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**WATER WEEK 2007
WATER FUTURES –
SUSTAINABILITY & GROWTH**

GET ON TAP

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**TRANSPARENCY IN WATER SERVICE
DELIVERY AND MANAGEMENT**

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THE NIGERIAN EXPERIENCE

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- We can achieve the Millennium Development Goals if proper use is made of the powerful tools at our disposal. But two things are necessary: sustained partnerships between governments and civil society and sustained donor resource input”

Jeffrey Sachs, Director, United Nations Millennium Project

Excerpts - Issues in Water Supply & Sanitation and their Role in the Attainment of MDGs in Nigeria, By Depo Adenle

(UN DECADE FOR WATER (2005-2015) – NIGERIA'S EFFORTS), (November 15, 2006)

CHALLENGES

- Lack of clear and coherent regulation –
- Uncoordinated approach to water laws administration
- **Laws inadequate – the flaws identified in the water laws.**
 - Virtually all the laws on WS (Fed. & State) are rule-oriented and fail to recognize the role of the private sector and communities as important stakeholders.
 - Lack of appropriate institutions at all levels, and
 - Chronic dysfunction of existing institutional arrangements. (At the community level, potential users of services are often constrained by the absence or underutilization of institutions to facilitate collective and/or individual action. At the national and sub-national level, sanitation often has no institutional 'home' at all, creating a policy vacuum and a corresponding lack of prioritization in budgetary decision-making).

- Lack of stakeholder participation –Schemes not demand driven; top down approach. Several boreholes drilled by FGN & at times by State governments not properly handed over to communities breakdown shortly after completion
- Lack of coordination between State, private sector, Development Partners and CSO initiatives. – Soroptimist, Rotary etc.
- No role for women - There is an inadequate involvement of communities, especially women, in all aspects of project work, which has resulted in low community ownership and poor service sustainability
- Lack of technical and managerial capacity in the WSS sector especially at the LG and community levels.

- Lack of technical & financial capacity at LGAs to efficiently monitor mini water schemes – boreholes, etc
 - ❖ “Federal government with the collaboration of international agencies, especially UNICEF, is helping states to build capacity of state, local and community levels before moving the responsibility for rural water supply to the LGAs in accordance with national policy.”
 - ❖ WaterAid – partnering with NGOs in 2 states Bauchi and Plateau, but in Benue partnering with the State govt.
- Weak commitment of state Govts. to institutional reforms – David Henley (2000)
 - “... Trained people go elsewhere where they can earn more; experienced managers get moved, system fails as soon as Bank finance dries up; ...We find that promises made by Government to improve operations and revenue generation are not and cannot be kept; ... We find autonomy is given and taken away;...”*

LASTING SOLUTIONS

TRANSPARENCY IN WATER SERVICE DELIVERY AND MANAGEMENT

Governance Transparency and Social Accountability

- Accountability mechanisms that address power relations, especially bringing the society directly to the service providers (social accountability) are the answer -
Can improve governance, efficiency, development, effectiveness and empower the poor (including vulnerable groups).
- Can they? What are the prerequisites/ challenges? How does social accountability interface with top-down donor/state public reform, PSP and decentralisation agendas? What about the issue of limited political space that constrains civil society participation?

Definitions

- Accountability is “a pro-active process by which public officials inform about, and justify their plans of action, their behaviour and results and are sanctioned accordingly” (Ackerman, 2005: 1, emphasis mine).
- Social accountability is “an approach towards building accountability that relies on civic engagement, i.e. in which it is ordinary citizens and/or CSOs who participate directly or indirectly in exacting accountability” (World Bank 2004, p.3).

Social Accountability mechanisms include :

- citizen participation in public policy-making
- participatory budgeting
- Public Expenditure Tracking Surveys (PETS)
- citizen monitoring of public service delivery
(such as **CBPM** & citizen report cards)
- citizen advisory boards; citizen's juries
- Citizens Charters
- social auditing
- monitoring procurement

Community Based Performance Monitoring (CBPM)

- Developed in the Gambia, drawing on successes of the Community Score Card by Care Malawi and enhanced focus group methods developed in Sierra Leone
- Relates to the Citizen Report Card tool developed by the Public Affairs Centre, India. Unlike CRC, CBPM is primarily focused at the community level and not national level
- Aimed at empowering communities to influence the quality, efficiency and accountability with which services are provided to them

CBPM features:

- Uses basic participatory M&E principles:
 - communities generate the data
 - communities understand the data
 - communities review and use the data
 - communities own the data
- Uses the community-level service or facility as the unit of analysis
- Generates information through focus group interactions
- Provides immediate feedback to service providers
- Enables immediate response and joint decision-making
- Results in agreement to undertake reforms to improve service quality

- For a significant contribution to governance and poverty eradication, SA requires
 - Institutionalisation into policy and practice
 - Dealing with representation issues to address vulnerability
 - Methods for scaling up that systematically relate local to global level activities
 - Taking advantage of the human rights framework to inform investments and practice



Community Scorecard voting in Peru, March 2006 15

Nigeria – Oyo State, Interconnectivity Project

www.ibadannorthcommunitypartnership.org

- The impact of development without the participation of the beneficiary communities was illustrated during a programme implemented by the Nigeria Network of NGOs (NNGO) in its Ibadan North Community Partnership Project in March 2006.
- This project aims to develop interconnectivity at LGA levels through participatory processes
- NNGO was informed by community leaders that the water supply to the community was inadvertently disrupted over a decade ago during a road rehabilitation project purported to have been supported by the World Bank. They still have no water supply to the area.
- The Community has since developed an ACTION PLAN – see website www.ibadannorthcommunitypartnership.org which it is monitoring effectively. The inclusion of the CBPM strategy would greatly strengthen this community's ability to actively participate in the development of that area

**YEMETU COMMUNITY LEADERS BRIEFING NNNGO
REPRESENTATIVE ON WORLD BANK PROJECT**



- **Service providers (SWAs etc). Should:**
 - Improve pay scales and incentive structures to attract and retain qualified technical and managerial staff.
 - Restructure professional incentives to reward good performance in operations and maintenance, as well as service extensions to low-income communities.
 - Involve both women and men and youths in water supply and sanitation services provision and integrated water resources management initiatives.
- **Civic organizations such as schools, local NGOs, and community associations should:**
 - Partner with service providers in projects to provide or improve services to poor communities.
 - Participate in public meetings, hearings, and other events related to public-service delivery to advocate for policies and programs that will improve water supply and sanitation services to the poor.
 - Include hygiene education in school curricula.
 - Use the issue of water supply and sanitation services as an entry point for promoting women's empowerment.
 - Promote women's involvement in community management of water supplies.

2nd National Urban Water Sector Reform Project – Lagos and Cross River States

- National and State policies for Poverty alleviation and economic growth. (NEEDS/SEEDS/LEEDS)
- Lagos state model for water delivery. Creation of Lagos Water Corporation from Lagos State Water Corporation
- Basis of Lagos State Water Act 2004.
- Model leading to delivery of water by private operators – PSP, regulated by an independent State Regulatory Commission
 - Support Nigerian Government to provide potable water supply to urban residents
 - Improve reliability and financial viability
 - Increase access to piped water networks
 - Consultation of customers by water utilities previously been weak
 - Nigerian Govt. decided to employ Community Service Organizations (CSO Partners) in Lagos & Cross Rivers State
 - Establish Citizen's Participation System, a comprehensive stakeholder outreach to ensure that water services provision reflects demands of all user groups

Citizen's Participation System

OBJECTIVES

- To promote citizen's participation in the project
- To defend the interest and ensure water supply to vulnerable and special needs groups i.e. schools hospitals, prisons and market through community management systems
- To defend the interest of private customers and communities in the Distribution Services Areas (DSAs) through continuous citizen's participation on service, performance and future improvements

- To strengthen service-oriented relations between the customers and the water utilities.
- Ensure that LSWC has appropriate knowledge on customers' needs and priorities, improve performance and transparency, and adapt to changing customer preferences
- Build knowledge and capacity of
 1. CSO partners to monitor and evaluate effectiveness **(Must have respected standing in the neighborhood)** and
 2. Customer representatives in key water provision issues

Key Tasks

- Customer survey, consumer feedback system
- Develop and synthesize reports
- Conduct Workshops, Training for communities and CSOs
- Meetings with LSWC
- Monitoring and Evaluation system for
 1. Capacity building programmes and
 2. Overall Service delivery

Stakeholder/CSO Advisor

- In addition to this initiative the LSWC has appointed a Consultant – Stakeholder/CSO Advisor to
 1. Prepare a policy for LSWC interaction with stakeholders and CSOs
 2. Prepare an annual plan to implement the policy
 3. Advise & Brief the CEO and LSWC on stakeholder and CSO matters
 4. Serve as main contact point between stakeholder groups, CSOs and LSWC

ACTIVITIES

- Develop criteria for CSOs working or willing to work with LSWC
- Conduct field visits to verify the existence of CSOs and level of involvement in LSWC Urban reform project in DSAs
- Develop Database - Directory of CSOs in Lagos State established in/affiliated to DSAs
- Organize Stakeholder's Meetings for CSOs in Water Sector – Policy, PPP etc.

CHALLENGES

- The main challenge so far has been the agitation by some CSOs sponsored by some Northern NGOs i.e. WaterAid, organisations like African Water Network/Water-warriors etc. who are dead against privatization in the water sector.
- Imposition of agendas emanating from foreign agents without clear understanding of local conditions is dangerous and has already led to the cancellation of projects, which would have increased water supply to the poor areas of Lagos, by other development partners
- Negative perception of Private Sector Participation (PSP) in the Water Sector by CSOs in Nigeria – regarded as a privatization exercise which would disenfranchise the poor
- Inadequate information regarding PPP and alternative systems, particularly community driven initiatives.
- Funding of the consultation process

- **Corruption, bad governance and ineffective monitoring of budget allocations at State and LGA levels**
- **Lack of effective Coordination amongst Donors and between Donors and the Government, particularly at the State and Local Government levels.**
- **Lack of institutionalization of consultative and participatory process between Government, Donors and communities**
- **Absence of a Regulatory/Institutional framework for the operations of CSOs in Nigeria which promotes chaos and provides another avenue for diversion of funds. Some CSOs seem to have no connection with the communities they claim to represent**
- **Complacency of the Nigerian people**

RECOMMENDATIONS

- World Bank should continue to encourage and strengthen participatory processes and ensure institutionalization over and beyond the life of existing projects
- Promote the institutionalization of community participatory processes at every stage of project cycles.
- Provide adequate funding for the consultation processes at all levels – Put your money where your mouth is!
- Ensure that donor funds are directed to the host communities in which projects are situated and that they are involved in WB supervisory team activities
- Strengthen linkages with other donors for more effective coordination, harmonization, alignment and effective service delivery in line with the Paris Declaration

- Create better understanding of PSP initiatives to eradicate the negative perceptions presently held by some Nigerian CSOs
- Educate and provide information regarding PPP and alternative systems for the provision of potable water, particularly community driven initiatives
- Encourage Nigerian Govt. to explore a mix of PPP and Aid, in partnership with other Donors to balance long term effects of borrowings by government.
- Ensure that effective regulatory systems are in place to maintain a regime of transparency, qualitative and cost effective management and delivery of service.
- Discussions should be scaled up at every opportunity on the need for a Regulatory Agency/s for the water sector.

- Continue to pressurize and strengthen reforms in anti-corruption, budget monitoring, good governance in the public, private and civil society sectors, rule of law and corporate social responsibility frameworks.
- Support SWAs & CSOs to develop Community Based Performance Monitoring systems and institutionalize its processes in the DSAs
- Support the development of capacity for all sectors. This must be on a continuous basis.
- LSWC should explore the expansion of the office of Stakeholder/CSO Advisor to include Research and more proactive initiatives and possibly make it a full time position – after my time! This could be replicated where appropriate

FINALLY

- It cannot be overemphasized that initiatives similar to those adopted by the World Bank in its 2nd Urban Reform project (Lagos State Water Corporation) with the appointment of
 - (1) A Stakeholder/CSO Advisor and
 - (2) CSO Partners
- To carry out activities relating to consultation, coordination, consumer feedback mechanisms, surveys, opinion polls, monitoring/evaluation and capacity building, is critical to the development of a holistic approach to development, which has the capacity to ensure delivery of potable water to the Nigeria people, particularly the poor and disadvantaged
- The collective gain is significant improvement in the socio-economic lives of millions of Nigerians and, you know what, we might even meet the MDGs, at least Goal 7, before 2015!
- We applaud the World Bank initiative to expand the arena for CSO participation, and the recent establishment of a World Bank CSO Consultative Forum at the Nigerian Country Office, Abuja

- We applaud Mr Alex Mcphail, the team leader, the World Bank Nigeria Country office, particularly Mr Chudi Okafor who has championed the cause of CSOs so consistently, the State Governments who have embraced this scheme, the former GMD/CEO LSWC, Mr Olumuyiwa Coker and Mr Olushayo Holloway, the new GMD for this bold initiative, and Dr Yemi Suleiman the Project Coordinator, and strongly recommend that it be replicated in other World Bank projects; and policies designed to ensure that it is in fact institutionalized.
- The current development of a PSP mechanism for the delivery of safe water and sanitation in Lagos is both innovative and challenging which, if it is to succeed, must be fully engaged, supported and participated by civil society.
- Stakeholders must be involved and be in a position to actively engage, in the planning, implementation, monitoring and evaluation of projects which affect their lives as this will ensure **TRANSPARENCY IN & EFFECTIVE MANAGEMENT OF WATER SERVICE DELIVERY** in Nigerian communities.
- It is imperative that the World Bank supports the establishment of Regulatory/Institutional framework for the operations of NGOs in Nigeria in order to ensure sustainability, growth and development in grassroot communities throughout the country

Thank you