitzberg and Quinn, 1991

## 1.0 Introduction

"Learn from the people  
Plan with the people  
Begin with what they have  
Build on what they know  
Of the best leaders  
When the task is accomplished  
The people all remark  
We have done it ourselves."

~Lao-Tzu Tao Te Ching

It has been established and widely accepted in social development parlance that when people / direct beneficiaries of a development intervention did not take part in the implementation and execution of a project, the sustainability of such projects are mostly in doubt. Community management of water and sanitation delivery in the small towns is seen as the situation where everyone (women, men and children) in a community participates in the planning, decision making process and has control over the management of their water supply, sanitation and hygiene services. The actual management is undertaken by a representative group of the community people often called Water Consumers' Association (WCA) executive. The WCA executive may opt for an identified community group of artisans or a private operator to help in running the water supply and sanitation facilities, the executive remains in charge of ensuring a sustainable service, transparency and accountability to the community general assembly through the community traditional council.

Carter et al. (1999) defines four interlinked conditions necessary to have a community water system sustainable: motivation, maintenance, cost recovery and back-support<sup>3</sup>. In fact, community management does not mean abandonment by the government of its responsibilities. On the contrary, this type of management can only be sustainable if there is support from governmental agencies<sup>4</sup>. Schouten & Moriarty (2003) give a wide definition of a sustainable water supply by considering also equity and water resources sustainability in addition to technical, institutional and indefinite sustainability<sup>5</sup>.

The following conditions are required for effective community management in small towns:

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<sup>3</sup> Carter et al (1999) Impact and sustainability of community water supply and sanitation programmes in developing countries. Journal of the Chartered Institution of Water and Environment Management. Vol 13 No 4 pp 292- 296.

<sup>4</sup> Abrams (1998) Understanding sustainability of local water services. As cited in Carter, R., Tyrrel, S., Howsam, P. (1999) Impact and sustainability of community water supply and sanitation programmes in developing countries. Journal of the Chartered Institution of Water and Environment Management. Vol 13 No 4 pp 292- 296.

<sup>5</sup> Schouten & Moriarty (2003) Community water, community management: From system to service in rural areas. London, ITDG Publishing.



1. Small towns are heterogeneous with diverse groups of people. Community Management facilitators need to be sensitive towards community relations, governance structure, multi-level consultations and inclusion.
2. Small towns needs consultation, engagement, mobilization, sensitization and sufficient information in making a good decision on technology options, service level, user fee/tariff, water pumping time, maintenance schedule, repair and replacement of parts.
3. Small towns need to consider equity and inclusion - know how to involve everyone in the community- different socio-cultural groups, interest and conflicts.
4. Small towns need to know management principles such as delegation of responsibilities, rules, sanctions, record keeping, transparency and accountability.
5. Small towns need rules and regulation-constitution to guide the activities of the association.
6. Small towns require access to information, technical and managerial support from the Local Government and State water and sanitation agencies.
7. Small towns must start mobilizing resources at the planning of their water and sanitation programme, agree on a figure to set aside, keep financial resources and continuously generate resources to operate and maintain their water scheme.

### **1.1 Aims and objectives of the WSSSRP II**

The second phase of the Water Supply and Sanitation Sector Reform Programme (WSSSRP II) is linked to the focal sector 2 of the 10<sup>th</sup> EDF (2008-2013) Country Support Programme /National Indicative Programme (CSP/NID)<sup>6</sup> namely Governance and human rights.

The overall objective of the WSSSRP II is to contribute to poverty reduction, sustainable development and to the achievement of the water-related Millennium Development Goals 1, 4 and 7III<sup>7</sup>.

The specific purpose is to increase access to safe, adequate and sustainable water, sanitation and hygiene services delivery in the six EU focal states. The project objectives are:

- To improve water policy and the institutional framework at Federal level.
- To improve water policy and the institutional framework in the EU focal states.

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<sup>6</sup> European Union Delegation website: [www.delnga.ec.europa.eu](http://www.delnga.ec.europa.eu)

<sup>7</sup> MDG 1: Eradicate extreme poverty and hunger, 4: reduce child mortality and 7III: reduce by half the proportion of people without access to safe drinking water and basic sanitation.

- To support urban and small towns water and sanitation institutions at the EU focal states to deliver sustainable water supply and sanitation services.
- To support rural water supply and sanitation institutions in the EU focal states to deliver sustainable water supply, sanitation and hygiene services.

This community management strategy will contribute to the achievement of the Result 3d of the WSSSRP II. **Strategy for Community –ownership and management of water supply facilities in small towns is developed and implemented.**

### **1.2 Objectives of the Strategy**

The overall objective for developing this strategy is to produce a guide for Supporting community ownership and sustainability of WSSSRP II. This document is to facilitate the process of strengthening institutional capacity for community management building the capacity of the Water Consumers' Association (WCA) on how to plan, take decisions, mobilize resources, operate, maintain and sustain water and sanitation services in their community.

The specific objectives are:

- Establish and / or strengthen institutions that can effectively build capacity of WCAs and support operation and maintenance of water and sanitation facilities.
- Ensure that a guideline for sustained support to the WCAs exist for use by community management personnel at the state, LGA and the communities
- Support the implementation of the 2000 and 2004 water and sanitation policies

This document is developed through a participatory process and stakeholders' consultation on global best practices for community management issues in the water and sanitation sector. It learns from community management issues from other sectors particularly the School Based Management Committee (SBMC) of the education sector. It reflects on the experiences of the following projects/programmes:

- UNICEF-RUWASA for rural WASH programme in Nigeria,
- WaterAid- WASU/D for rural projects in 6 states in Nigeria,
- WaterAid –EUWF for small town projects in two states in Nigeria,
- EU- STWSSP for small town projects in three states in Nigeria,
- EU-WSSSRP for 6 states in 6 states in Nigeria,
- EU- MPP for rural and semi-urban projects in 9 states in Nigeria

As stipulated in the WSSSRP II terms of reference, the consultants are expected to achieve the following results under the WSSSRP II objective:

- 3.14 Support to the preparation of community management guidelines and strategy;
- 3.15 Implement capacity building for Water Consumers Associations;
- 3.16 Support to the implementation of community-management strategy

The ToR also outlines the specific community management activities to be implemented in the small towns.

This strategy aims to support the delivery of these results. It is expected that the community management practitioners will use this strategy as their guide when providing community management tasks. In addition, it will also help the communities to ensure a sustainable water and sanitation activities in their communities.

### **1.3 Key statistics & justification for a Community Management Strategy/Guideline.**

Nigeria is a low development country with a Human Development Index of 0.459 which placed Nigeria in 156<sup>th</sup> position out of the 187 countries assessed<sup>8</sup>. Many people in the country also live in poverty with about 69% of the population living on less than US\$1 per day in 2010<sup>9</sup>. Closely linked to poverty is the lack of access to safe water and sanitation with about 103 million Nigerian still lack access to safe basic sanitation while about 63 million do not have access to improved source of drinking water. Water and Sanitation related diseases such as diarrhoea is still very common and third main cause of under-five child mortality<sup>10</sup>.

One of the key success factors identified for the Water and Sanitation component of the Vision 20:2020 is community involvement. Supporting community management through effective strategy<sup>11</sup>

Water should be managed at the lowest appropriate level (appropriate being key and a function of the specific conditions in the concerned areas and communities). This principle promotes consumer appreciation for the value of water and sanitation investments. If local conditions and demand are taken into account in the planning, financing, implementing and operation of water supply and sanitation systems, the sense of ownership and willingness of communities to share in the cost and operations and maintenance will be greatly enhanced, thereby increasing the sustainability of the systems<sup>12</sup>.

In the past, the attempt to apply management options taken from urban or rural areas often lead to failure<sup>13</sup> (Price, 2002). There are no specific types of small town;

<sup>8</sup> UNDP Human Development Report, 2011

<sup>9</sup> National Bureau of Statistics (NBS, 2012)

<sup>10</sup> WHO/UNICEF Joint Monitoring Programme (WHO/UNICEF JMP, 2010)

<sup>11</sup> Report of the Vision 2020: National Technical Working Group in Water and Sanitation, 2009.

<sup>12</sup> (FGN 2000) Federal Ministry of Water Resources. National Water Supply and Sanitation Policy. First Edition

<sup>13</sup> See Price (2002)

they are defined as “settlements sufficiently large and dense to benefit from the economies of scale offered by piped systems but too small and dispersed to be efficiently managed by a conventional urban water utility, usually with a population between 5,000 and 50,000”<sup>14</sup> (Roche, 2000).

In Nigeria, socio-economic surveys of 37 small towns in 1997 looking at people’s willingness to pay concluded that “it is possible to develop financially viable water supply and sanitation solutions in Nigeria’s small towns”<sup>15</sup>. Many water projects which appeared successful at the beginning fell down after few years or less. Several experiences and feedback from all over the world point out some redundant causes for water project problems: operation and maintenance, cost recovery, gender issue, hygiene education and financial support need to be addressed<sup>16</sup> (Guerquin et al., 2003).

The 2000 National Water and Sanitation Policy categorized communities with population between 5000 and 20,000 as small towns<sup>17</sup>. Each household in small towns (population of 5,000 to 20,000) must own and have access to safe sanitary facility of at least sanplat latrine.

Small towns have fallen between the cracks because they are neither an attractive market for urban utilities nor are they within the scope of intervention designed for rural communities.<sup>18</sup>

The 7<sup>th</sup> European Union Fund (EDF) supported Small Town Water Supply and Sanitation Programme (STWSSP) technology options included construction of boreholes, pumps and distribution networks in 24 small towns in Adamawa, Delta and Ekiti states. The programme plan had relied on the electricity grid to power the pumps, but this supply is almost non-existent. Although standby generators were installed, sufficient diesel to run them on a routine basis is too expensive. As a result the installations, though in good operating condition, were at the time of the audit being run only on rare occasions. Potential users therefore continued to use their previous sources of water, and the programme aimed at providing a reliable improved source of drinking water had delivered practically no benefits<sup>19</sup>.

The communities did not have sufficient skills to organise maintenance and repairs of the schemes and had even less capacity to implement behavioural changes. In 2006, the mid-term evaluation report suggested that the water consumer associations would need support long after civil works were finalised<sup>20</sup>. The EUD commissioned ex post monitoring report in mid-2010 found that the situation had not

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<sup>14</sup> See Roche (2000)

<sup>15</sup> Stoveland, S. & Bassey, B.U. (2000) Status of water supply and sanitation in 37 small towns in Nigeria. Donor Conference in Abuja, 2-4 February 2000.

<sup>16</sup> (Guerquin et al., 2003).

<sup>17</sup> (FGN 2000) Federal Ministry of Water Resources. National Water Supply and Sanitation Policy. First Edition

<sup>18</sup> World Bank et al (2002) Report of the International Conference on Water and Sanitation for Small Towns & Multi-Village Schemes.

<sup>19</sup> European Court of Auditors, Special Report No 13/2012 European Union Development Assistance for Drinking Water Supply and Basic Sanitation in Sub-Saharan Countries

<sup>20</sup> European Court of Auditors Special Report No 13/2012 European Union Development Assistance for Drinking Water Supply and Basic Sanitation in Sub-Saharan Countries

changed, as ‘there was nobody in sight to move developing a community ownership model forward beyond finalisation of the works contracts’. The report concluded that the lack of support to the communities was jeopardising the sustainability of the project. This was confirmed by the Court’s audit.

Findings from the evaluation report of the 9<sup>th</sup> EDF supported Water Supply and Sanitation Sector Reform Programme (WSSSRP) revealed challenges being experienced by some WCAs in fulfilling the required O&M functions. Most small town WSS schemes are complex and require a more viable management option with better capacities for management and O&M that can be expected from WCAs. The intended target that about 80% of WCAs would sign a management contract for O&M with a private operator has not been vigorously pursued and no WCA has yet signed such a contract. Those small towns WSS schemes are operational and are considered to provide improved services, but there is also evidence in some locations that the WSS schemes are under-utilised<sup>21</sup>

#### **1.4 Background Information on state institutional structure in WSSSRP II states**

The McKinsey 7-S Framework was adapted for the assessment of state institutions support for community management of water and sanitation services in the small towns.

The Framework is most often used as a tool to assess and monitor changes in the internal situation of an organization. It is based on the theory that, for an organization to perform well, these seven elements ( Strategy, Structure, System, Staff, Skill, Style, Shared value) need to be aligned and mutually reinforcing. So, the model can be used to help identify what needs to be realigned to improve performance, or to maintain alignment (and performance) during other types of change.

The finding is presented in Table 1 below:

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<sup>21</sup> See Final Evaluation of the Water Supply and Sanitation Sector Reform Programme (WSSSRP 1), Final Report, (Volume I – Main Report), 8 April 2013. Framework Contract Beneficiaries 2009 – Lot 2: Transport and Infrastructure EuropeAid/127054/C/SER/multi Request for Services No.2012/302918

Table I: Current status of State Institutional Support for Community Management (CM) in Small Towns: How well are the Water Ministry/Water and Sanitation Agencies positioned for effective Community Management in the small towns?

7-S Framework	States					
	Anambra	Cross-River	Jigawa	Kano	Osun	Yobe
<b>Strategy (Is there a written CM guideline)</b>	There is no written guideline for community management	Unwritten guideline used for the WSSSRP 1	Unwritten guideline used for the WSSSRP 1	Unwritten document used for the WSSSRP 1	Unwritten document used for the WSSSRP 1	Unwritten document used for the WSSSRP 1
<b>Structure (Institutional structure at state &amp; LGAs to support WCA)</b>	Proposed to establish a STOWA	Proposed to establish a STOWA	Small Towns Agency (STOWA) & planned to decentralize community mgnt.	Centralized structure for community management	Proposed to establish a STOWA	Proposed to establish a small towns unit in RUWASA
<b>System (Supportive procedure &amp; processes for WCA activities in small towns)</b>	There is no procedure and information system for community management in small towns	There is no procedure and information system to support WCA in small towns	The procedure is weak through the zonal managers. Some WCA are using <b>water slate</b>	There is no procedure and information system to support WCA in small towns	There is informal procedure by the WSSSRP I STU counterpart staff.	The procedure is weak. One WCA adapted <b>water slate</b>
<b>Staff (dedicated personnel for CM work in small towns)</b>	One staff dedicated to small towns in the Min. of water resources	One staff dedicated to small towns in the Min. of water resources	Zonal managers supports some form of community management	Not available	2 staff that participated in WSSSRP I STU.	Staff in RUWASA Small town Unit
<b>Skill (capacity to support WCAs soft skill &amp; technical O &amp; M)</b>	More technical skill on O & M	Weak capacity for soft skill but more for O & M	Strong capacity on community self selection, Weak capacity for soft skill but very strong for O & M	Weak capacity for soft skill but more for O & M	Weak capacity for soft skill but more for O & M	More technical skill on O & M
<b>Style (Leadership support for community mgnt.)</b>	Leadership support for community management is weak	Leadership support for community management is weak	There is a leadership support for Community management	Leadership support for community management is weak	Leadership support for community management is weak	Leadership support for community management is weak
<b>Shared value (interest to support WCA activities &amp; WCA payment for O &amp; M)</b>	Weak interest to sensitize communities to pay for O & M	Strong interest to sensitize communities to pay for O & M	Strong interest to sensitize communities to pay for O & M. However supporting WCAs with diesel for O & M	Weak interest to sensitize communities to pay for O & M	Weak interest to sensitize communities to pay for O & M	Growing interest to sensitize small towns to pay for O & M

Source: Field assessment June / July 2013.

## **2.0 Major Components of the strategy**

This section explains the major components of the strategic options and approaches required for the achievement of the Community Management Strategy. Community Management of Small Towns Water and Sanitation would require an established institutional framework with networks at the Federal, State, Local Governments and community levels. The participation of NGOs and CSOs is also very important because they have successfully implemented community managed WASH programmes in Nigeria. This therefore highlights the importance of working with governments at the three levels, as government institutions have the only established structure that will remain, even when the WSSSRP II ends. Each level of government has an important role to play but the local government has the most critical role. However, government institutions would require the support of development agencies, NGOs, and the private and informal sector.

### **2.1 Institutional Capacity Strengthening (STOWA or interim structure- LGA WASH unit/Department)**

The options highlighted here are based on the institutional diagnosis and capacity gaps using the 7S McKinsey Framework identified in Table 1 above. The proposed approach is to support community management through effective decentralization of the structure and strengthening the capacity of such at state, LGA and Community levels. The WSSSRP II will support measures that help create strong institutions at the state, Zonal, LGA and community levels. Identification of the state structure and people to work in such institutions. The capacity of such institution is also important as the bedrock of the community management. It is important to discuss and agree on the following with the senior management of the Ministry/Agency:

- a) The roles and responsibilities of the community management unit.
- b) Identification of skills and competencies to perform such roles and responsibilities
- c) Identify personnel with such skills and competencies
- d) Identify the capacity gap in such personnel
- e) Plan on how such capacities should be built

In the Water and Sanitation Policy and Water Law of each state, such structures to be responsible for small town have been identified as follows:

1. Anambra: proposed to establish a Small Town Water Supply & Sanitation Agency (STOWA)
2. Cross River: proposed to establish a small town unit in the Ministry of Water Resources
3. Jigawa: established a Small Town Water and Sanitation Agency (STOWA) and currently establishing a Department for Community Mobilization, Sanitation and Hygiene Promotion. This department has an overall Director and two deputy directors; one in charge of community mobilization

and the other for sanitation and hygiene promotion. The structure is decentralized to zonal/area offices and the LGAs. There would also be zonal community mobilization, sanitation and hygiene officers who will work with technical officers at the zone and Local Government WASH department officers.

4. Kano: proposed to establish a Small Town unit in the Ministry of Water Resources before the establishment of STOWA in line with the State Water Law.
5. Osun: proposed to establish a Small Town Water Supply & Sanitation Agency (STOWA)
6. Yobe: established a Small Town Water and Sanitation unit in RUWASSA and proposed to seek support from other departments (Community Mobilization, Sanitation, Hygiene Promotion, and M & E). The unit has an overall deputy director to coordinate all small town water and sanitation activities in the small towns. The unit will also work with the Local Government WASH department officers.

As part of capacity strengthening of this structure in each state, the systems of effective community management, staff, skill and leadership support for community management, operation and maintenance of water supply and sanitation is proposed as shown in the table II below:.



Table II: Proposed State Institutional Support for Community Management (CM) in Small Towns: Water Ministry/Water and Sanitation Agencies positioned for effective Community Management in the small towns

7-S Framework	States					
	Anambra	Cross-River	Jigawa	Kano	Osun	Yobe
<b>Strategy (Is there a written CM guideline)</b>	Adapt the community management strategy to socio-cultural issues of the state	Adapt the community management strategy to socio-cultural issues of the state	Adapt the community management strategy to socio-cultural issues of the state	Adapt the community management strategy to socio-cultural issues of the state	Adapt the community management strategy to socio-cultural issues of the state	Adapt the community management strategy to socio-cultural issues of the state
<b>Structure (Institutional structure at state &amp; LGAs to support WCA)</b>	Advocate establishing a STOWA &. Strengthen STGS Agree on the roles & responsibilities of the departments or units	Advocate establishing a STOW unit in the Ministry. Agree on the roles & responsibilities of the departments or units Strengthen STGS	Support establishment of CMSHP dept in STOWA with clear roles & responsibilities & decentralization of such to the zonal offices and LGAs Strengthen STGS	Support the establishment and decentralized structure for community management with clear roles & responsibilities Strengthen STGS	Advocate establishing a STOWA. Agree on the roles & responsibilities of the departments or units Strengthen STGS	Support review of the small towns unit in RUWASA. Agree on its roles & responsibilities Strengthen STGS
<b>System (Supportive procedure &amp; processes for WCA activities in small towns)</b>	Support procedure and information system for community management in small towns Support WCAs to develop CAP Support LGA-CSO monitoring plan for WCAs	Support procedure and information system to support WCA in small towns Support WCAs to develop CAP Support LGA-CSO monitoring plan for WCAs	Support CM procedure through the zonal CMSHP & LGA WASH depts. Advocate for all WCA to do & use <b>water slate</b> . Support WCAs to develop CAP	Support procedure and information system to support WCA in small towns Support WCAs to develop CAP Support LGA-CSO monitoring plan for WCAs	Support procedure and information system to support WCA in small towns Support WCAs to develop CAP Support LGA-CSO monitoring plan for WCAs	Support procedure and information system to support WCA in small towns Influence WCAs to adapt <b>water slate</b> Support WCAs to develop CAP Support LGA-CSO monitoring plan for WCAs
<b>Staff (dedicated personnel for CM work in small towns)</b>	Advocate for more staff to coordinate community mobilization, sanitation, hygiene, monitoring & evaluation dedicated to small towns in the Min. of water resources	Advocate for more staff to coordinate community mobilization, sanitation, hygiene, monitoring & evaluation dedicated to small towns in the Min. of water resources	Director, 2 DD at STOWA Zonal CMSHP working with LGA WASH depts. to support community management	Advocate for more staff to coordinate community mobilization, sanitation, hygiene, monitoring & evaluation dedicated to small towns	Advocate for more staff to coordinate community mobilization, sanitation, hygiene, monitoring & evaluation dedicated to small towns in the Min. of water resources.	Advocate for more staff to coordinate community mobilization, sanitation, hygiene, monitoring & evaluation dedicated to small towns in the RUWASA Small town Unit
<b>Skill (capacity to support WCAs soft skill &amp; technical O &amp; M)</b>	Do a capacity development plan on community selection process, community management & technical skill on O & M	Do a capacity development plan for community management & technical skill on O & M	Do a capacity development plan for community management & technical skill on O & M	Do a capacity development plan on community selection process, community management & technical skill on O & M	Do a capacity development plan on community selection process, community management & technical skill on O & M	Do a capacity development plan, community selection process, community management & technical skill on O & M
<b>Style (Leadership support for community mgnt.)</b>	Build Leadership support for community management	Build Leadership support for community management	Build leadership support for Community management at state & LGA levels	Build leadership support for community management	Build Leadership support for community management	Build leadership support for community management is weak
<b>Shared value (interest to support WCA activities &amp; WCA payment for O &amp; M)</b>	Build state & LGA political support & interest for community contributions to pay for O & M of WASH facilities	Build state & LGA political support & interest to sensitize communities to pay for O & M	Strong interest to sensitize communities to pay for O & M. However supporting WCAs with diesel for O & M	Build political support & interest to sensitize communities to pay for O & M	Build political support & interest to sensitize communities to pay for O & M	Build political support & interest to sensitize communities to pay for O & M

An advocacy effort would be intensified to the Policy makers and leadership support for community contribution toward operation and maintenance of WASH facilities in the state.

**2.2 Community Selection Process:** a Demand-Responsive Approach combined with Vulnerability ranking would be adopted. This is to ensure that communities demand for the project and willingness to contribute toward capital investment, operation and maintenance This will involve the following steps:

- **Small town identification:** identify the communities that meet the definition of small towns (population of between 5,000 to 20,000 people) in the LGA.
- **Awareness creation:** Awareness and sensitization sessions on the importance of the project/programme to LGAs and traditional councils.
- **Selection criteria form/questionnaire:** Self-selection tool and vulnerability criteria developed in a questionnaire and given out to communities with population between 5000 and 20,000
- **Selection or evaluation committee:** Evaluation committee constituted to develop scoring criteria
- **Communities claim of vulnerability status:** Communities fill the forms/questionnaire by answering the questions to show their level of vulnerability, demand for the project and willingness to contribute toward capital investment, operation and maintenance.
- **Verification, scoring and ranking:** the evaluation committee verifies the claims in the forms/questionnaires submitted by the communities, scores and rank all the small towns in the LGA.
- **Identification of the most vulnerable:** available resources and capacity will determine the number of small towns for intervention in year one and subsequent years.
- **Notification:** the small towns selected for year one intervention are notified through a letter from the state agency concerned through the LGA WASH unit.

**NOTE:** LGA WASH unit and CSO should be involved and encouraged to actively participate in the selection process.

**2.3 Community Mobilization, Participation and Ownership:** Small town communities would be effectively mobilized and sensitized on the WSSSRP II proposed strategy, approach and scope. The roles and responsibilities of the communities would be highlighted to the community leadership and development

associations (Community Development Association (CDA), Town Union, and Town Council).

## 2.4 Situation analysis and baseline data/information

This is to identify the current situation and the starting point in each small town in line with the WSSSRP II log frame. It is important to identify the following in the small towns:

- Community Development Association
- Town Union or Town Council to work with in each community.

The above community structures will enable the facilitators to analyse the current situation on hygiene and sanitation in the communities. This information on sanitation and hygiene to be collected will also include the current hygiene practices, prevalent water and sanitation diseases, number of households with toilets etc. It will also involve identification of residential locations and landmarks useful for demarcating wards or zones or areas in the community. The community may be required to make a “community survey” guided by the community mobilizers.

The community mobilizer would start the process of a community map and *hand over the stick* to the WCA to draw a basic sketch map of their neighbourhoods and town. This is done at a community general assembly meeting with all consumers participating. They may draw the map on the floor but latter transfer it on a paper, this is then filled in by contributions of all persons present until a clear idea of the residential pattern, sites of existing public water and sanitation facilities, households with wells, boreholes, latrines etc are all identified jointly. The map is placed in a public place jointly agreed by the community as a reference point or the baseline situation at the beginning of the project.

Participants are then asked to provide information on patterns of water usage, distance to water collection points, queue time, for example which sections of the town have existing facilities supplying them such as river water, private wells or boreholes, company-provided water supplies, or privately-owned water point selling water to the neighbourhood. This information is summarised by the Community Mobilizers and baseline survey specialist together with the sketch map forms the “community survey”.

The information form part of the factors to be used in forming the WCAs in the community. The community survey also assists the consumers in pre-planning for the water points. The Community Mobilizers and Engineers should use this opportunity to listen to the consumers to establish how the technology options and mixes can be optimised to give the consumers the best value for their money.

## **2.5 Water and Sanitation Technology Options:**

The Community mobilizers and Water and Sanitation Engineers will work together in engaging the community general assembly on the different water supply and sanitation technology options. The community general assembly should be facilitated in discussions with pictures or pictograms and drawings of the different technology options. They should have ideas on the capital cost, operation and maintenance cost. Water consumers will be expected to commit themselves to pay at least 5% of the construction costs and fully fund the operation and maintenance of the water scheme. In order to make informed choices, the Water and Sanitation Engineer will play an intermediary role to assist the water consumers to understand the various technologies and cost implications of any choice made. Laminated sketch cards for the specific technology options from the WSSSRP 1 or in each phase of the programme will be made available to aid discussions in this step. The cards may be developed into posters for easy use with larger groups of consumers. This activity may be conducted simultaneously with earlier mobilisation session, but should be repeated at this step after the community survey with greater understanding of the residential patterns and profile of the community existing water supplies. A household with a private water-selling business may not be the best site for the water point, even if that is the only area with the most underground water. Neither would a member of such a household or a strong advocate/employee for welfare (free) provision of water and sanitation facilities be the best candidate for the WCA committee position even if such a person wishes to belong to the WCA. The community mobilizer will be expected to openly express some of these technical views and suggestions for the water consumers to discuss as they form the WCA.

The community mobilizer and Water and Sanitation Engineer should use this opportunity to listen to the consumers to establish how the technology options and mixes can be optimised to give the consumers the best value for their money.

When the water consumers have made their choice, other illustrations may be with- drawn and their choice recorded in a minutes of meeting and full report of the process. The report will subsequently be submitted to the PIA project office with the sketch community maps and baseline survey report.

A technology option pilot is proposed for one or two states. It is a technology evaluation process that was developed by WASHTech on the 7<sup>th</sup> EDF project. It is technology evaluation tool that help to select or introduce the right type of technology in a community setting. It can also be used to evaluate the effectiveness of a particular technology option taking into consideration some of the variables such as capital cost, operation and maintenance cost.

## **2.6 WCA executive selection process**

Selection process of WCAs would be elaborate to ensure that all social classes and the different zones/areas/wards in the community identified during the community mapping. Positive Deviance Approach (PDA) would be adopted in

WCA executive selection (see Annex 1 for details). It is a creative way of facilitating community to the most appropriate leadership qualities required for the management of their water and sanitation services. The approach looks at the leadership and management experiences existing in the community while also looking at the type of support required by such people to perform their task. The community general assembly will have to decide on the qualities they want to see in the people to manage their water and sanitation services and identify the people that have such qualities considering the different segments and groups of women, men and youths in the community. Community facilitator would stimulate openness and transparency about the selection process right from the beginning. The activities of the WCAs will be guided by a constitution. See the WCA constitution for further details.

## **2.7 WCA Capacity Development**

A facilitators' training manual will be developed for improving the capacity of community WCAs to perform their roles and responsibilities. The WCA will participate in community based training spread over one week. Sessions will be weighted based on the capacity of the WCAs using adult learning methodologies

### **Soft skill capacity Development**

The soft skill development will include leadership, transferable skills and financial education. Leadership, public speaking, community mobilization and sensitization, facilitation, training, feedback process, participatory decision making, follow up approaches, carrying people along, conflict resolution, mentoring, tracking/monitoring progress, peer-review process, response mechanism, periodic assessment, analytical thinking, problem solving, sharing findings, record keeping and documentation.

### **Mentoring**

This is a one-on-one support to the WCAs and its executives by the Community Mobilizers on specific issues to promote hands-on practices of the soft skills. This will span between four and eight months.

### **Technical skill development**

Operation, repair of water and sanitation scheme, preventive maintenance, replacement maintenance, trouble shooting, technical record keeping, pumping schedule, spare parts, maintenance schedule, monitoring record, operational record, tracking maintenance record, financial management, tariff setting, business planning, revenue collection, customer relations, expansion planning etc.

The WCA will be registered to function as a legal entity either at the LGA or State level. Future registration with the Corporate Affairs Commission will be determined by the level of management system for its assets and Public- Private Management of its facilities.

## **2.8 Resource mobilization**

The small towns would be facilitated to identify different resource mobilization opportunities through Local philanthropists, Local businesses and artisans,

Community endowment funds, Old boys/girls networks, Religious organizations, Women's associations, corporate organizations, taxing the use of community resources, household contribution.

It is important to sensitize communities at the beginning of the programme on the need to start setting aside financial resources to support operation and maintenance of the water supply facilities.

## 2.9 Operation and Maintenance

Universal and sustainable provision of water supply and sanitation services is possible only if water is recognized as an economic good, subject to the relation of supply and demand. Thus people's demand for water is a function of the price of water. Their willingness to pay for water is influenced by the level of service they desire and the quality of the service they receive (people will pay if services are good). As the price of water depends on the cost of systems, appropriate technologies that conform to consumers' demands and willingness to pay should be adopted. Treating water as an economic good enhances financial viability, by ensuring that tariffs cover the costs of investments and operation and maintenance.<sup>22</sup>

Small towns face special challenges in operation and maintenance of its water supply systems in the following ways:

- Many small towns are sufficiently large and dense to benefit from economies of scale and higher levels of services offered by piped systems;
- Some small towns water systems are too large and complex to be operated by communities
- Some are too small and dispersed to be profitably managed by a conventional urban water utility.
- All small towns water scheme would require specialized professional support to train operators, prepare and update business plans, pipeline/network expansion, resource mobilization and Value for Money principles (Economy, efficiency and effectiveness).

To address the four challenges, the WCA will administrate the operation and maintenance of the water supply and sanitation scheme with supervision and technical support from the State Ministry, STOWA and LGAs. The WCA would be engaged to have a say in the proposed technology options at the planning stage. They would be guided through a selection process that explains the associated operation and maintenance issues of each technology option. In water supply, solar powered borehole becomes a ready option.

The design of appropriate tariff structures and collection systems would also be intensified to support sustained operation and maintenance system.

The operation of the water scheme can be done by applying different models:

1. WCA representatives- direct management

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<sup>22</sup> (FGN 2000) Federal Ministry of Water Resources. National Water Supply and Sanitation Policy. First Edition

2. Community artisan-delegated management
3. Private sector individual or firm
4. Community engaged CSO

Whichever model is adopted; the WCA will still perform the oversight and monitoring of the operation. The WCA will regulate the tariff while the state structure will support contracting process between the WCA and the operator. If the community decides for a private sector to manage the water supply scheme, the first point is that in order to succeed Private Public Participation (PPP) needs some prerequisites - most importantly: commitment from all stakeholders based on good communication of the changes that will be necessary to implement PPP. The choice of contract has to rest on a realistic assessment of the local context against the prerequisites<sup>23</sup>

## **2.10 Communication and feedback mechanism**

The WCA executive will organize WCA general assembly (community general assembly) meeting to render account and report progress on quarterly bases. They will report to the community general assembly and the Town Union as the case may be before the community general assembly meeting.

## **2.11 Gender, Equity and Inclusion:**

Roles and capabilities of all social groups in the communities would be considered in selecting people into the WCA. Gender champions and Positive Deviant Men and Women would also be identified in each community to influence community leadership and the general assembly on the importance of gender sensitive and inclusive process. Conscious effort would be put in place to ensure that the situation and conditions of marginalized groups such as women, People Living or Affected by Disability are considered to participate in WCA decision making. They will also be represented in VHPs, scheme operators and artisans. Their situation would be considered in deciding WCA time of meeting, infrastructural designs, participation in WCA meetings, decision making process in WCAs. A special measure will be instituted to encourage:

1. Women attending all/nearly all WCA meetings
2. Women putting forward suggestions in WCA meetings
3. Able to give examples of women's suggestions heard in VHP meetings
4. WCA action in response to women's ideas
5. WCAs seeking input from vulnerable/marginalised groups (inc. Women, PLWD and children)

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<sup>23</sup> World Bank et al (2002) Report of the International Conference on Water and Sanitation for Small Towns & Multi-Village Schemes.

## 2.12 Record Keeping

The WCAs would be mentored on the importance of record keeping and documentation of its activities; such records will include:

1. Community map
2. Community action plans
3. Minutes of meeting
4. Operation and maintenance plan
5. Financial records

## 2.13 Sanitation

All Nigerians should have access to adequate, affordable and sustainable sanitation through the active participation of Federal, State and LGAs, NGOs, External Support Agencies, Private sector, communities, households and individuals. Each household in Small Towns must own and use a safe sanitary facility of at least sanplat latrine<sup>24</sup>.

The problems facing sanitation and public hygiene in small towns reflect the general state of sanitation in Nigeria. The problems include lack of awareness and demand; unclear policies and institutional leadership; and, no financing. The approach to be adopted will include:

- Create awareness and demand for safe sanitation.
- Build capacity of the WCA and VHP
- Support the establishment and or strengthening of the State Task Group on Sanitation (STGS) to monitor and verify Open Defecation Free (ODF).
- Promote No-Subsidy for Household Toilet
- Adapt Community Led Total Sanitation (CLTS) to Small Towns Socio-economic situation to ensure that households are triggered to adopt safe sanitation and hygiene practices following the steps below:
  - a) Organize and mobilize the Community Facilitation Team:  
There is a need for a team of people to lead the CLTS process in every small town. This team will be made up of State Community Mobilizers, LGA WASH sanitation staff, NGO staff, local leaders and Natural

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<sup>24</sup> FGN (2004) Federal Ministry of Water Resources: Draft National Water-Sanitation Policy



Leaders, selected from the town. The team will include roughly equal numbers of men and women.

- b) Mobilize the community
- c) Involve women and men as active participants in CLTS.
- d) Trigger the community: organize a community/sectional meeting using different participatory tools to get communities to become committed to stop open defecation.
- e) Divide the community into compartments or cantonments or areas for transect walk
- f) Monitoring: work with the community/section when making follow-up visits and monitoring activities aimed at achieving ODF and sanitation improvements.
- g) ODF verification: to be conducted by the State Task Group on Sanitation
- h) ODF certification: to be conducted by the National Task Group on Sanitation.
- i) Declare and celebrate the ODF.

CLTS is a process to inspire and empower communities to stop open defecation and to make improvements in hygiene and sanitation. Communities come together to discuss the problem of open defecation and decide what they want to do about it. CLTS has been implemented in many Small Towns of Ghana, Kenya, Bangladesh, India and many other countries in Asia.

CLTS focuses on changing sanitation and hygiene behaviours as the primary objective, rather than constructing toilets. The idea is to get people committed to changing their behaviour first, before talking about the construction of toilets. Open defecation (OD) and hand washing with soap are the first behaviours to be changed, as these are the most effective behaviours for reducing diarrhoeal disease. Community members analyse their own practice of open defecation – ‘shitting in the open’ - and come to realise that open defecation is disgusting and dangerous. The breakthrough or ‘trigger’ for stopping open defecation is when people realise and begin to make statements such as.....”we have been eating our own shit”

The CLTS process makes people disgusted, ashamed, and angry enough to want to do something about the problem of open defecation – We step on shit every day when we walk through the village. We feel disgusted and want to vomit from the smell and sight of shit. We feel embarrassed when we go for a shit and find others already in the bush. We women are afraid of being harassed when we go to the bush for a shit. We feel embarrassed when we have a visitor and have

to direct him to the bush for a shit. We now see that we are eating our own shit and it makes us and our children sick.

Once small towns/community members realize that they are eating their own shit, they take immediate action to stop open defecation and to build and use toilets. Households dig pits and built latrines, using local resources and their own labour, and neighbours help neighbours. Through their collective efforts they build lots of latrines and achieve Open Defecation Free (ODF) status.

## **2.14 Hygiene Promotion**

A group to be known as Volunteer Hygiene Promoters (VHP) would be involved in House-to-House sensitization on safe hygiene practices. The sensitization will commit to:

1. Stopping open defecation through the construction and usage of latrines. This will also include child stool management. CLTS is the major approach to be used in achieving this objective.
2. Hand washing at critical times (after using the toilet, touching animals, cleaning child stool, etc). Major campaigns integrated with the Participatory Hygiene and Sanitation Transformation (PHAST) approach community and LGA levels. The PHAST approach is based on the principle that the participation of communities in their own project will empower the community and improve its decision making the services it needs and wants to maintain. Through the PHAST approach, communities gain awareness of their water, sanitation and hygiene situation through participatory activities, they are empowered to carry out their own plans to improve this situation.
3. Food hygiene: Volunteer Hygiene Promoters (VHP) will campaign from house to house on the importance of covering food and water, hand washing before cooking and eating, effective cooking of food, washing of vegetables before cooking among others.
4. Waste management: VHP will campaign from house to house on the importance of collection and proposal of waste. The community will be facilitated to agree on a waste dump site in the community in line with the LGA sanitation laws.
5. Personal hygiene: VHP will campaign from house to house on the importance of personal hygiene such as regular bathing, nail cutting, teeth cleaning, hair cutting etc.
6. Water hygiene (collection, transportation, storage): VHP will campaign from house to house on the importance of safe water chain. VHP would be

required to periodically conduct a sanitary surveillance using the Howard reference Manual, 2002<sup>25</sup> ( see annex 4 for details)

## **2.15 Networking and partnership**

CSO- LGA WASH Unit/Department partnership to support capacity improvement, mentoring and monitoring of WCAs.

Federation of WASHCOMs: WCAs will be linked to the Federation of WASHCOMs to create more demand and advocacy to the Local Government for support to WASH activities in the entire LGA.

Other partnership will include those with UNICEF, WaterAid, Action Against Hunger, NEWSAN and other organizations promoting community ownership and management in the sector.

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<sup>25</sup> Howard (2002) Sanitary Survey for gravity-fed piped water proposed by Howard in Water Supply Surveillance – A reference Manual, 2002

### 3.0 Monitoring and Evaluation

In view of the weak implementation of National M&E framework, efforts will be made to support monitoring of community-based activities at LGA and community levels. The monitoring mechanism will involve the use of simple formats, which, will be based on the Community Action Plans developed by the WCA. These format will be developed for data collection at community, LGA and State levels. The analysis of the data collected will be done at th level of the state and eventual reporting. The WCAs would also use the data to take decisions on O&M and the general management of their facilities. The Community Led M&E system will be fully aligned and support the State WASH monitoring systems being proposed or already in place in some states. These formats will also capture major activities for monitoring the programme at all levels.

In each community, WCAs will be reporting to LGA WASH Units/Department on a monthly basis using the agreed format. A participatory M&E approach will be adopted as it gives room for all stakeholders to assess the extent to which expected changes have been realised and also to reflect on the impact of the changes. Data will be collected monthly and quarterly by the State Community Mobilizer to track progress.

The WASH Units/department will collate these reports and submit to the STOWA or RUWASSAs as the case may be in the state. The STOWA or RUWASSAs will review the reports and submit to the State Steering Committee. The State Task Group on Sanitation (STGS) will verify and certify communities for ODF.

Exchange and learning visits will be promoted to ensure peer review of WCA activities in WASH clinics.

#### 3.1 Results framework ( see results 3.14 and 3.15 )

S/N	State	No of Small Town/WCA in Yr 1	No of Small Town/WCA in Yr 2	WCA executives
1	Anambra	10	Pick more from the pre-selected communities	
2	Cross River	10	Pick more from the pre-selected communities	
3	Jigawa	10	Pick more from the pre-selected communities	
4	Kano	10	Pick more from the pre-selected communities	
5	Osun	10	Pick more from the pre-selected communities	
6	Yobe	10	Pick more from the pre-selected communities	

### **3.2 What is a functional WCA?**

A WCA must meet at least 6 of the functionality criteria after 6 months of establishment. It must meet 10 of the 15 functionality criteria in the table below at the end of year one.

1. WCA communicating and developing partnerships with other WCAs, CBOs and organisations.
2. Clear financial records kept by WCA and shared with the community.
3. Evidence or records of WCA mobilising resources (time, funds, labour, materials/equipment) for WASH activities
4. WCA making requests to LGA WASH unit or state Ministry/Agency for support to community WASH project
5. WCA has received response from LGA WASH unit or state Ministry/Agency.
6. The WCA has a constitution or guideline for their activities.
7. WCA has developed a Community Action Plan (CAP) and using this as advocacy tool to the LGA.
8. The WCA is monitoring progress of Community Action Plan (CAP) and providing feedback to the community general assembly, Town Council/CDA/TU.
9. Minutes of WCA meeting
10. Women members attend all WCA meetings (evidence in meeting minutes)
11. Women's WCA Committees (VHP) are formed and active in WCA
12. WCA has records of concerns raised by the Women's WCA Committee at WCA meetings and actions taken on these concerns
13. VHP conducting house-to-house sensitization on the importance of safe water, sanitation and hygiene.
14. At least 3 artisans identified as members of the WCA
15. Develop an O & M plan

At the end of a year, a functional WCA must score at least 10 marks from the 15 above.

### Milestones to reach result 3.15 (Years 1, 2 and 3)

Year 1 Functionality Criteria	Year 2 Functionality Criteria	Year 3 Functionality Criteria	Year 4 Functionality Criteria
<ul style="list-style-type: none"> <li>-meets at least once every month.</li> <li>-take minutes of meeting</li> <li>-takes decision on issues raised in previous meeting</li> <li>-women and men participation</li> <li>-conduct house to house visit on safe water, sanitation &amp; hygiene</li> <li>-50% household latrine</li> <li>-creating awareness on resource mobilization</li> <li>- mobilizing resources for O &amp; M</li> <li>- mobilizing resources for O &amp; M</li> </ul>	<ul style="list-style-type: none"> <li>- meets at least every 2 months</li> <li>-list decisions &amp; take minutes</li> <li>-men and women taking part in decisions.</li> <li>-mobilizing resources for O &amp; M</li> <li>-80% improved household toilet</li> <li>-ODF</li> </ul>	<ul style="list-style-type: none"> <li>-develop a record for WCA minutes</li> <li>-advocacy and influencing activities to the LGAs and state agency</li> <li>-100% ODF</li> </ul>	<ul style="list-style-type: none"> <li>-registered as a legal entity</li> <li>-Total Sanitation</li> </ul>
Develop a community action plan			

#### 4.0 Operational Issues and implementation of the Strategy

The strategy will be implemented in the WSSSRP II partner states in Nigeria as shown in Figure 1 below through the state institutions and structures for Community Management in the Small Towns of Anambra, Cross-River, Jigawa, Kano, Osun and Yobe State.

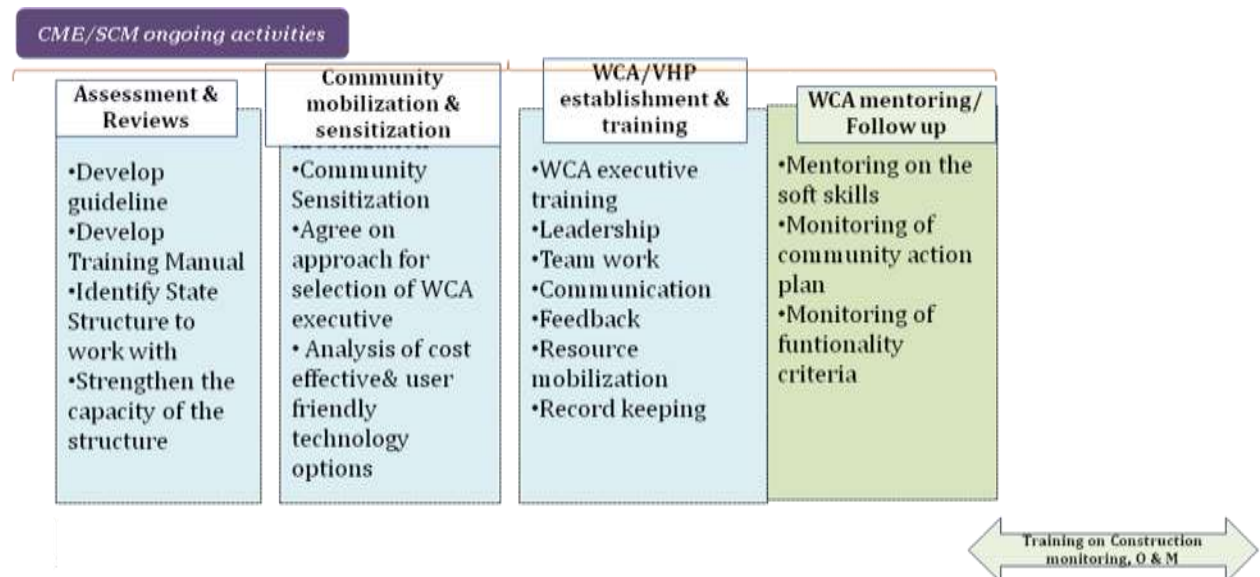


Figure 1: Implementation process of the Community Management Strategy

The State Community Mobilizers (consultants) are expected to achieve the following results under the WSSSRP II objective:

3.14 Support to the preparation of community management guidelines and strategy;

3.15 Implement capacity building for Water Consumers Associations;

3.16 Support to the implementation of community-management strategy

The ToR also outlines the specific community management activities to be implemented in the small towns.

State Community Mobilizers (consultants) are engaged to work in line with the 7 S to build institutional, State and Non-State actors' capacity for the implementation of the strategy. The State Community Mobilizer will mentor and build capacity of the state contact persons/institutions /focal persons responsible for Small Towns Community Management. He or she will lead and hand over the stick to the state focal persons responsible for Small Towns Community Management.

State structures and decentralized structures at the zonal and LGA level would be built and strengthened to support the implementation of the Strategy.

Quarterly review meetings would provide opportunities to exchange ideas and learn on the implementation of the strategy.

The planning and implementation process would be conflict sensitive particularly for the Northern States. LGA and community visit will comply with the security guideline of the programme.

#### **4.1 The Main roles of key stakeholders**

**Federal Ministry of Water Resources:** provide strategic supports to the state Ministry/Agencies in line with the Water and Sanitation policies. Through its Task Groups and Committee such as the National Task Group on Sanitation (NTGS) certify ODF in small towns

**State Ministry of Water Resources:** Establishment of a unit in the state Ministry to provide policy direction and monitoring the implementation of WASH in small towns as stipulated in the State WASH Policy and the water law.

**Small Towns Water and Sanitation Agency:** Establish a unit or department to coordinate implementation of community management activities in the small towns in the state. Collaborate with State Task Group on Sanitation (STGS) to verify ODF in small towns.

**Local Government Water and Sanitation Units/Department:** collaborate with the state agency or structure for small towns' community management in mobilizing, capacity building and monitoring of the WCAs.

**Civil Society Organization:** collaborate with the state agency and LGA WASH units/departments in mobilizing, capacity building and monitoring of the WCAs.

**The Technical Assistance (TAT)** service contract will support the engagement of consultant-State Community Mobilizers to provide technical assistance and support the Project Implementation Agency in the states in implementing the strategy.

**WCA Executive:** coordinate day-to –day management of WASH activities in the small towns.



## **5.0 Conclusion**

Implementing community management in WSSSSRP II supported small towns represent special challenge and opportunities that necessitate development or adaptation of a supportive policy, legal and regulatory frameworks. This is the reason for this strategy or guideline.

Documentation and sharing of learning and best practices is therefore at the heart of this strategy. The implementation of this strategy would foster learning, knowledge sharing and networking among all actors involved in the process.

It is expected that lessons on the programme will lead to the review of this strategy over a period of time.

Annex 1:

**WCA establishment process**

1. Meet with the traditional council and sensitize them on the importance of the WSSSRP II
2. Facilitate them on the community governance and the development associations
3. Facilitate them further on the specific units or committee of the development association to know if a water management committee exist or not
4. If a water management committee exist, facilitate them on how it can be strengthened
5. If a water management committee does not exist, then use the Positive Deviant Approach (PDA) to support the community appoint WCA executives.
6. Ask the community leader/council to itemise all the zones/areas that makes up the community (write them down)
6. Ask from the leaders, men, women, and children to identify qualities, features and characteristics they like to see in their leaders (write down the qualities, features and characteristics)
7. Ask them to identify 10-15 people in the entire community. At least a man and woman in each of the itemised zones/areas who possess those qualities/features/characteristics.
8. The people identified would be the WCA executives (facilitate them to appoint their leaders- Chairperson, secretary, treasurer, women leader etc)
9. Ask them to also identify people who have technical skill (plumbing, motor mechanic, electrical works) to be part of the people.
10. Read out the roles and responsibilities, mode of operation of the WCA executives. Explain that the WCA should be a unit of the development association in the community and should have a constitution (facilitate them to review and adapt the WCA constitution template).
11. Facilitate the Traditional council to bless the WCA executives

**NOTE:** The women leader would also be the chairperson of the VHP

Annex 2:

**Volunteer Hygiene Promoters Selection Process**

1. Use steps 1 to 6 above for the WCA selection process to identify 6 women that can volunteer to be sensitizing the community on sanitation and hygiene improvement in the community.
2. Read out the roles and responsibilities and the mode of operation of the VHP
3. Explain that the VHP is an arm of the WCA
4. Facilitate the traditional council to bless the VHP

**NOTE:** The women leader in the WCA executive should be a member of the VHP also the chairperson of the VHP. This is to ensure that the voice of women issues and decisions at VHP meetings should get to the WCAs

## Annex 3:

### **Community Led Total Sanitation Implementation Process**

1. Organize and mobilize the Community Facilitation Team: There is a need for a team of people to lead the CLTS process in every small town. This team will be made up of State Community Mobilizers, LGA WASH sanitation staff, NGO staff, local leaders and Natural Leaders, selected from the town. The team will include roughly equal numbers of men and women.
2. Mobilize the community
3. Involve women and men as active participants in CLTS.
4. Trigger the community: organize a community/sectional meeting using different participatory tools to get communities to become committed to stop open defecation.
5. Divide the community into compartments or cantonments or manageable areas for transect walk and trigger.
6. Trigger public places (markets, motor parks, recreation centres, religious centres etc) separately working with existing associations in such places
7. Monitoring: work with the VHPs when monitoring and follow-up visits and monitoring activities aimed at achieving ODF and sanitation improvements.
8. Assess progress and re-trigger some section if required ensuring social inclusion most especially of minority groups.
9. ODF verification: to be conducted by the State Task Group on Sanitation
10. ODF certification: to be conducted by the National Task Group on Sanitation.
9. Declare and celebrate the ODF.

Annex 4:

**Sanitary survey of community water supply**

1. Does the pipe leak between the source and storage tank? Y / N
2. Are the storage tanks cracked, damaged or leak? Y / N
3. Are the vents and covers on the tanks damaged or open? Y / N
4. Do any taps leak? Y / N
5. Does surface water collect around any tap? Y / N
6. Is area uphill of any tap eroded? Y / N
7. Are pipes exposed close to any tap? Y / N
8. Is human excreta on the ground within 10 m of any tap? Y / N
9. Has there been discontinuity within last 10 days at any tap? Y / N
10. Are there signs of leaks in the main supply pipe in the system? Y / N
11. Do the community report any pipe breaks in last week? Y / N
12. Is the main supply pipe exposed anywhere in the system? Y / N

Total Score of Risks: 10/12 ⇒ High risks

6/12 ⇒ Medium risks

3/12 ⇒ Low risks

**Source:** Sanitary Survey for gravity-fed piped water proposed by Howard in Water Sanitary Survey for gravity-fed piped water proposed by Howard in Water Supply Surveillance – A reference Manual, 2002