



SECTION FIVE

NATIONAL WATER AND SANITATION POLICY

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ABBREVIATIONS AND ACRONYMS

ADB	-	African Development Bank
DFID	-	Department for International Development
ESA	-	External Support Agency
EU	-	European Union
FEPA	-	Federal Environment Protection Agency
FMENV	-	Federal Ministry of Environment
FMH	-	Federal Ministry of Health
FMWH	-	Federal Ministry of Works and Housing
FMWR	-	Federal Ministry of Water Resources
JICA	-	Japan International Cooperation Agency
GDA	-	German Development Agency
NPC	-	National Planning Commission
SEPA	-	State Environmental Protection Agency
UNDP	-	United Nations Development Programme
UNICEF	-	United Nations Children Emergency Fund
WB	-	World Bank
WHO	-	World Health Organisation

INTRODUCTION

An important aspect of good governance in a developing economy like Nigeria, with a population in excess of 120 million people, is the improvement of the health and quality of life of the citizens. Several tiers of Government in Nigeria, from colonial times, have tended to pay more attention to provision of potable water than sanitation facilities. This may be due to the popular notion that sanitation is a private household affair and should therefore be left to each individual household to handle as it deems fit. The truth, however, is that both potable water and good sanitation are needed to promote the good health and quality of life of all Nigerians.

Poor sanitation negates any positive gain through improved supply of potable water. Contaminated water and unsanitary conditions are the cause of prevalent water and sanitation related preventable diseases such as cholera, typhoid, diarrhoea, onchocerciasis and drancunculiasis. In Nigeria, it is reported that over 200, 000 children under the age of 5 years die yearly due to diarrhoea alone. * The poor sanitation coverage in the different Nigerian settlement types namely: Urban, Semi Urban (Small Towns) and Rural Areas is attributed to a number of factors including lack of awareness, poor planning, poor funding, poor implementation of programmes by different agencies and above all the absence of a clear cut Nigerian policy on Sanitation.

The Federal Government of Nigeria approved a National Water Supply and Sanitation Policy in the year 2000. Although some mention is made of sanitation in the Policy Paper, the subject is not addressed in sufficient depth. For instance, the Institutional roles of relevant Government Agencies involved with sanitation at the three tiers of Government, the Private Sector, NGOs and External Support Agencies are not defined; the roles and responsibilities of affected communities and individuals and the Financing Mechanism are not stated; Hygiene education and capacity building for operators responsible for improving the status quo are not addressed. These and other gaps have necessitated the call for a Sanitation Policy that will adequately address the sanitation problems of the nation.

2. DEFINITION OF SANITATION

For the purpose of this Policy, sanitation shall be defined as effective handling and disposal of human wastes, liquid wastes, (sewerage, sullage and storm water) as well as solid wastes. Handling of wastes from Industries is adequately covered by Federal Environment Protection Agency (FEPA) Laws Decree No. 58 of 1988 as amended by decree 59 of 1992 and the laws of the States Environmental Protection Agencies.

HISTORICAL PERSPECTIVE

Over the years, sanitation in Nigeria has developed due largely to individual efforts of households and several non-governmental agencies. The Federal Government, State Government and Local Governments, ESAs have in the past intervened in sanitation matters in one way or the other. The Agencies of the Federal Government that have been involved in sanitation include defunct Department for Food, Roads and Rural Infrastructure (DFRFI), Federal Ministry of Water Resources, Federal Ministry of Works, Federal Ministry of Agriculture, State Water Agencies and the Local Governments

The efforts of the various Agencies were not encouraged by a clear-out sanitation policy for Nigeria. The World Bank, UNICEF and other External Support Agencies have also made some impact in the provision of sanitation in Nigeria, but these efforts were limited by several factors - including absence of Nigeria Sanitation Policy, lack of Health and Hygiene Education, and the very strong notion that sanitation in Nigeria is a household affair, which should better be left to each individual household to address as it deems fit.

Non-Governmental Agencies have also attempted to address the sanitation problems of the country, but these also met with limited success

PRESENT SITUATION

Due to the absence of a well thought out Sanitation Policy, the developments of sanitation programmes have not made significant impact. It is estimated that about 42% of the population in urban and semi-urban areas have access to adequate water supply and sanitation.* It is further estimated that about 71% of those living in rural Nigeria do not have access to safe water and sanitation.* Several surveys carried out for Federal Ministry of Water Resources include Small Town Water Supply and Sanitation Project (STWSSP) survey indicate that over 70% of households in Nigeria rely on traditional pit latrines for disposal of human waste. According to FGN/UNICEF 1991 Report on National Integrated Survey of households, the sanitation change figures are 30.5% (National), 40% (Urban) and (Rural).** Note that these later figures refer only to household excreta disposal facilities. Other methods of human waste disposal like defecation in open fields or directly into watercourses are still applicable in many in many parts of the country. Sullage control and disposal is poor not only in the rural areas but also some urban and semi urban areas. Crude dumping is a rather popular method of solid waste disposal compared to

the more scientifically accepted sanitary landfill method.

Health and Hygiene Education is not adequately addressed. There is limited budgetary provision by all tiers of Government for tackling sanitation matters. In many cases there is no budgetary provision at all.

NEED FOR POLICY

The aforementioned inadequacies clearly define the need for a well-articulated and acceptable Nigerian Sanitation Policy. As indicated earlier, the water supply and sanitation policy approved by the Federal Government of Nigeria in the year 2000 only made mention of sanitation in a few places without addressing such issues as Health and Hygiene Education, relevant operational research, efficient and affordable sanitation systems, roles of government all other agencies including funding arrangement and relevant legislation. A well-articulated Sanitation Policy acceptable by all stakeholders is needed to guide in the orderly development of sanitation programme.

POLICY OBJECTIVES

To provide adequate, affordable and sustainable sanitation to all Nigerians through the efforts of Federal, State and Local Governments, ESA, Private sector, communities and individuals. Adequate sanitation coverage implies the provision of a safe excreta disposal system to households, proper disposal of sullage and solid waste with no health hazards to individuals or deterioration of the environment.

Targets:

- (a) All tiers of government shall henceforth budget at least 10% of their annual budgetary provision for water supply to cater for sanitation needs of the country.
- (b) Review and improve sanitation coverage to 60% by year 2007.
- (c) Extension of sanitation coverage to 80% by year 2012.
- (d) Extension of sanitation coverage to 100% by year 2017.
- (e) Sustain 100% full sanitation coverage beyond 2017.

POLICY STRATEGIES:

In order to achieve the above stated Sanitation Policy objectives, the under listed strategies shall be adopted:

- (a) There shall be a Sanitation Task Group with representatives from the Federal Ministry of Water Resources, Federal Ministry of Health, Federal Ministry of Works, Federal Ministry of Environment and National Planning Commission to coordinate and monitor all sanitation programmes in Nigeria. The Federal Ministry of Water Resources shall be the lead agency coordinating the other Ministries.
- (b) All tiers of Government shall henceforth make budgetary provision of not less than 10% of annual budgetary provision for water supply for promotion of sanitation at all levels.
- (c) Intensive Health and Hygiene Education shall commence with a strategy for reaching adequately all parts of the country.
- (d) Sourcing for funds from ESAs to support the expansion of sanitation facilities.
- (e) Extension of sanitation coverage.
- (f) Operational research to establish effective and sustainable sanitation systems in Nigeria.
- (g) Promotion of sanitation based on affordability and willingness to pay for the sustenance of the facility.
- (h) Involvement of the private sector in the development, operation and maintenance of sanitation services in Nigeria.
- (i) Monitoring and evaluation of the promotion of sanitation programmes in Nigeria.
- (j) Promulgation of appropriate legislation and byelaws to facilitate extension of coverage of sanitation in Nigeria.
- (k) Promoting the management of sanitation at the lowest possible level

POLICY PRINCIPLES AND OBJECTIVES

A. HUMAN WASTE

Effective handling and safe disposal of human waste is a major step towards achieving safe sanitation for all Nigerians. Occurrence of water and sanitation related preventable diseases such as cholera, typhoid, diarrhoea, onchocerciasis and dracunculiasis, etc which are responsible for the untimely deaths of many Nigerians, would be reduced to the barest minimum with safe disposal of human waste.

* Several surveys conducted for the Federal Ministry of Water Resources show that over 70% Nigerians rely on traditional pit latrines for the disposal of human

waste. The spread of diseases by flies and contamination of ground water are two major disadvantages of the pit latrine system.

- * VIP latrines promoted by UNICEF have not gained wide acceptance mainly because of the initial capital cost to individual households who need them. In many communities where VIP latrines are promoted, latrines turn out to be the best buildings in the area thereby tempting the community members to use them for purposes other than latrines. Promotion of VIP latrines, where appropriately shall be aided through a fair application of subsidies to households that need them.
- * Sanplat latrines are gaining popularity in Nigeria because of their relatively lower cost and the ease with which they can be adapted to suit existing traditional pit latrines by installation of suitable sanplats and vents. With sanplat latrines, traditional pit latrine super structure like mud etc. which blend with the environment can still be used. Promotion of sanplat latrines shall be aided through a fair application of subsidies to households that need them.
- * Persistent advocacy shall be carried out to discourage the practice of defecation in open fields and farmlands; cultural values and habits of practitioners notwithstanding.
- * Direct defecation into watercourses in the riverine and coastal areas of the country shall be discouraged. Research shall be carried out with a view to developing a safe excreta disposal system for the riverine areas given the obvious problem of high water table in these areas.
- * Should it be desirable to use faeces for composting purposes, such application shall be carefully controlled in order to avoid spread of diseases through germs and viruses. Septic tank soak-way arrangement shall be encouraged where existing soil conditions permit. Other conditions include the availability of initial capital and running cost as well as adequate water supply.
- * Use of sewerage shall be encouraged in cities where there are sufficient funds for initial capital investment, regular and reliable water supply as well as ability to pay for the running cost.

B. LIQUID WASTE

Apart from the aesthetic nuisance that it creates, liquid waste is equally dangerous, as it is a very good vehicle for conveying different deadly pathogens. Emphasis here is on

liquid waste resulting from household activities. Liquid waste produced by industrial activities is covered by the laws of Federal Environmental Protection Agency (FEPA) and the different State Environmental Protection Agencies.

- * Sullage is a term used to describe wastewater from household bathrooms and latrines that flow into ditches or street drains thereby creating aesthetic nuisance and breeding ground for mosquitoes and other pests. Laws and Byelaws shall be enacted to ensure that households dispose of their sullage appropriately through use of soak-away pits or other suitable means.
- * Sewerage and wastewater treatment shall be encouraged in cities and estates where there are sufficient funds for capital investment, regular and reliable water supplies and ability to pay for the running cost by beneficiaries.
- * Storm water occurs as run off after rainfall. A well designed system of tertiary, secondary and primary drains associated with existing road networks shall be developed to transport unwanted run off water to a river, ocean or soak-away pit. All Agencies associated with road construction and maintenance at the three tiers of Government shall be required to adhere strictly to these conditions.

C. SOLID WASTE

Daily human activities lead to the generation of solid waste or refuse. World wide, It is estimated that each person generates between 0.25 to 1 kg of refuse on a daily basis.

- * Proper collection; transportation and disposal of solid wastes make for a clean environment and prevent the refuse from being the breeding ground for diseases, insects and rodents.
- * All relevant agents at the three tiers of government shall be involved in the daily routine of collection, transportation and disposal of solid wastes.
- * Where appropriate, Private Sector operators shall be involved in solid waste management to make for better efficiency and service delivery.
- * The principle of "polluter pays" shall be adopted in the handling and disposal of solid wastes. This will lead to the sustainability of adopted methods of solid waste management.
- * Development of Sanitary Landfill shall be promoted as a means of proper disposal of solid waste.

D. HEALTH AND HYGIENE EDUCATION

Owing to lack of knowledge or limited knowledge many Nigerians are victims of poor health caused by diseases, which are promoted by unsanitary conditions. As part of

good governance; it is incumbent on all the three tiers of Government working through the appropriate agencies to promote and sustain Health and Hygiene Education in Nigeria.

The benefits of Health and Hygiene Education shall include the awareness of the existence of such diseases that could be contacted due to poor hygiene and unhealthy behaviour. Furthermore, the education shall lead to the demand for appropriate sanitation facilities and the willingness to pay for such services.

- * Health and Hygiene Education shall be an integral part of all community water supply and sanitation projects. The education shall address such basic subjects as toilet habits, cleanliness of kitchen and food storage facilities, preservation of drinking water, handling of animal wastes, community storm-water discharge and solid waste disposal.
- * Ministries of Health, Education, Water Resources, Works at all levels shall make provision for Health and Hygiene Education in all projects that will have direct impact on the community.
- * Mothers, infants and children who are high-risk groups shall become special targets for education during the implementation of new community water supply and sanitation projects
- * Ministries of Education throughout the Federation shall introduce Health and Hygiene Education as compulsory subject into school curricula at the formative stage of life, from nursery through primary to secondary school.
- * Ministries of Health throughout the Federation shall introduce the functions of well trained and motivated Sanitary Inspectors at community level to inspect and apply necessary sanctions to sanitation defaulters on a regular basis.
- * Specific local issues, peculiarities and cultural values shall form part of the Health and Hygiene Education. A Knowledge, Attitude and Practices (KAP) study may be required here.
- * An appropriate monitoring and evaluation mechanism shall be introduced at the local level by members of the National Task Group on Sanitation to ensure the effectiveness of the education.
- * Government shall encourage research by relevant agencies to address a wide range of health problems and propose solutions for addressing them.
- * In as much as possible, Health and Hygiene Education shall be done on a demand-driven basis.
- * Users of public latrines in markets, motor parks, recreation sites shall also benefit from Health and Hygiene Education.

E. SUSTAINABILITY AND DEMAND RESPONSIVENESS

For the long-term performance of sanitation systems, the concept of sustainability must be introduced from the design and maintenance stage. It must be clear to the beneficiaries that they stand to gain by making appropriate sacrifice including monetary contributions to ensure that the sanitation facilities are properly maintained. Given this understanding, an individual shall not be encouraged to opt for a sanitation system like sewerage where it is obvious that supporting infrastructure like regular water supply and electricity, including funds are not available for their regular maintenance. In other words, the choice of sanitation facility shall depend on the capability of the benefiting individual or community to pay for its operation, maintenance and replacement cost at the appropriate time.

It is a well known fact that people value what they pay for or demand. Proper Health and Hygiene Education should lead beneficiaries to request for systems that they can afford to install and contribute to their regular operation and maintenance.

- * The concept of sustainability shall be promoted in the introduction of all sanitation systems and facilities in the country.
- * Promotion of sanitation in Nigeria shall be based on demand responsiveness of benefiting communities and individuals.

F. TECHNICAL ASPECTS INCLUDING TECHNOLOGY OPTIONS

Any technology promoted for improving sanitation in Nigeria shall have the following elements:

- (i) Cost of sanitation systems, especially operation and maintenance shall be affordable to benefiting individual or community.
- (ii) Cost implications of the different technology options shall be made clear to would-be beneficiaries from the on set.
- (iii) Adequate and regular supply of water shall be ensured before introducing water-borne sanitation systems, like sewerage and septic tank
- (iv) Water-dependent sanitation systems shall be discouraged in areas where water supply is irregular or unreliable.
- (v) It is desirable to introduce a technology, which has the capability of being upgraded or improved upon.
- (vi) Risks involved in the introduction of a sanitation system, for example, contamination of ground or surface water shall be considered before introducing the system.

- (vii) Where government subsidies are provided for the capital construction, individuals and benefiting communities shall pay for the operation and maintenance cost.

TECHNOLOGY OPTIONS

Below are feasible technology options for the different sanitation requirements:

Human Waste

S/N	TYPE	REMARKS
1	Ventilated Improved Pit (VIP) latrine	Promoted by UNICEF. Has advantage over traditional pit latrines by preventing flies and odour. However, it is not (VIP) latrine yet popular because of its relatively high capital cost for benefiting individuals and communities. Where appropriate, subsidies from governments and ESAs shall go a long way in popularizing VIP latrine in Nigeria. This system is relatively cheaper than VIP latrines and easily
2.	Sanplat	adaptable to existing traditional pit latrines. For example super structures like mud walls and mat roof can house a sanplat latrine upon the installation of the sanplant (slab) and vent. Such structures blend very well with other buildings in the community. Subsidies from Government and ESAs shall go a long way in promoting sanplat latrines. This system is already popular in Nigeria's urban/semi-
3.	Septic Tank/Soak away	Tank/Soak- urban settlements. Has the potential of contaminating ground water where the water table is high. Requires regular water supply for efficient performance. Most advanced method of treating human wastes, sewerage.
4.	Conventional sewage	Requires reticulation, treatment works and regular water-supply. Suitable for large cities and estates where there is regular water supply and the beneficiaries can afford to pay for its operation and maintenance.

Sullage

Requires properly designed outlets from household and communities to a properly designed network of road drains or soak-away pits.

Storm Water

A properly designed network of tertiary, secondary and primary drains associated with existing roads is adequate for handling storm water.

Solid Waste (Refuse)

- * Given the high vegetable content of household refuse in Nigeria, incineration is not the best way of handling solid waste in Nigeria.
- * Crude dumping, which is prevalent in many communities is not recommended as an appropriate method for solid waste disposal.
- * A properly designed, constructed and well-operated sanitary landfill is best option for handling solid waste in Nigeria.
- * Use of solid waste for land reclamation in Nigeria shall only be considered after a careful study of the subsoil conditions.
- * Where appropriate, solid waste could be used for making manure.

G. ENVIRONMENTAL IMPACT OF PREFERRED SANITATION OPTIONS

A paramount consideration in the choice of any sanitation system is the long-term environmental impact of the chosen system. For instance, any preferred system that will lead to the degradation of the quality of water resource or any other aspect of the environment is not acceptable.

- * Environmental Impact Assessment must be carried out before the application of a large-scale sanitation programme.
- * There shall be regular monitoring of the environmental impact of an adopted sanitation system e.g. VIP latrines or sanitary landfill system for disposal of solid wastes.
- * Promotion of sanitation projects shall be accompanied with Environmental Education to guide the execution and monitoring of the project.
- * Recycling and waste minimization shall be given first consideration in adopting any waste management approach.
- * All sanitation promotion shall emphasize the sustainability of the environment.

H ROLES OF INDIVIDUALS, COMMUNITIES, NGOs AND THE PRIVATE SECTOR

The roles and responsibilities of all partakers in the promotion of sanitation shall be clearly defined to avoid confusion. The successful promotion of a sanitation

programme requires that all partakers be involved at an early stage, starting with the pre-planning, implementation and monitoring/evaluation.

INDIVIDUAL

- * Each individual or household shall make itself available for Health and Hygiene Education as well as Instructions on the Environment.
- * Each individual shall take responsibility for cleaning the immediate environment and disposing of the wastes thereof.
- * Individuals must be alert to the dangers of breeding disease vectors in their environment and the appropriate steps to prevent such occurrence.
- * Women shall be involved at all levels of decision-making and execution of sanitation programmes.
- * Children shall be part of the Health and Hygiene Education Programme.
- * Schools shall remain an important target for Health and Hygiene Education, which must form part of the school curriculum.

COMMUNITIES

- * Communities shall be involved at every stage of the decision making process that affects any sanitation programme proposed for them. Such decisions will include their affordability and willingness to pay for the recommended sanitation option.
- * Social and cultural factors peculiar to each community shall be taken into consideration in arriving at a sanitation option recommended for the community.
- * Promoters of sanitation shall persevere until the entire community or most of the communities accept the sanitation concept, as partial implementation of the accepted option will not yield the desired result.
- * If a public area is accepted for disposal of solid waste or public toilet, then all members of the community are duty bound to observe and implement the community decision.
- * The community shall, with the aid of sanitation promoters, establish sanitation norms that must be accepted by all its members.
- * The community shall sanction those of its members that fail to observe the accepted sanitation norm for the community. Most communities have their own methods of enforcing their laws.

NON-GOVERNMENTAL ORGANISATIONS (NGOs)

NGOs shall make use of their presence and acceptability in the community to promote sanitation programmes especially Health and Hygiene Education. In particular, the NGOs are expected to handle the following:

- * Health and Hygiene Education in Community.
- * Training and capacity building of community artisans.
- * Developing communication materials that are easily understood and accepted by the community.
- * Providing necessary finance for projects.

THE PRIVATE SECTOR

The private sector is known for its efficiency when compared to the public sector. Activities of the private sector are usually run on a sustainable basis using sound business principles. The attributes of the private sector are welcome in the development of Sanitation Programmes, wherever that is applicable. An example is the involvement of the private sector in the operation and maintenance of water supplies and sewerage systems. In specific terms, the private sector shall participate in the following.

- * Consultancy which includes planning, design and contract supervision.
- * Large and small scale construction.
- * Operation and maintenance of sewerage and such other sanitation facilities that, are available for such patronage.
- * Supply of materials
- * Provision of finance
- * Monitoring and evaluation of Sanitation Programmes.

EXTERNAL SUPPORT AGENCIES (ESA)

The role of ESAs like the **World Bank, UNICEF, ADB, EU, JICA, DFID, KFW, UNDP, WHO** etc in raising public awareness in the area of problems associated with poor sanitation is noted. Their assistance is needed in developing a functional sanitation policy for Nigeria. The assistance of the ESAs shall be needed in the following areas;

- * Promotion of sanitation programmes.
- * Health and Hygiene Education
- * Operational Research in Sanitation Programmes.
- * Funding
- * Monitoring and Evaluation.

I. INSTITUTIONAL ARRANGEMENTS

The Government shall provide an enabling environment by enacting appropriate sanitation laws and standards for the entire sector. These shall affect the three tiers of Government namely Federal, State and Local Governments.

Federal Government

- * Shall take the lead in developing a sanitation policy for Nigeria upon adequate consultation with all stakeholders.
- * Shall source funds from External Support Agencies for the promotion of Sanitation Programmes.
- * Shall make annual budgetary provision for sanitation activities.
- * Shall enact appropriate laws on sanitation and the environment.
- * Shall coordinate all activities associated with sanitation through the National Sanitation Task Group
- * Shall develop guidelines for sanitation activities in the nation.
- * Shall provide technical assistance to State Governments and Local Governments for the promotion of sanitation activities.
- * Shall be engaged in the monitoring and evaluation of sanitation in Nigeria.

State Government

- * Shall establish by appropriate legislation a State Government Agency responsible for Sanitation to be known as State Sanitation Agency.
- * Shall budget annually for the promotion and execution of sanitation activities in the State.
- * Shall ensure proper utilization of funds from Federal government and External Support Agencies meant for sanitation promotion.
- * Shall include Health and Hygiene Education as part of the curriculum at Nursery, Primary and Secondary school levels.
- * Shall engage in monitoring and evaluation of sanitation Authorities at the State and Local government levels.
- * Shall engage in the training and capacity building of personnel to be involved in sanitation at the State level.

Local Government

- * Shall make annual budgetary provision for sanitation programmes in the Local Government Area.

- * Shall make appropriate bye - laws to support the planning, implementation and monitoring of such programmes.
- * Shall establish a viable Sanitation Unit,
- * Shall provide subsidies to needy households and communities for sanitation development.
- * Shall ensure proper utilization of sanitation fund from Federal and State Governments as well as External Support Agencies.
- * Shall promote Health and Hygiene Education
- * Shall ensure proper training for artisans of Local Government Area sanitation units.
- * Shall assist in building/training of Local Artisans for the promotion programmes.
- * Shall provide Technical Assistance for the upgrading of on site sanitation activities e.g. traditional pit latrines.
- * Shall set sanitation tariff where applicable bearing in mind the affordability and willingness to pay for services by the beneficiaries.

J. FUNDING ARRANGEMENT

Funds shall be sourced from External Support Agencies for the promotion of sanitation programmes in Nigeria. It shall be obligatory for the Federal, State and Local Governments to make yearly budgetary provision for the promotion of sanitation activities.

It is recommended that the magnitude of such annual budgetary provision for all tiers of government shall be in the order of 10% of the annual budgetary provision for water supply for each tier of Government. Such funds shall be employed in Health and Hygiene evaluation, Technical Assistance, construction of new sanitation facilities, upgrading of existing facilities and provision of subsidies to those who need them; as well as monitoring and evaluation.

K. APPROPRIATE LEGISLATION

The Federal and State Governments shall enact laws that will promote sustainable sanitation activities in their areas of jurisdiction.

Local government shall promulgate bye-laws to regulate sanitation in their areas of jurisdiction.

Each of the three tiers of Government shall, on annual basis, budget at least 10% of the equivalent amount required for water supply to cater for its sanitation services.