YALA LGA

WATER, SANITATION AND HYGIENE

YALA LGA WASH STRATEGIC & INVESTMENT PLAN

2026-2031

Building resilient systems, Investing for impact, Sustainable WASH for all in Yala LGA.

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Acronyms

Acronym / Abbreviation	Full Meaning
ANC	Ante-Natal Care
BCC	Behaviour Change Communication
CapEx	Capital Expenditure
CapManEx	Capital Maintenance Expenditure
CHW	Community Health Worker
CLTS	Community-Led Total Sanitation
CoC	Cost of Capital
CRS	Cross River State
CSO	Civil Society Organisation
CSR	Corporate Social Responsibility
DFI	Development Finance Institution
ExpDS	Expenditure on Direct Support
ExpIDS	Expenditure on Indirect Support
FCDO	Foreign, Commonwealth and Development Office (UK)
FMOH	Federal Ministry of Health
FMWRS	Federal Ministry of Water Resources and Sanitation
FSM	Faecal Sludge Management
GCF	Green Climate Fund
GESI	Gender Equality and Social Inclusion
HCF	Health Care Facility
HDW	Hand-Dug Well
HH	Household
HWF	Handwashing Facility
IPC	Infection Prevention and Control
IRC	International Water and Sanitation Centre (Wageningen)
JMP	Joint Monitoring Programme (WHO/UNICEF)
LAM	Local Area Mechanic
LCC	Life Cycle Costing
LCCIM	Life Cycle Costing and Investment Modeller (T&T proprietary)
LGA	Local Government Area
MBS	Market-Based Sanitation
MDA	Ministries, Departments and Agencies
MEL	Monitoring, Evaluation and Learning
MIS	Management Information System
MoWRS	Ministry of Water Resources and Sanitation (Cross River State)
MSME	Micro, Small and Medium Enterprise
NAWIS	National Water Information System
NGO	Non-Governmental Organisation
NPC	National Population Commission
NPV	Net Present Value
OBA	Output-Based Aid
ODF	Open Defecation Free
OpEx	Operational Expenditure
PHC	Primary Health Care (facility)
PNC	Post-Natal Care
PPE	Personal Protective Equipment
RACI	Responsible-Accountable-Consulted-Informed (roles matrix)
RAG	Red-Amber-Green (traffic light performance scoring)
RUWATSSA	Rural Water Supply and Sanitation Agency (Cross River State)
SBCC	Social and Behaviour Change Communication
SDG	Sustainable Development Goal
SHA	Self Help Africa
STOWA	Small Towns Water and Sanitation Agency (Cross River State)
TBO	Toilet Business Operator
TOTEX	Total Expenditure (sum of all six LCC factors)
TWG	Technical Working Group
UNICEF	United Nations Children's Fund
VIP	Ventilated Improved Pit (latrine design)
WAI	WASH Adequacy Index (ward-level composite score)
WASH	Water, Sanitation and Hygiene
WASHBAT	WASH Bottleneck Analysis Tool (IRC/UNICEF)
WASHCOM	Water and Sanitation Committee (community management body)
WASHNORM	Nigeria WASH Norms and Standards (FMWRS, 2022)
WHO	World Health Organisation
WinHCF	WASH in Health Care Facilities
WinS	WASH in Schools
WP	Water Point
WPC	Water Point Committee
WPI	Water Point Inventory
WSI	WASHCOM Sustainability Index
WSP	WASH Strategic Plan
WS4H	WASH Systems for Health Programme (FCDO/SHA)
WSDCMT	WASH Service Delivery and Capacity Mapping Tool (T&T/WS4H)

Foreword

The Yala LGA WASH Strategic Plan 2026 - 2031 represents more than a planning document. It is a public commitment by the Yala Local Government Area Executive Council to a fundamental change in how water, sanitation and hygiene services are delivered, managed, and sustained for the 210,250 people across our 14 wards.

For too long, WASH investment in Yala LGA has followed a familiar and failing pattern: infrastructure built, celebrated, and then abandoned when external support ends. This Plan names that failure directly. Of the 1,322 water points mapped across all 14 wards, 462 are non-functional, representing up to ₦730 million in stranded capital. Forty-two percent of our residents still practice open defecation. The problem is not a shortage of boreholes. It is a shortage of the governance, financing, and institutional will required to keep them working.

That changes with this Plan.

The Yala LGA Executive Council accepts the demands this Plan makes of it. We commit to establishing a dedicated WASH account with a ring-fenced budget line, a service provider registry, and quarterly public accountability reporting. These are not aspirations. They are the minimum floor of commitment required for this investment to hold.

This Plan has been developed with the support of Self-Help Africa (SHA) and the WASH Systems for Health (WS4H) Programme, funded by the UK Foreign, Commonwealth and Development Office (FCDO), and with technical leadership from T&T Consult, Abuja. We are grateful for that support. But this is Yala LGA's plan. The vision, the six-year targets, and the accountability for delivery are ours.

To every development partner, state agency, community leader, and citizen reading this document: hold us to it. The people of Yala LGA have waited long enough.

CHAIRMAN, YALA LOCAL GOVERNMENT AREA

Signature:

Name: Hon. Fred Okem

Title: Chairman, Yala Local Government Area

Date: 5th, May 2026

Issued under the authority of the Yala Local Government Area Executive Council, May 2026.

Acknowledgements

The Yala LGA WASH Strategic Plan 2026 - 2031 is the product of a rigorous, evidence-led process spanning all 14 wards of this LGA. It would not exist without the extraordinary commitment of the institutions and individuals acknowledged here, and the WASH Department records its sincere gratitude on behalf of the people of Yala LGA.

To Self Help Africa (SHA) and the UK FCDO through the WASH Systems for Health (WS4H) Programme: your investment made possible the first complete Water Point Inventory in Yala LGA's history, covering all 1,322 water points across 14 wards. The technical and financial platform on which this entire Plan rests is yours. Development partners who fund evidence of this quality are rare.

To T&T Consult, Abuja, Principal Consultant: the Life Cycle Costing and Investment Model (LCCIM), the depth of technical analysis, and the directness with which governance failures of the past are named and addressed reflect a standard of professional commitment that this LGA is proud to associate with its name.

To the Cross River State Ministry of Water Resources and Sanitation and RUWATSSA: your institutional oversight, participation in validation workshops, and commitment to supporting Yala LGA WASH Desk capacity have been essential. The State's endorsement under the Cross River State WASH Policy (2025) gives this Plan the legislative authority it requires.

To the 14 ward heads, ward councillors, WASHCOM members, teachers and health workers of Yala's 261 schools and 109 health facilities, and the 507 households who participated in data collection: your candour and your time are the foundation of this evidence base. Everything in this Plan is built on what you told us.

The WASH Department also acknowledges the members of the Yala LGA WASH Technical Working Group, whose review and validation of this Plan has strengthened both its evidence base and its institutional credibility.

WASH COORDINATOR, YALA LGA

Signature:

Name: Williams Agbor
Title: WASH Coordinator, Yala LGA
Date: 5th, May 2026

Issued under the authority of the Yala LGA WASH Department, May 2026.

Executive Summary

Strategic Vision and the Case for Change

This Strategic Plan marks a definitive end to the **"project-based hardware" era** in Yala LGA. For decades, the sector has been characterised by ribbon-cutting ceremonies followed by systemic neglect, a cycle that has left Yala with **462 non-functional water points** valued at up to ₦730M in stranded capital. This Plan mandates a transition to a **Service Delivery Mindset**: a water point is not a success until it delivers safe, reliable flow for 20 years, not 20 months.

The core of this vision is the **Independence Target**. Yala currently survives on a fragile, high-risk **~85% dependency on donor transfers**. This Plan will reduce donor dependency to below 60% by 2031 by shifting the financial burden to a disciplined framework of local taxes and professionalized community tariffs. This is not merely a fiscal goal; it is a strategic imperative for long-term survival. To achieve universal access and SDG 6, Yala must shift from simply building hardware to managing a professionalized, lifecycle-aligned service chain.

> *"By 2031, every household, school, health care facility, and public space in Yala LGA has access to safe water, dignified sanitation, and clean hands, no one left behind."*
>
> - *Vision Statement, Chapter 5.1, Yala LGA WASH Strategic Plan 2026–2031*

Strategic Goal	2025 Baseline	2031 Target
Water Supply Access	65.1% WP functionality; 75.6% HH basic water access; 14.8% surface water use	85% WP functionality; 95% basic water access; surface water uses below 5%
Sanitation	42.3% open defecation; 1 ODF-certified ward (Wanokom); 48.2% improved sanitation	OD rate below 5%; all 14 wards ODF-certified; 90% improved sanitation coverage
Hygiene	33.4% HH with basic HWF; 61.7% with NO HWF; 0% schools or HCFs with WinS/IPC	75% basic HWF coverage; 100% schools with WinS; 100% HCFs meeting IPC standards
Governance	7.6% WASHCOMs functional; 91% service providers unregistered; below 3% LGA WASH budget	100% WASHCOM coverage; 100% SPs registered; 15% LGA WASH budget share
Financing	~85% donor dependency; NGN below 5M annual tariff revenue; no ring-fenced accounts	Donor dependency below 60%; NGN 100M+ tariff revenue; CapManEx sinking funds in all wards

Strategic Goals, 2025 Baselines, and 2031 Targets – Yala LGA WASH Strategic Plan 2026–2031

The Diagnostic Baseline: Confronting the Hardware Graveyard

The foundation of this Plan is a rigorous, data-driven diagnostic conducted via the WSDCMT+ v4.1 across all 14 wards, covering **1,322 water points**, a 507-household survey, 261-school mapping, 109-facility mapping, and 125-service provider assessment. This evidence base replaces political intuition with objective need, revealing a sector in a state of near-total management blackout.

The Sanitation Relapse

Despite Yala's previous ODF certification milestones, the LGA now records **42.3% open defecation** across all 14 wards only Wanokom has achieved and sustained ODF status. In Waniheim, OD has reached **81%** (47 of 58 surveyed households). This relapse is a monument to failed governance and a box-checking culture that prioritised donor milestones over sustained behaviour change. Every ward-level CLTS and ODF campaign in this Plan is designed explicitly to avoid this failure mode.

The Asset Functionality Crisis

462 non-functional water points exist across Yala LGA, a hardware graveyard of stranded capital valued at up to ₦730M. Because maintenance was never funded, replacing these assets now costs 3 - 5 times as much as timely repairs would have. This Plan therefore adopts a **Rehabilitation-First strategy**, prioritising the recovery of existing assets at a 3:1 ratio over new construction in Phase 1.

The Governance Failure

The diagnostic establishes the central argument of the Plan: **Yala LGA lacks WASH infrastructure. It lacks the institutional and financial systems to make existing and future infrastructure work.** Only **7.6% of WASHCOMs are functional**; fewer than 5% of water points collect any tariff; annual tariff revenue is below NGN 5M, against a minimum O&M need of NGN 30M+; and 91% of service providers are unregistered. The 462 broken water points are not a supply failure they are a governance failure.

The Ward-Level Equity Picture

Three Tier 1 wards Waniheim, Ugaga, and Wanikade carry the overwhelming burden of Yala's WASH crisis and receive priority in every phase of this Plan. Waniheim records 20% water point functionality, 81% open defecation, and 1.7% basic HWF coverage. Wanokom, at the opposite end, is the proof of concept: 85.7% WP functionality and 0% open defecation. Before designing any intervention elsewhere, this Plan mandates: visiting Wanokom, documenting what produced its performance, and replicating it.

1,322 **Water Points Mapped** *First complete WPI in LGA history*	**462** **Non-Functional WPs** *Up to NGN 730M stranded capital*	**42.3%** **Practise Open Defecation** *Waniheim worst ward at 81%*
61.7% **Households with NO HWF** *Hygiene infrastructure absent*	**7.6%** **WASHCOMs Functional** *1 in 13 wards has governance*	**NGN 5M** **Annual Tariff Revenue** *vs. NGN 30M+ O&M requirement*

Table 1: 1,322 Water Points Mapped First complete WPI in LGA history,

Document Architecture and Strategic Outputs

The Strategic Plan is structured as a logical **Service Delivery Engine**, moving from diagnostic reality to a costed, sustainable roadmap. Chapters 7 (Life Cycle Costing) and 11 (Sustainability) form the innovative core, calculating the true Total Cost of Ownership and defining exit-proof mechanisms.

Ch.	Focus	Strategic Output	Key Deliverable
1–4	**Situation Analysis**	The Evidence Base: Diagnostic Baseline	WSDCMT+ ward profiles; bottleneck analysis; governance and finance gap
5–6	**Vision and Interventions**	The Service Delivery Menu	Six targets; 13 costed packages across four delivery streams
7	**Life Cycle Costing**	The LCC Engine: Total Cost of Ownership	LCCIM v5.2 scenarios; unit cost library; CapManEx sinking fund design
8	**Financing Strategy**	The 3T+R Gap Closure Roadmap	Six-year financing table; Three Gates; harvest-cycle tariff model
9–10	**Implementation and MEL**	Digital mWater Accountability and RACI	Three-phase workplan; 25 MEL indicators; mWater deployment plan
11	**Sustainability**	The Sustainability Floor and Donor Exit	15-indicator scorecard; CapManEx maturation.

Table 2: Document Structure, Strategic Outputs, and Key Deliverables

The 2031 Investment Plan: Life Cycle Costing Analysis

Chapter 7 delivers what, to the knowledge of T&T Consult and SHA/WS4H, is the first standalone Life Cycle Costing chapter at the LGA level in any WASH strategic plan in Nigeria. Using the **LCCIM v5.2** T&T's proprietary planning instrument it models all **six LCC factors** (CapEx, OpEx, CapManEx, ExpDS, ExpIDS, and Cost of Capital) across a six-year horizon at the ward level. The primary cause of WASH service failure in Nigeria is the absence of funding for **Capital Maintenance Expenditure (CapManEx)**: predictable major overhauls that no one budgets for. This Plan breaks that cycle by pre-funding CapManEx from WASHCOM sinking funds starting in Year 1.

Technology / Activity	National Rate (NGN)	Yala-Adj. Rate (NGN)	LCC Factor	Lifecycle Trigger
New Borehole with Handpump	1,200,000	1,320,000	CapEx	20-year design life
Solar Motorised Mini-Scheme	40,000,000	44,000,000	CapEx	Inverter replacement Year 7 (CapManEx)
Borehole Rehabilitation	600,000	660,000	CapEx	50% saving vs. new build
School WASH Block	5,000,000	5,500,000	CapEx	Major rehab Year 10
HCF WASH Block	4,500,000	4,950,000	CapEx	Major rehab Year 10
WASHCOM Training (per community)	45,000	49,500	ExpDS	Annual refresh cycle
LAM Certification	120,000	132,000	ExpDS	Bi-annual recertification
Pump Cylinder Replacement (CapManEx)		540,000	CapManEx	Every 5 years per WP
Solar Inverter Replacement (CapManEx)		4,320,000	CapManEx	Every 7 years per scheme

Table 3: Yala LGA-Adjusted Unit Cost Library (Base Year 2025, LCCIM v5.2)

Note: Yala rates include a 10% Cross River cost premium. All nominal costs include a 15.1% annual inflation adjustment. A ₦660k rehabilitation in 2025 will cost over ₦874k by 2027.

Three Investment Scenarios: What Different Levels of Commitment Deliver

Metric	Scenario 1: Status Quo (NGN 2,626M)	Scenario 2: Accelerated (NGN 5,608M)	Scenario 3: Transformational (NGN 7,109M) - RECOMMENDED
6-yr TOTEX (NGN M)	2,626	5,608	**7,109**
Cost/person/yr (USD)	~1.25	~2.24	**~3.76**
WP functionality 2031	67%	80%	**85%**
Open defecation rate 2031	~30%	~12%	**Below 5%**
ODF-certified wards	5 of 14	10 of 14	**14 of 14**
Schools with WinS 2031	21%	55%	**100%**
SDG 6 compliance	No	Partial	**Full**
Programme verdict	Inadequate - OD persists	Partial - 4 wards miss the target	**RECOMMENDED - full SDG 6**

Table 4: Scenario Comparison - LCCIM, February 2026

> **Value for Money:** *At USD 3.76 per person per year, the Transformational scenario sits within the IRC/WASHCost Sub-Saharan Africa benchmark of USD 18–28 total lifecycle cost. This is because* **18% of TOTEX - NGN 1,263M** *is allocated to CapManEx sinking funds. This is what makes the investment VFM: it buys services that last, not structures that decay.*

Financing Strategy: The 3T+R Framework and Gap Management

Chapter 8 structures the ₦7,109M requirement around the government-endorsed **3T+R Framework** (Taxes, Tariffs, Transfers, and Repayable Finance). A critical innovation is the **Harvest-Cycle Tariff Model**, which aligns collection windows with Yala's agrarian economy:

- Major Window (Oct–Dec): 70% of annual community contributions collected post-harvest.
- Minor Window (Apr–May): 30% collected during the dry-season trade period.
- Target: 80% collection efficiency across all 245 communities by 2029

Pillar	Source	NGN M (6-yr)	% Share	Status and Key Mechanism
Transfers (T1)	SHA / WS4H (FCDO)	**3,626**	51.0%	Confirmed - primary programme budget
Transfers (T1)	UNICEF Nigeria	**305**	4.3%	Pipeline - hygiene / school WASH supplement
Taxes (T2)	LGA Budget (ring-fenced)	**535**	7.5%	Committed - escalation from NGN 45M (2026) to NGN 200M (2029)
Taxes (T2)	Cross River State / RUWATSSA	**167**	2.3%	Committed - state counterpart, CRS WASH Policy 2026 mandate
Tariffs (T3)	WASHCOM harvest-cycle tariffs	**552**	7.8%	To build - NGN 8M (2026) to NGN 100M (2031)
Tariffs (T3)	Kiosk revenue reinvestment	**150**	2.1%	To build - operating surplus from vended water schemes
Repayable (R)	SURWASH / World Bank	**250**	3.5%	Pipeline - alignment with SURWASH model under discussion
Repayable (R)	GCF Climate Finance	**420**	5.9%	To mobilise - climate-resilient infrastructure component
MOBILISATION GAP	Unallocated	**1,304**	18.5%	Requires LGA budget escalation and at least one additional partner

Table 5: Pillar, Source, NGN M (6-yr), % Share

The ₦1,304M mobilisation gap is not a disqualifier; it is a mobilisation task. The **central financing principle** of Chapter 8 is stated unambiguously: this gap is not primarily a donor problem. It is a local governance problem that development partners can catalyse, but only local institutions can resolve.

Implementation Framework: Three Phases, Four Streams

Delivery is structured into a three-phase architecture across four delivery streams, with **13 costed intervention packages**. Phase 1 is the governance foundation that determines whether Phases 2 and 3 are achievable.

Phase	Period	Focus	Priority Activities
Phase 1	**2026–2027**	**Foundation and Mobilisation**	Open LGA WASH Dedicated Account; deploy mWater to all 245 sites; train 14 WASHCOMs; 45 borehole rehabilitations; CLTS triggers in all Tier 1 wards; recruit 3 WASH Officers; 40 school WASH blocks
Phase 2	**2028–2029**	**Accelerated Delivery**	55 new boreholes; 8 solar motorised mini schemes; 3,500+ latrine upgrades; FSM in Okuku and Okpoma; 70 more school WASH blocks; 35 HCF upgrades; LAM network full deployment; 80 ODF certifications
Phase 3	**2030–2031**	**Consolidation and Sustainability**	CapManEx sinking fund maturation; donor ExpDS transition to LGA budget; Annual Sector Review institutionalised; SURWASH alignment activated; 14-ward ODF Plus sustainability campaign; independent mid-term evaluation findings applied

Table 6: Phase, Period, Focus, Priority Activities

Institutional RACI Summary

RUWATSSA provides technical backstop and certifies Area Mechanics. The LGA WASH Unit coordinates day-to-day delivery and manages mWater. WASHCOMs manage O&M and collect harvest-cycle tariffs. SHA/WS4H procures high-value infrastructure and funds MEL. The LGA Council provides political authority and budget compliance. The LGA must resolve its capacity crisis by hiring five WASH Officers before Phase 2 peak procurement begins.

Monitoring, Evaluation, and Learning Framework

The Plan carries **25 indicators across six domains**, anchored to the mWater platform as primary digital backbone. The MEL philosophy is **"Learning over Compliance"**: real-time data ownership rests with community WASHCOMs via monthly mWater uploads, with quarterly learning reviews replacing compliance-only reporting cycles.

Indicator	2025 Baseline	2027 Target	2031 Target	Reporting
WP Functionality (LGA avg)	65.1%	75%	**85%**	Quarterly
Household basic water access	75.6%	85%	**95%**	Annual
Open defecation prevalence	42.3%	20%	**Below 5%**	Quarterly
ODF-certified wards	1 (Wanokom)	6	**14 of 14**	Annual
Basic HWF coverage (HH)	33.4%	52%	**75%**	Bi-annual
Schools with functional WinS	~0%	40%	**100%**	Annual
Functional WASHCOMs	7.6%	70%	**100%**	Quarterly
Tariff collection efficiency	~4.2%	60%	**80%**	Quarterly
LGA WASH budget share	Below 3%	8%	**15%**	Annual
Donor dependency ratio	~85%	70%	**Below 60%**	Annual

Table 7: Key MEL Indicators at a Glance

Five MEL Non-Negotiables for Year 1: (1) mWater deployed and all 245 communities geo-tagged by June 2026; (2) Annual Sector Review held and public scorecard published by 31 March each year; (3) Baseline household survey verified by Q3 2026; (4) MEL budget lines confirmed in WS4H workplan; (5) All data disaggregated by sex and ward from the first collection cycle.

Sustainability Architecture and Donor Exit Strategy

Chapter 11 is explicit: to survive the exit of development partners, Yala must achieve a **Sustainability Floor of NGN 426M per year** by 2031 a 52% reduction from the peak annual investment in Phase 2. This requires transformation across five dimensions:

- **Financial Sustainability:** LGA budget share rises from below 3% to 15%; WASHCOM tariff revenue rises from NGN 5M to NGN 100M+; donor dependency falls below 60%.
- **Institutional Sustainability:** LGA WASH Unit operates independently with five officers and its own MEL capacity; WASHCOMs pass annual WSI scoring.
- **Technical Sustainability:** LAM network provides 72-hour repair guarantee in all wards; CapManEx sinking funds pre-fund all predictable maintenance events.
- **Climate Sustainability:** All new infrastructure meets SHA/WS4H climate-resilient design standards; flood-resistant latrine slabs in high-risk wards.
- **Social Sustainability:** ODF Plus campaigns sustain Wanokom's status and build on 80 new certifications; WASHCOM social capital anchors community ownership.

The **CapManEx Sinking Fund** is the structural heart of financial sustainability. From Year 1, every WASHCOM with a functioning tariff system designates 15–20% of its monthly revenue to a dual-signatory, ring-fenced account. These pre-funds predictable events pump cylinder replacements every 5 years, solar inverter replacements every 7 years, breaking the Build-Break-Forget cycle. The **Donor Exit Strategy** begins in Year 3 (2028) via a Post-WS4H Transition Financing Agreement, ensuring Yala does not suffer a service collapse in 2032 when programme support ends.

Governance, Risk, and the Three Gates

Governance is underpinned by Five Standing Commitments, creating an accountability chain from ward to State Ministry. This Plan features **Three Gates** absolute disbursement kill-switches. If any Gate is missed, funding stops immediately:

#	Gate	Required Action	Consequence if missed
1	31 March 2026	LGA WASH Dedicated Account opened and active; first budget release of minimum NGN 45M confirmed	Loss of NGN 3,626M SHA/WS4H grant allocation for Year 1
2	30 June 2026	Formal WS4H Co-financing Agreement executed; MOU between LGA Council, MoWRS/RUWATSSA, and SHA signed	Disbursement suspended; Phase 1 workplan cannot proceed

#	Gate	Required Action	Consequence if missed
3	October 2026	Harvest-Cycle Tariff model operational in minimum 80 communities before October harvest-season collection window	WASHCOM sinking fund pre-condition fails; CapManEx strategy unravels

Table 8: Gate, Required Action

Executive Control Item	Owner (Accountable)	Trigger / Evidence Required	Reporting Cadence
Gate 1 (31 Mar 2026)	LGA Chairperson	Dedicated account opened; minimum NGN 45M released and receipted.	Weekly until achieved; then quarterly scorecard.
Gate 2 (30 Jun 2026)	WASH Desk / Sec. to Council	Executed co-financing agreement + signed MOU (LGA–RUWATSSA–SHA).	Fortnightly until achieved; then quarterly.
Gate 3 (Oct 2026)	WASH Unit + Ward Councillors	Tariff model live in ≥80 communities; first harvest-cycle collection report.	Monthly Jul–Dec 2026; then quarterly.
Top Risk: Budget non-release	Treasurer / Finance Committee	Missed release date or variance to plan; published exception note required.	Monthly finance brief; quarterly public scorecard.
Top Risk: FX/solar cost shock	Procurement Lead (SHA/WS4H)	Price variance above contingency; revised BOQ and funding impact memo.	Per procurement cycle; quarterly risk review.

Table 9: Cadence and Executive Control

Key Financing Risks: LGA budget non-release is the highest-probability risk. FX volatility on imported solar components (inverters, panels) is the highest-impact technical risk. Mitigation: LGA ring-fenced account with dual-signatory controls; 15% contingency on all solar hardware procurement; SURWASH convergence as backstop financing if gap persists beyond 2027.

Conclusion and Stakeholder Commitments

Yala LGA stands at a crossroads. The infrastructure is broken and the governance system that should maintain it is absent. This Plan addresses both, not one without the other. The investment will fail without the governance reforms. The governance reforms are meaningless without the investment. They must proceed together, on the same timeline, with the same urgency.

Mandatory Stakeholder Asks

- **LGA Council:** Adopt and gazette this Plan immediately. Open the WASH Dedicated Account by 31 March 2026. Escalate WASH budget share to 8% in 2026 and 15% by 2029.
- **MoWRS / RUWATSSA:** Incorporate this Plan into the CRS WASH Investment Framework. Certify the Area Mechanics Network. Co-chair the quarterly WASH TWG
- **SHA / WS4H Programme:** Confirm Phase 2 funding allocation by June 2026. Facilitate GCF climate finance application. Fund the 2028 independent mid-term evaluation.
- **LGA WASH Unit:** Resolve the data void in under-mapped wards. Deploy mWater to all 245 communities by June 2026. Recruit three WASH Officers before Phase 2 procurement.
- **WASHCOMs:** Open dual-signatory bank accounts and implement 20% CapManEx sinking fund. Implement harvest-cycle tariff collection before October 2026

The Plan in One Sentence: *This Strategic Plan commits Yala LGA and its partners to a six-year, NGN 7,109M (TOTEX) / NGN 4,855M (CapEx) programme that upgrades WASH services for 210,250 people, achieves ODF status across all 14 wards, reforms the financing architecture from 85% to below 60% donor dependency, and ensures that by 2031, Yala LGA needs a technical partner, not a project, to continue improving its WASH outcomes.*

Executive Decisions Required: This Plan requires three immediate Executive Council decisions to unlock delivery and protect value-for-money.

1. **Ring-fence and release the WASH budget:** Open and activate the Dedicated WASH Account and release the minimum Year 1 allocation (Gate 1) to avoid automatic programme suspension.
2. **Approve the governance "kill-switches" and owners:** Confirm who is accountable for each of the Three Gates and authorise automatic stop/go enforcement to prevent a return to stranded hardware.
3. **Adopt a tariff policy fit for an agrarian economy:** Endorse the harvest-cycle tariff model (payment windows, minimum collection standard, and sanctions) as the prerequisite for CapManEx sinking funds.

Top 5 Actions in the Next 90 Days:

1. Operationalise the Dedicated WASH Account (dual signatories) and publish the first release date and amount.
2. Name Gate owners (Accountable) and set a monthly executive review calendar tied to Gate deadlines.
3. Deploy mWater to all communities and publish the first baseline dashboard cut (coverage, functionality, tariff readiness).
4. Initiate verification of critical data queries (HCF toilets and HH collection-time field) with a signed results note.
5. Publish a one-page quarterly scorecard template (what will be measured, by whom, and when) before procurement scales.

Chapter 1:
Introduction and Purpose of the Plan

Establishing the mandate, scope, and development process of the Yala LGA WASH Strategic Plan 2026–2031

The Yala Local Government Area (LGA) WASH Strategic & Investment Plan 2026–2031 (hereinafter: the Plan) is a six-year investment and implementation roadmap for water, sanitation, and hygiene (WASH) services across all 14 wards of Yala LGA, Cross River State. It has been developed under the SHA/WS4H Programme with technical support from Thermometer & Thermostat Consult Ltd (T&T), drawing on the most comprehensive ward-level WASH baseline data ever collected in the LGA. The Plan establishes where Yala stands today, defines where it must reach by 2030, and charts a financially grounded, institutionally realistic path between the two.

The Plan is designed for use. It is not a compliance document. It must inform budget decisions at the LGA and State levels, guide investment negotiations with development partners, drive accountability conversations between communities and their elected and appointed officials and provide a coordination framework for all actors working in WASH across the LGA. Each chapter is structured to serve a practical function, and the Annexes provide the technical detail that underpins every number, target, and recommendation in the body of the plan.

Purpose and Intended Use of the Plan

The Plan serves four interdependent purposes; each directed at a distinct audience and decision-making level:

Purpose	Primary Audience	Specific Use	Decision Trigger
Strategic Investment Planning	LGA Chairperson, WASH Desk Officer, State RUWATSSA	Determine capital and recurrent WASH budget allocations for 2026-2030 Annual Development Plans	Annual LGA budget cycle (September-November each year)
Partner Coordination	SHA/WS4H Programme, UNICEF, FCDO-funded programmes, NGOs	Align external investment with LGA priorities; avoid duplication; identify funding gap opportunities	Partner planning and grant cycles; WASH coordination meetings
Community and Ward Accountability	Ward councillors, WASHCOMs, community leaders, women's groups	Hold LGA accountable for ward-level targets; track service improvements against agreed milestones	Quarterly community monitoring reviews; annual verification exercises
State and Federal Compliance	Cross River State Ministry of Water Resources, SURWASH Programme Coordination Unit	Demonstrate LGA-level WSP development as SURWASH performance indicator; align with State WASH Investment Plan	SURWASH annual performance review; State WASH sector review

Table 10: Purpose, Primary Audience, Specific Use, Decision Trigger

This Plan is a living document. Section 9.6 sets out the review and updating mechanism. The first structured review is scheduled for mid-2027, with a full revision in 2028 if progress significantly deviates from the trajectory set in Chapters 7 and 8. The Plan does not become obsolete if individual targets slip, it becomes more valuable, because the gap between target and actual is the most actionable data point in the entire WASH system.

Planning Horizon and Scope

Planning horizon: The Plan covers 2026 to 2031, aligned with the SDG 6 target year and Cross River State's own sector planning cycle. Short-term actions (2025-2026) reflect

immediate priorities grounded in the current data baseline. Medium-term actions (2028-2029) are contingent on the institutional strengthening interventions described in Chapters 4 and 9. Long-term actions (2030-2031) assume a functional LGA WASH management system and sustained financing and should be reviewed when the 2027 mid-term assessment is completed.

Geographic scope: The Plan covers all 14 administrative wards of Yala LGA: Echumofana, Gabu, Igede/Ezekwe, Ijiraga, Mfuma/Ntrigom, O'oh, Okpoma, Okuku, Ugaga, Waniheim, Wanikade, Wanokom, Yache, and Yahe. All 14 wards are treated as active planning units, this is the first WSP for Yala that has ward-level field data for every ward, including O'oh (previously absent from planning documents due to a data encoding issue, now corrected).

Thematic scope: The Plan addresses the full WASH spectrum, water supply (point source and piped), household sanitation (coverage, quality, and ODF programming), institutional WASH (schools, health care facilities, and markets), hygiene behaviour change, service provider governance, and WASH financing. It does not include solid waste management, drainage, or broader environmental sanitation, which are subject to a separate LGA environmental health strategy.

Table 1.2: What this Plan does not do (scope exclusions and boundary conditions)

What this Plan does not do

1. It does not replace the LGA Annual Development Plan, it informs it.
2. It does not commit donor funding; it provides the evidence base for funding applications.
3. It does not specify individual borehole or latrine construction sites, which is the role of ward-level engineering feasibility studies referenced in Chapter 6.
4. It does not guarantee outcomes, WASH service delivery depends on LGA political will, sustained financing, and community engagement that must be built and maintained outside the plan document itself.

Alignment with State, National and International Frameworks

This Plan has been designed to align explicitly with the following frameworks, each of which creates obligations or incentives for LGA-level WASH investment:

Framework	Relevance to Yala WSP	Key Obligation/Opportunity	Alignment Mechanism
SDG 6 (Clean Water and Sanitation)	Universal safe water, ODF status, and safely managed sanitation by 2030 - direct targets applicable to Yala	JMP-aligned service level targets in Chapter 5; SDG 6.1 and 6.2 indicator tracking in Chapter 10	Annual SDG monitoring return to Cross River State Ministry
Nigeria National WASH Action Plan (2021-2025)	Federal framework for accelerating WASH access; prioritises marginalised LGAs	ODF target: all LGAs by 2025, Yala is significantly behind; plan must set credible catch-up trajectory	State WASH sector review reporting
Cross River State WASH Policy (2025)	A new WASH Policy was approved and launched in February 2026	This Plan satisfies the WSP development requirement; LGA WASH Desk capacity plan in Section 4.2	State policy compliance reporting; SURWASH performance indicators
SHA/WS4H Programme	Funding and technical support vehicle for WSP development; data collection via WPI, HH Survey, and Bristol tools	Data from WS4H instruments form the entire baseline for Chapters 3 and 4; T&T WSP development is a WS4H-funded deliverable	WS4H programme quarterly and annual reporting
JMP (WHO/UNICEF Joint Monitoring Programme)	International standard for WASH service level classification used throughout this Plan	All service level targets (Chapters 3 and 5) use JMP ladder definitions for water, sanitation, and hygiene	Annual WASH sector data reporting

Table 11: Framework, Relevance to Yala WSP, Key Obligation/Opportunity

How the Plan Was Developed

The Plan is evidence-led. Unlike previous planning exercises that relied on secondary data or partial ward coverage, this Plan is built on the most complete field data set ever assembled for Yala LGA, collected under the SHA/WS4H Programme during 2024/2025 across all 14 wards.

Primary Data Sources

Instrument	Coverage	Sample Size	Key Variables Captured	Use in this Plan
Water Point Inventory (WPI)	14 wards	1,322 WPs	Type, functionality, management, tariff, GPS coordinates	Chapters 3, 7, 8
National Household Survey	14 wards	507 HH	Water access, sanitation coverage, hygiene practice, HWF, OD	Chapters 3, 5, 10
Education Facilities Mapping	14 wards	261 schools	Toilet provision, HWF, MHM, water source	Chapters 3, 6
HCF Mapping	14 wards	109 facilities	Staff and patient toilet, HWF, point-of-care compliance	Chapters 3, 6
Public Places Mapping	14 wards	59 markets/motor parks	Toilet, HWF, waste management	Chapters 3, 6
Service Provider Assessment	12 wards	125 providers	Registration, governance, business planning, tariff, capacity	Chapters 4, 9
WSDCMT+ (LGA Diagnostic Tool)	LGA-wide	All above aggregated	Ward-level WASH Adequacy Index, priority tier classification	Chapters 2, 3, 5, 7

Table 12: Table 1.4: Instrument, Coverage, Sample Size, Key Variables Captured

Planning Process

The Plan was developed through the following sequence:

Step	Activity	Output	Stakeholders Involved
1	Field data collection	WPI, HH Survey, Education, HCF, PP, SP Assessments collected for all 14 wards (2024/2025)	SHA enumerators, LGA WASH Desk, community volunteers
2	WSDCMT+ analysis	Ward-level indicator aggregation, WAI scoring, priority tier assignment	T&T Consult Ltd, SHA Programme team
3	WASH Diagnostic Report	Technical findings report presenting ward-level WASH status, data queries, and priority recommendations (February 2026)	T&T, SHA, LGA WASH Desk
4	Stakeholder validation	Review of diagnostic findings with LGA leadership, RUWATSSA, and community representatives; priority ranking confirmed	LGA Chairperson, Supervisory Councillor for Health, WASH Desk, ward heads, women's group representatives
5	WSP drafting	This Plan, developed chapter by chapter with iterative technical review	T&T Consult Ltd with SHA programme oversight
6	LGA adoption	Formal endorsement by LGA Executive Council; submission to Cross River State Ministry of Water Resources and State Assembly Committee on WASH	LGA Executive Council, Commissioner, Chairman Committee of WASH in State Assembly,

Table 13: Table 1.5: Step, Activity, Output, Stakeholders Involved

A note on data quality

- All ward-level WASH indicators in this Plan derive from SHA/WS4H 2024/2025 field data. The HH survey is a sample (507 HH across 14 wards), not a census. Small ward sample sizes (e.g. Ijiraga: n=15, Wanokom: n=20) mean that percentage figures for those wards carry higher uncertainty than larger-sample wards.
- Where data anomalies have been identified, particularly the 0% usable toilet finding across 109 HCFs, these are flagged as Data Queries in the Diagnostic Report (February 2026) and should be verified before those figures inform facility-level investment decisions; verification should be completed and signed off by the LGA WASH Unit and MoH by Q3 2026.
- The Water Point Inventory provides asset-level data but does not include water quality testing. A rapid water quality survey at a representative sample of functional WPs is recommended before the 2027 mid-term review.

Chapter 2:
LGA Context and WASH System Overview

The geographic, demographic, institutional, and environmental setting within which WASH services must be delivered.

Effective WASH planning begins with a candid understanding of the context in which services must be delivered. This chapter documents the administrative and demographic profile of Yala LGA, its water resource endowment and environmental risks, the institutional landscape governing WASH service delivery, and the current state of the WASH ecosystem as a whole. It provides the foundation for the situation analysis in Chapter 3 and the diagnostic assessment in Chapter 4.

Demography and Socio-Economic Context

Administrative Profile

Yala LGA is one of the 18 local government areas of Cross River State, located in the northern part of the state. The LGA headquarters is Yala town (in Okuku ward), which serves as the administrative, commercial, and services hub. The LGA comprises 14 wards spanning a land area of approximately 1,739 km², with most settlements dispersed across a rural landscape of forested hills, river valleys, and flood plains associated with tributaries of the Cross River.

Administrative Parameter	Detail
State	Cross River State
LGA Headquarters	Yala town (Okuku ward)
Number of Wards	14
Settlement Classification	Urban: Okuku; Peri-urban: Okpoma; Rural: 12 wards
Land Area	Approximately 1,739 km²
Geographic Zone	North Cross River; high-rainfall zone; forested hills and riverine plains
Key Ethnic Groups	Yala (Yalla), Bekwarra; several sub-groups across wards
Primary Economic Activities	Subsistence and smallholder agriculture (cassava, yams, oil palm, groundnuts); fishing; petty trade
Key Infrastructure	Yala-Ogoja federal road; limited ward-level feeder roads; Cross River tributary crossings (seasonal constraints)

Table 14: Administrative Parameter, Detail

Population

Population data for Yala LGA comes from three sources, each with limitations. The SHA/WS4H survey-based estimate (210,250) provides the most ward-disaggregated figure and is used as the primary planning baseline throughout this Plan. NPC figures are retained for reference.

Ward	SHA Survey Pop.	NPC 2022 Proj.	HH Survey	Settlement
Echumofana	12,750	19,539	38	Rural
Gabu	4,900	7,509	23	Rural
Igede/Ezekwe	16,550	25,362	23	Rural
Ijiraga	10,500	16,091	15	Rural
Mfuma/Ntrigom	22,150	33,944	49	Rural
O'oh	21,550	33,025	37	Rural
Okpoma	11,250	17,240	48	Peri-Urban

Ward	SHA Survey Pop.	NPC 2022 Proj.	HH Survey	Settlement
Okuku	20,150	30,879	51	Urban
Ugaga	21,550	33,025	39	Rural
Waniheim	13,200	20,228	58	Rural
Wanikade	29,250	44,824	32	Rural
Wanokom	13,050	19,999	20	Rural
Yache	2,800	4,291	36	Rural
Yahe	10,600	16,244	38	Rural
LGA TOTAL	**210,250**	**322,200**	**507**	**14 wards**

Table 15: Ward, SHA Survey Pop., NPC 2022 Proj., HH Survey

Socio-Economic Context and WASH Implications

Yala LGA is agrarian. The main crops are cassava, yams, groundnuts, and oil palm; fishing is practised in riverine communities. Most the working-age population is engaged in smallholder farming, with limited formal employment outside the LGA headquarters and health and education institutions. Per capita income is low even by Cross River State standards, and a high proportion of households would meet the federal poverty threshold.

These economic realities have three direct WASH implications. First, the capital cost of household latrine construction is unaffordable for most families without subsidy or credit, this must be factored into the sanitation promotion approach described in Chapter 6. Second, households have a demonstrated but conditional willingness to pay for water services: 54% of service providers surveyed reported community willingness to pay, but at exceptionally low tariff levels. Third, the opportunity cost of water collection falls disproportionately on women and girls, whose participation in WASH governance structures is both an equity imperative and an operational necessity.

Water Resources and Environmental Context

Hydrogeological Profile

Yala LGA sits within the Cross River Basin, an area of high annual rainfall (typically 1,600-2,400 mm per year). The underlying geology is basement complex rocks in the northern and upland parts of the LGA, transitioning to sedimentary formations in the lowlands. This geological diversity has the following implications for water supply:

Source Type	Location Characteristics	Planning Implications
Groundwater - basement complex	Northern/upland wards: Echumofana, Igede/Ezekwe, Ijiraga, O'oh, Yache	Moderate to good groundwater potential in fractured zones; borehole yields variable; siting requires geophysical survey
Groundwater - sedimentary	Lowland and riverine wards: Okuku, Okpoma, Waniheim, Wanikade	Good groundwater potential; higher risk of shallow contamination from OD; sanitation-water linkage critical
Surface water - Cross River tributaries	All riverine wards, particularly Waniheim (48.3% surface water use)	High pathogen load confirmed by proxy (48.3% surface water use in Waniheim); treatment required before use; flood risk
Protected springs	Highland communities in upland wards	Lower-cost alternative to motorised boreholes where topography supports gravity-fed schemes; spring protection works needed

Table 16: Source Type, Location Characteristics, Planning Implications

Climate and Environmental Risks

Yala LGA faces material climate risks that must be integrated into WASH infrastructure design and O&M planning:

- **Flooding**: The Cross River and its tributaries flood seasonally, affecting low-lying communities in Waniheim, Okpoma, and Yahe. Flood events contaminate shallow water sources and damage pit latrines, reversing sanitation gains. Infrastructure siting must incorporate minimum elevation clearances, and emergency WASH response protocols should be embedded in the LGA Annual Work Plan.
- **Rainfall seasonality**: Despite high average rainfall, dry season (November-March) results in reduced groundwater levels and spring yields in upland wards. Gabu (42.9% WP functionality) and Yache (36.0% functionality) are particularly exposed to seasonal service interruption, low dry-season borehole yields may contribute to functionality failures in these wards.
- **Deforestation and erosion**: Agricultural expansion and charcoal production are depleting forest cover in parts of the LGA, increasing surface runoff, reducing groundwater recharge, and accelerating erosion that silts intake structures and damages borehole surrounds.
- **Climate change trajectory**: Regional projections indicate greater rainfall variability, more intense short-duration rainfall events, and longer dry spells. New infrastructure investments (particularly gravity-fed schemes and solar-powered borehole systems) must be designed for the 2035-2040 climate, not the 2000-2010 baseline.

Institutional and Administrative Structure

WASH Governance Architecture

WASH service delivery in Yala LGA involves multiple tiers of government, external actors, and community structures. Understanding who is responsible for what, and where those responsibilities are not being fulfilled, is prerequisite to the institutional strengthening programme in Chapter 9.

Actor	Formal Mandate	Current Reality	Gap
Federal Ministry of Water Resources	Policy, standards, NWP, SURWASH oversight	Distant; SURWASH creates new accountability lever via Cross River State	Limited direct engagement at LGA level
Cross River State, MDAs and LGAs	State WASH policy, Ministry of Water Resources, State WASH MDAs, LGA oversight	WSP requirement articulated; capacity to support LGA implementation variable	Resource constraints; infrequent field presence in Yala
Yala LGA Executive Council	Budget authority; Annual Development Plan approval; WASH Desk oversight	Political leadership variable; WASH budget historically under-allocated	Insufficient ring-fenced WASH budget: political will to sustain varies with election cycles
LGA WASH Desk / Works Department	Technical lead for WASH delivery, O&M support, data management	Understaffed and under-resourced; limited field mobility; data management weak	Critical capacity gap; addressed in Chapter 9
WASHCOMs / WPCs	Community-level WP management, tariff collection, minor maintenance coordination	Present in some wards; functionality highly variable; women representation inconsistent	Many WASHCOMs inactive; no systematic reconstitution programme
Service Providers (Water Operators, LAMs)	Operate and maintain water infrastructure under community or LGA oversight	125 providers mapped; 91% unregistered; 3% have audit reports; 9% have business plans	Governance and accountability near-absent; professionalization required
SHA/WS4H Programme	External technical and financial support for WASH system strengthening	Active presence; funds data collection, WSP development, capacity building	Time-limited; exit strategy must be embedded in LGA sustainability planning

Table 17: Actor, Formal Mandate, Current Reality, Gap

Service Provider Landscape

The SHA/WS4H Service Provider Assessment (2025) mapped 125 WASH service providers across 12 of 14 wards in Yala LGA (Igede/Ezekwe and Wanokom not covered). The landscape is dominated by informal, unregistered actors with extremely limited governance structures:

Service Provider Type	Number	Role	Governance Status
Water Operators	68	Operate boreholes, manage distribution, collect tariffs	9% registered; 9% have business plans; 4% have dedicated bank accounts
Local Area Mechanics (LAMs)	18	Minor repairs and preventive maintenance of WPs	17% have spare parts within LGA; informal; no certification
Toilet Operators and TBOs	9	Manage public or institutional sanitation facilities	Minimal; no formal service contracts recorded
Borehole Spare Part Dealers	3	Supply pump parts and materials	Present only in Okuku ward; supply chain gap in other wards
Solar Parts Vendors / Masons	2	Solar-powered borehole maintenance; sanitation construction	One each; severely limited capacity
TOTAL	**125**	54% community willingness to pay reported; spare parts accessible in only 17% of cases	

Table 18: Service Provider Type, Number, Role, Governance Status

Two findings from the service provider assessment have direct planning implications. First, **spare parts are only accessible within the LGA in 17% of cases.** This is a primary driver of the 34.9% non-functional WP rate: when a pump breaks, the nearest supplier is often in Ogoja or beyond, making even simple repairs take days or weeks. Second, **no providers have certified technical staff.** The 18 LAMs are the only skilled repair workforce in the LGA, and none have completed a formal certification programme. Chapter 9 sets out the capacity strengthening plan to address both gaps.

Overview of the LGA WASH Ecosystem

Drawing together the administrative, demographic, hydrogeological, and institutional strands above, the Yala LGA WASH ecosystem can be characterised as follows:

Dimension	Current State Assessment
Water Infrastructure	1,322 WPs mapped; 65.1% functional; strong asset base but maintenance system inadequate. 462 WPs non-functional represent recoverable investment. Three wards (Gabu, Yache, Mfuma/Ntrigom) account for majority of functionality failures.
Water Access	84% HH with improved water source at LGA level, at programme benchmark. But 14% using surface water and Waniheim (60.4% unimproved/no access) represents humanitarian-level deprivation that the LGA average conceals.
Sanitation	42.3% open defecation, the defining challenge of this Plan. Wanokom (0% OD) demonstrates achievability; Waniheim (81% OD) and Wanikade (56.2% OD, pop 29,250) drive the LGA average and require prioritised ODF programming.
Hygiene	33.4% basic HWF (water and soap), far below benchmark. Echumofana (89.5% no HWF despite 60.5% toilet coverage) and Waniheim (94.8% no HWF) are the two most acute hygiene deprivation points.
Institutions	0% usable toilets recorded in 109 HCFs (to be verified). 261 schools mapped; school toilet provision highly uneven (Mfuma/Ntrigom: 4/27 schools with toilet). 59 public places; 48.1% with toilet, dropping to 0% in Ugaga.
Service Providers	125 providers across 12 wards; 91% unregistered; governance entirely absent. Spare parts gap is the most immediate operational constraint. LAM capacity is the only repair system in the LGA.
Financing	LGA WASH budget historically insufficient and irregular. Community tariffs exist but are informal and low. No ring-fenced CapManEx provision. External (SHA/WS4H, SURWASH) is the primary current investment vehicle.

Dimension	Current State Assessment
Data and Evidence	Best-ever baseline data available for this Plan (all 5 SHA/WS4H instruments across all 14 wards). Data management at LGA level is weak this Plan must create systems to maintain the data quality established by the 2024/2025 collection exercise.

Table 19: Dimension, Current State Assessment

Summary: Three structural challenges underpin all others

1. A maintenance system that cannot sustain 1,322 existing WPs spare parts inaccessible, LAMs uncertified, WASHCOMs inactive, no CapManEx budget. New construction without fixing maintenance will simply add to the non-functional stock.
2. An OD crisis concentrated in three high-population wards (Waniheim, Wanikade, Ugaga) that requires a simultaneous supply-side (latrine subsidy/credit), demand-side (CLTS/BCC), and governance response (ODF verification and by-law enforcement).
3. A service provider ecosystem that operates entirely outside formal governance, no registration, no business plans, no bank accounts, no service contracts. Without professionalising this layer, neither water point management nor sanitation market development will achieve sustainability.

Chapter 3 quantifies the current status of WASH services at ward level. Chapter 4 diagnoses the institutional and financing constraints that underlie the ecosystem challenges identified above. Chapter 5 sets the vision, goals, and targets that this Plan is designed to achieve.

Chapter 3:
Current Status of WASH Services

A ward-by-ward evidence base for water supply, sanitation, hygiene, and institutional WASH across all 14 wards of Yala LGA

This chapter presents the current baseline status of WASH services in Yala LGA, drawing entirely on the SHA/WS4H 2024/2025 field data processed through the WSDCMT+ diagnostic tool. It covers water supply infrastructure, access, and quality; sanitation coverage, practice, and fecal sludge management; hygiene behaviour and facilities; and WASH in institutions. Each subsection follows a standard structure: LGA-level summary findings, ward disaggregation, and interpretive analysis of drivers and implications. The quantitative tables are accompanied by substantive analytical text; the numbers establish the scale of the challenge; the analysis explains why the gaps exist and what that means for programme design.

Three orienting principles guide the analysis in this chapter. First, **averages conceal the people who matter most.** A 65.1% WP functionality rate sounds workable at LGA level; the 71 non-functional WPs in Mfuma/Ntrigom ward alone (the most populous ward in the LGA) represent a service failure affecting tens of thousands of people. Second, **infrastructure status and service level are not the same thing.** A functional borehole with no management committee, no tariff, and no spare-part supply line will not remain functional. Third, **the sanitation-water-hygiene nexus operates as a system.** In Waniheim ward, 81% open defecation combined with 48.3% surface water use creates pathogen transmission pathways that defeat each other, waterborne disease will persist even if one of these gaps is addressed in isolation.

Water Supply Services

Water Point Inventory: Asset Stock and Infrastructure Types

The SHA/WS4H National Water Point Inventory (WPI) mapped 1,322 water points across all 14 wards of Yala LGA in 2024/2025. This is the first complete WPI ever conducted for the LGA, and it represents a significant advance in the evidence base available for planning. The asset stock is large by rural LGA standards, 1,322 WPs serving an estimated population of 210,250, giving a theoretical ratio of one WP per 159 people. However, the functionality data immediately qualifies that figure: of 1,322 WPs, only 860 (65.1%) were functional at the time of the survey. The 462 non-functional WPs represent not just a service failure but a substantial sunk investment in infrastructure that can, in many cases, be recovered through targeted rehabilitation.

The WPI reveals an asset base dominated by hand-dug wells and boreholes, with a mix of technology types that creates a complex and varied O&M landscape for the LGA:

Water Point Type	Count	Share %	Functionality	Planning Implications
Improved Hand Dug Well	477	36.1%	Variable; depends on lining and cover integrity	Low capital cost; requires periodic cleaning, lining checks, and cover maintenance. Most common WP type, must be central to any O&M framework.
Motorised Borehole	368	27.8%	Higher functionality when managed; more vulnerable when management fails	High per-unit output; requires skilled O&M, fuel/electricity supply, and mechanical spares. 95 in Okuku ward alone - urban concentration.
Handpump Borehole	207	15.7%	High non-functionality linked to spare parts gaps and absent LAMs	India Mark II/III and Afridev prevalence likely. Rehabilitation potential high where casing is intact. Spare-part supply chain is the critical constraint.
Reticulated Motorised BH	81	6.1%	Lowest per-unit maintenance burden when scheme is operational; highest disruption when it fails	Scheme-based; single-point failure risk. Management contract essential. Concentrated in Okuku, Ugaga, Gabu. Tariff structures more viable at scheme scale.

Water Point Type	Count	Share %	Functionality	Planning Implications
Unimproved Hand Dug Well	76	5.8%	Structurally risky; high contamination probability	Should be classified as unimproved sources per JMP. Households relying on this as primary source are below the basic service level. Priority for lining and cover upgrades.
Force-lift Handpump	9	0.7%	Specialised; high non-functionality	Requires specialist maintenance; assess rehabilitation viability individually.
Rainwater Harvesting	7	0.5%	Seasonal; not a primary source	Useful supplementary source particularly in upland communities. Low cost but insufficient as sole source.
TOTAL	**1,322**	**100%**	**65.1% functional (860); 34.9% non-functional (462)**	**O&M framework must span all seven types; no single approach fits all.**

Table 20: Water Point Type, Count, Share %, Functionality

The dominance of improved hand-dug wells (36.1% of the stock) has a specific implication for the O&M approach. These are low-cost, community-constructed assets that do not require the same spare-part supply chain or technical skills as mechanised boreholes. What they do require is periodic cleaning, structural inspection, and cover maintenance, tasks well within the capability of a trained and active WASHCOM. The challenge is that most WASHCOMs are inactive (as documented in Chapter 4), which means that even these low-maintenance assets are drifting towards non-functionality over time.

Motorised boreholes, accounting for 27.8% of the stock (368 WPs) present the highest O&M complexity and the highest consequence of management failure. The concentration of 95 motorised boreholes in Okuku ward (the LGA headquarters) reflects prior urban investment bias but also means that Okuku's 58.2% functionality rate represents the largest single cluster of non-functional mechanised assets in the LGA: 110 of 263 Okuku WPs are non-functional. Addressing this urban water governance failure is as important as extending access in rural wards.

Water Point Functionality: Ward-Level Analysis

Functionality rates vary from 36.0% in Yache to 85.7% in Wanokom, reflecting not just physical asset condition but the strength or absence of management systems at community level. No ward meets the 80%+ functionality benchmark required for adequate service continuity.

Ward	Pop	Total WPs	Func.	Non-Func.	Func. %	WPs/1000 pop	Non-F. (Rehab target)	Primary failure driver
Yache	2,800	25	9	16	36%	9	16	Seasonal aquifer; no committee
Gabu	4,900	56	24	32	42.9%	11	32	Spare parts absent; low tariff (7%)
Mfuma/Ntrigom	22,150	139	68	71	48.9%	6	71	Largest absolute non-F. count (71); management vacuum
Ijiraga	10,500	40	21	19	52.5%	4	19	35% committee coverage; spare parts scarce
Okuku	20,150	263	153	110	58.2%	13	110	Urban governance failure; 110 non-F. WPs
Echumofana	12,750	148	91	57	61.5%	12	57	1% committee rate; 11% sanitation risk
Waniheim	13,200	56	37	19	**66.1%**	4	19	Low-tech stock; compound deprivation
O'oh	21,550	97	70	27	**72.2%**	5	27	72% - moderate; committee near-absent
Wanikade	29,250	87	63	24	**72.4%**	3	24	Good committee rate (18%) but spare parts gap
Ugaga	21,550	145	106	39	**73.1%**	7	39	5% committee; caretaker-only management
Igede/Ezekwe	16,550	74	57	17	**77%**	4	17	Good stock (77%); 19% committee
Okpoma	11,250	68	56	12	82.4%	6	12	82.4% - best peri-urban; sanitation risk (15%)

Ward	Pop	Total WPs	Func.	Non-Func.	Func. %	WPs/1000 pop	Non-F. (Rehab target)	Primary failure driver
Yahe	10,600	54	45	9	83.3%	5	9	Good (83%); 52% sanitation risk near WPs is critical concern
Wanokom	13,050	70	60	10	85.7%	5	10	Best performer; replication model
LGA TOTAL/AVG	**210,250**	**1,322**	**860**	**462**	**65.1%**	**6.3**	**462**	

Table 21: Table 3.2: Ward, Pop, Total WPs, Func.

Three wards stand out for the scale and nature of their functionality crisis. **Yache** (36.0% functionality, 16 of 25 WPs non-functional) is the worst performer by rate. With only 2,800 people, the absolute numbers are manageable, but the implication is clear: Yache's water infrastructure has collapsed. The driver is seasonal aquifer depletion in dry-season months combined with absent management (only 1 of 25 WPs has a committee). **Mfuma/Ntrigom** (48.9% functionality, 71 non-functional WPs) is the most critical by absolute count: it is the most populous ward in the LGA (22,150 people) and has the largest number of non-functional assets, half of its water infrastructure is out of service. **Gabu** (42.9%, 32 non-functional) combines low functionality with an almost total absence of tariff systems (7% of WPs) and represents a ward where communities have not been supported to establish viable water service management arrangements.

A particularly concerning finding is Yahe's sanitation contamination risk: 52% of WPs in Yahe have latrines or defecation sites within 30 metres. While Yahe's overall functionality rate is strong (83.3%), this spatial proximity between WPs and sanitation infrastructure represents an active contamination pathway. Without water quality testing, not included in the WPI the microbiological quality of Yahe's WPs cannot be confirmed even for functional assets. This matters because Yahe households report 97.4% improved water access, but "improved" under JMP does not guarantee freedom from fecal contamination if source protection is compromised.

Water Point Management and Governance

The governance picture for water points in Yala LGA is one of structural failure on every measurable indicator. This is not a marginal governance gap; it is a near-total absence of the institutional infrastructure that makes water services sustainable:

Governance Indicator	WPs with Yes	% of Total	Interpretation
Service contract in place (SP to WASHCOM/LGA)	**0**	**0%**	Zero accountability relationship formalised between any service provider and any oversight body across all 1,322 WPs
Tariff system in operation	55	**4.2%**	Only 55 WPs collect any form of user fee, no ward has more than 13% tariff coverage. Average household monthly flat rate where tariffs exist approx. ₦943
Community committee active (WASHCOM/WPC)	~101	**~7.6%**	Best-covered wards: Ijiraga (35%), Igede/Ezekwe (19%), Wanikade (18%). Worst: Echumofana and Okuku (1% each)
Caretaker arrangement in place	197	14.9%	Caretakers are a partial substitute for absent WASHCOMs but without committee oversight they typically lack tariff-setting authority and procurement ability
Spare parts accessible within LGA (per SP data)	21 / 125 SPs	**17%**	Spare parts concentrated in Okuku; most wards require travel to Ogoja or Calabar for common components. Average repair delay: estimated 1-3 weeks
WPs with sanitation contamination risk (latrine within 30m)	93	7.0%	Yahe (52%) and Yache (16%) are highest risk; source protection interventions needed before investment in new infrastructure in these wards

Table 22: Governance Indicator

The tariff situation deserves specific examination. Only 55 of 1,322 WPs (4.2%) collect any form of user fee. Where tariffs exist, the average flat rate is approximately ₦943 per household per month, a figure that is both low relative to the cost of O&M and highly variable (range: ₦2 to ₦3,000 per month), suggesting informal, uncoordinated, and unregulated pricing. The consequence is a maintenance financing vacuum: WASHCOMs and caretakers have no revenue to pay for parts, fuel, or skilled labour. When a pump breaks, it stays broken, not because repair is impossible, but because no one has the money or mandate to initiate it.

The zero service contract finding is structurally significant. A service contract, even a simple written agreement between a WPC and a caretaker, creates a defined accountability relationship: it specifies what service standard is expected, what the caretaker's obligations are, what the community's obligations are (paying tariffs), and what happens when those obligations are not met. Without any such arrangement across the entire LGA, water service delivery operates on goodwill and informal arrangements that collapse when circumstances change when a caretaker moves, when a committee member dies, when a pump breaks. Formalising service relationships is not bureaucratic overhead; it is the mechanism by which services become sustainable.

Household Water Access: JMP Service Level Analysis

The National HH Survey (n=507 across all 14 wards) provides the demand-side complement to the WPI's supply-side picture. Applying JMP service level classifications to the household data yields the following LGA-level access profile:

JMP Service Level	HH Count (n=470)	%	Benchmark	Definition and Implications
At Least Basic (Piped)	**24**	**4.7%**		Piped into dwelling or yard. Highest service level. Concentrated in Okuku and Wanikade. Represents the aspiration level for urban and peri-urban wards.
Basic	**359**	**70.9%**	>80%	Improved source within 30-minute round-trip collection time. LGA achieves close to 80% at this level but ward disparities are significant. This is the target service level for rural wards.
Unimproved	12	2.4%	<5%	Unprotected dug well or spring, unprotected spring. Technically "improved source" in some older classifications but classified as unimproved per JMP 2017 onward.
No Access / Surface Water	**75**	**14.8%**	<5%	River, stream, dam, canal, or no source at all. 66 HH on surface water; 9 HH with no source whatsoever. This is the humanitarian response tier; no other intervention takes priority over closing this gap.

Table 23: Table 3.4: JMP Service Level

The headline 84% improved water access figure (basic+, at-least-basic) is within reach of the >80% programme benchmark. This is a genuinely positive signal, but it requires immediate qualification. First, **"improved" in JMP terms does not mean safe or microbiologically clean** an improved hand-dug well with a sanitation facility within 30 metres (present in 7% of Yala WPs) may still deliver contaminated water. Second, the 14.8% surface water figure (75 HH in the survey) represents a serious public health risk: river and stream water in an LGA with 42.3% OD carries substantial fecal contamination load. Third, and most important, **the LGA average conceals Waniheim's catastrophic 60.4% unimproved/no-access rate** and the significant surface water exposure in Ugaga (28.2%), Ijiraga (20%), and Okpoma (12.5%).

Water collection time, a critical dimension of service level not captured by source type alone, is not precisely measured in the current dataset (the collection time field in the HH survey appears to have recorded education level data, not collection time). This is a data gap that should be corrected through a short re-survey module and field-verified by Q3 2026 so it can be used confidently in the 2027 monitoring round. However, the WP density data provides a proxy: the LGA average of 6.3 WPs per 1,000 people masks wards like Gabu (11.4 per 1,000) with concentrated assets and wards like Mfuma/Ntrigom (6.3 per 1,000 but 71 non-functional WPs) where effective density, accounting for non-functional assets, is much lower.

Water Treatment Practices and Quality

The absence of routine water quality testing in Yala LGA is a considerable evidence gap. The WPI does not include microbiological or chemical testing, and no independent water quality survey has been conducted under the WS4H programme. Without test data, household water treatment practices provide a useful (though imperfect) proxy for perceived water quality:

Treatment Method	HH (n=470)	%	Interpretation
No treatment	**274**	**54%**	More than half of households consume water without any treatment step. This is highest risk in wards with surface water use (Waniheim, Ugaga, Ijiraga, Echumofana) and in wards with high WP sanitation risk (Yahe).
Boiling	94	18.6%	Effective but expensive (firewood cost) and associated with indoor air pollution. More common in households accessing surface or unimproved sources where quality is visibly poor.
Filtration (cloth/charcoal/commercial)	87	17.2%	Cloth filtration removes suspended solids but not bacteria. Charcoal and commercial filters are more effective but costly to maintain. This category requires disaggregation in future surveys.
Chlorination/Treatment tablets	15	3.0%	Very low uptake reflects supply chain absence, not unwillingness. Point-of-use chlorination is the most scalable household treatment option and should be included in the hygiene promotion programme in Chapter 6.

Table 24: Table 3.5: Treatment Method

The 54% no-treatment rate demands action on two fronts: upstream source protection (keeping water clean at the point of collection) and downstream household treatment promotion for households that cannot access protected sources. The near-absence of chlorination (3%) is particularly striking in a context where water quality cannot be assured from improved sources a targeted point-of-use treatment programme, integrated with the hygiene BCC activities in Chapter 6, would be cost-effective and rapid-onset.

Gender and Equity Dimensions of Water Access

The WPI and HH survey do not systematically capture gender-disaggregated data on time spent collecting water, decision-making authority over water points, or female representation in WASHCOMs. This is a gap in the current evidence base that should be addressed in the next data collection cycle. However, several observations from the available data are worth noting:

- Water collection in rural Nigeria falls on women and girls. With 14% of households in Yala using surface water sources, which typically require longer and more dangerous collection journeys than improved sources, the burden on women and girls is disproportionate in the highest-deprivation wards (Waniheim, Ugaga, Echumofana).
- Female committee membership data from the WPI is sparsely populated (the "Committee_Female_Members" field was not consistently completed by enumerators). Where data exists, it suggests near-absent female representation in WASHCOM governance. This is both an equity issue and an operational risk, communities with strong female participation in water governance have consistently higher functionality rates in comparable West African contexts.
- The 54% willingness-to-pay finding from the Service Provider Assessment does not disaggregate by gender. In contexts where women are the primary water collectors and managers at household level, their preferences for tariff levels, payment timing, and service standards matter more than aggregate willingness-to-pay figures.
- The WASHCOM reconstitution programme described in Chapter 9 must include a binding requirement for minimum 50% female membership and specific roles for women in tariff setting and maintenance oversight.

Sanitation and Hygiene Services

Household Sanitation Coverage: The JMP Ladder for Yala LGA

Sanitation is where the Yala WASH system most urgently fails its population. Open defecation at 42.3%, meaning that of 507 surveyed households, 199 reported open defecation as their primary sanitation practice, is the defining challenge of this plan. Approximately 88,000 people are estimated to practise open defecation across the LGA based on the survey-derived population estimate. Three wards, Waniheim, Ugaga, and Wanikade account for a disproportionate share of that burden and must be at the centre of any ODF programming strategy.

Ward	Pop	Toilet Coverage %	OD %	Safely Managed %	Basic %	Limited %	WAI %
Waniheim	13,200	**19%**	**81%**	5.2%	6.9%	6.9%	**20.1**
Ugaga	21,550	43.6%	56.4%	10.3%	23.1%	10.3%	**50.4**
Wanikade	29,250	43.8%	56.2%	21.9%	21.9%	0%	**57.3**
Okpoma	11,250	52.1%	47.9%	37.5%	12.5%	2.1%	**54.9**
Yahe	10,600	52.6%	47.4%	23.7%	26.3%	2.6%	**60.5**
Echumofana	12,750	60.5%	39.5%	42.1%	15.8%	2.6%	**50**
Igede/Ezekwe	16,550	60.9%	39.1%	52.2%	8.7%	0%	**73.9**
O'oh	21,550	64.9%	35.1%	48.6%		16.2%	**72.4**
Gabu	4,900	65.2%	34.8%	26.1%	39.1%	0%	**66.7**
Ijiraga	10,500	66.7%	33.3%	20%	33.3%	13.3%	**55.6**
Mfuma/Ntrigom	22,150	69.4%	30.6%	10.2%	46.9%	12.2%	**62.6**
Yache	2,800	72.2%	27.8%	55.6%	16.7%	0%	**77.8**
Okuku	20,150	82.4%	17.6%	45.1%	21.6%	15.7%	**79.1**
Wanokom	13,050	100%	0%	40%	60%	0%	**83.3**
LGA AVERAGE	**210,250**	**57.7%**	**42.3%**	**28.5%**	**23.4%**	**5.7%**	

Table 25: Ward Breakdown, Sanitation and Hygiene

In this table: **Red** = OD >50% (critical priority), **Amber** = OD 30-50% (high priority), **Green** = OD <30% (relative progress, not satisfactory). Note that 'green' does not mean adequate, it means lower OD compared to other wards. Waniheim presents the most acute sanitation crisis in the LGA.

At 81% open defecation 47 of 58 surveyed households practising OD combined with 81% of the population without toilet access (19% toilet coverage), Waniheim is functionally an open defecation community. The combination with 48.3% surface water uses and 94.8% no handwashing facility creates a complete fecal-oral transmission pathway from defecation site to drinking water to mouth. Children in Waniheim are growing up in a WASH environment that guarantees repeated enteric disease exposure. No public health investment in this ward will yield returns until the basic sanitation infrastructure gap is addressed.

Wanikade requires a different analytical frame. With a population of 29,250 the largest ward in the LGA and 56.2% OD, Wanikade carries the highest absolute OD burden of any ward: approximately 16,440 people practising open defecation. Wanikade's 100% improved water access (no surface water use) means that the water system is serving households, but those same households overwhelmingly lack sanitation, a pattern suggesting that water investment has historically proceeded without a complementary sanitation programme. Toilet coverage at 43.8% provides a foundation: 56% of the population that does have toilet access provides the social proof needed for community-led ODF triggering campaigns.

Wanokom stands apart. At 100% toilet coverage and 0% open defecation, across a sample of 20 households, Wanokom is the only ward in Yala LGA to have effectively achieved ODF status. Wanokom's WP functionality rate is also the highest (85.7%), and its hygiene performance is stronger than average (50% basic HWF). This is not coincidental. Wanokom's WASH performance suggests a community where governance norms, social pressure, and external intervention at some points have combined to produce superior outcomes across all three WASH pillars. A qualitative study of Wanokom's community governance model should be conducted before the Chapter 6 sanitation intervention strategy is finalised, the replication potential for other wards, particularly Wanikade (similar rural profile, large population), could be significant.

Sanitation Quality: Beyond Coverage

Coverage figures alone of the percentage of households with any toilet facility, do not fully capture sanitation service quality. The JMP ladder distinguishes five levels: safely managed, basic, limited, unimproved, and open defecation. Of the 57.7% of Yala households with toilet access, the quality of those facilities is highly variable:

JMP Sanitation Level	HH (n=470)	%	Characteristics and Implications
Safely Managed	134	26.5%	Improved facility, not shared, fecal waste safely disposed or treated. Primarily flush/pour-flush to sealed pit or septic system. Concentrated in Yache (55.6%), Igede/Ezekwe (52.2%), and Okuku (45.1%). These households represent best practice within the LGA context.
Basic	110	21.7%	Improved facility not shared with other households. A basic pit latrine or VIP latrine that is not shared. Functional and acceptable but upgradeable to safely managed with slab improvement and fly-sealing.
Limited (shared facility)	26	5.1%	Improved facility shared between two or more households. Not counted as "at least basic" under JMP 2017. Primarily in denser urban/peri-urban settlements. Requires household-level facility provision rather than shared arrangements.
Open Defecation (including "no facility")	**199**	**39.3%***	Household members defecate in the open - bush, fields, rivers, or roadside. This is the primary sanitation challenge for the LGA. OD rate derived from survey self-report; actual rates may be higher due to social desirability bias in survey responses.

Table 26: JMP Sanitation Level

The 28.5% safely managed sanitation rate while positive, warrants caution. The safely managed classification in the HH survey is based on facility type and self-reported sludge management practices (flush to pit or septic), not on independent verification of septic system function, sludge removal frequency, or effluent disposal quality. In a context with no fecal sludge management (FSM) infrastructure in Yala LGA (no pit emptying services, no treatment sites), the "safely managed" designation for flush toilets connected to pits overstates actual safety. A pit that is full, overflowing, or cracked releases fecal matter directly into the environment. FSM is addressed separately in Section 3.2.3.

Faecal Sludge Management

Fecal sludge management (FSM), the emptying, transport, treatment, and disposal of accumulated fecal matter from pit latrines and septic tanks, is effectively absent in Yala LGA. There are no registered pit-emptying operators, no mechanical desludging equipment, no fecal sludge treatment facilities, and no designated disposal sites within the LGA. The implications of this gap compound over time: as more households construct latrines under ODF promotion programmes (as planned in Chapter 6), the volume of sludge requiring management will grow proportionally. Without an FSM pathway, full pits lead to open overflow or premature abandonment of functional latrines which directly undermines the sanitation investment.

For the planning period 2026–2031, FSM investment should focus on Okuku (urban ward, highest density, greatest volume) and Okpoma (peri-urban). Both require: (a) licensing of at least one mechanical desludging operator; (b) identification of a treatment/disposal site

meeting minimum environmental standard; and (c) a tariff structure that makes the service commercially viable. Chapter 6 sets out the FSM intervention approach in detail.

Hygiene Behaviour and Handwashing Facilities

Hygiene behaviour is measured in the HH survey through the JMP hygiene service level classification, which requires observation of a handwashing facility (HWF) with both water and soap present at the time of the survey visit. The LGA hygiene situation is the weakest of the three WASH pillars:

Ward	Pop	Basic HWF %	Limited %	No Facility %	Toilet Cov. %	OD %	Hygiene-San link
Waniheim	13,200	1.7%	3.4%	94.8%	19%	81%	Hygiene void
Echumofana	12,750	7.9%	2.6%	89.5%	60.5%	39.5%	Hygiene void
Ijiraga	10,500	20%	13.3%	66.7%	66.7%	33.3%	Critical gap
Okpoma	11,250	25%	10.4%	64.6%	52.1%	47.9%	Critical gap
Wanikade	29,250	28.1%	3.1%	68.8%	43.8%	56.2%	Critical gap
Yahe	10,600	31.6%	0%	68.4%	52.6%	47.4%	High need
Mfuma/Ntrigom	22,150	34.7%	10.2%	55.1%	69.4%	30.6%	High need
Gabu	4,900	34.8%	17.4%	47.8%	65.2%	34.8%	High need
Ugaga	21,550	35.9%	2.6%	61.5%	43.6%	56.4%	High need
O'oh	21,550	43.2%	16.2%	40.5%	64.9%	35.1%	High need
Wanokom	13,050	50%	5%	45%	100%	0%	Moderate
Okuku	20,150	58.8%	2%	39.2%	82.4%	17.6%	Moderate
Igede/Ezekwe	16,550	60.9%	0%	39.1%	60.9%	39.1%	Strong
Yache	2,800	66.7%	0%	33.3%	72.2%	27.8%	Strong
LGA AVERAGE	**210,250**	**33.4%**	**~5%**	**61.7%**	**57.7%**	**42.3%**	

Table 27: Ward Breakdown, FSM

Waniheim's 1.7% basic HWF rate (1 of 58 surveyed households with water and soap present) is in a class of its own. Echumofana's 7.9% is similarly alarming, especially given that Echumofana has better water access than most wards (81.6% improved). This points to a hygiene behaviour gap that exists independently of water access: households in Echumofana have adequate water supply but have not established handwashing as a consistent practice. This is a behaviour change challenge, not an infrastructure challenge and it requires a sustained, community-level BCC approach that goes beyond the occasional handwashing demonstration.

The Yache anomaly is analytically important: 66.7% basic HWF (second highest in the LGA) against 36% WP functionality (worst in the LGA). How are Yache households maintaining handwashing practice when water point infrastructure is mostly non-functional? Several explanations are plausible: seasonal rainfall capture, use of jerry cans stored from functional periods, use of water from neighbouring wards, or small sample size effects (n=36 in Yache). The 2027 monitoring round should specifically investigate Yache's water sourcing and hygiene practices to understand whether this is a genuine community behaviour strength that can be documented and replicated, or a data artefact.

The strategic conclusion on hygiene is clear: **handwashing promotion that is not accompanied by soap supply chain development and reliable water access will not move the needle.** At 61.7% no-HWF rate, the constraint is not primarily knowledge of handwashing survey respondents across West Africa consistently demonstrate knowledge of when and why to wash hands. The constraint is absence of a dedicated washing station with soap at the critical times (before eating, after using toilet). The Chapter 6 hygiene intervention

package addresses this by linking HWF provision, soap microfinance, and BCC in a single household-level programme.

WASH in Institutions

Schools

The Education Facilities Mapping surveyed 261 schools across all 14 wards, a comprehensive dataset that provides the most complete picture of school WASH provision ever assembled for Yala LGA. The overall picture is of insufficient, inequitably distributed, and often non-functional school WASH infrastructure that does not meet minimum WASH-in-Schools (WinS) standards:

Ward	Pop	Schools	With Toilet	Toilet %	Usable	Usable %	HCFs	Pub. Places	School WASH Note
Okuku	20,150	39	27	69%	0	0%	10	8	69.2%, best in LGA; urban advantage
Mfuma/Ntrigom	22,150	27	4	15%	0	0%	15	7	4/27 (15%), worst absolute and relative
Yache	2,800	23	12	52%	0	0%	6	3	52.2% above average despite small pop
O'oh	21,550	21	10	48%	0	0%	8	5	Needs investment
Okpoma	11,250	20	7	35%	0	0%	4	4	Needs investment
Yahe	10,600	18	10	56%	0	0%	7	7	Needs investment
Ugaga	21,550	18	14	78%	0	0%	7	1	Above average
Waniheim	13,200	17	2	12%	0	0%	9	6	2/17 (12%) consistent with compound failure
Echumofana	12,750	17	7	41%	0	0%	7	2	Needs investment
Wanikade	29,250	15	5	33%	0	0%	9	3	33% below expectation for largest ward
Wanokom	13,050	15	4	27%	0	0%	11	3	26.7% lower than sanitation performance suggests
Igede/Ezekwe	16,550	14	7	50%	0	0%	6	4	Needs investment
Gabu	4,900	10	8	80%	0	0%	5	2	Above average
Ijiraga	10,500	7	5	71%	0	0%	5	4	Above average
LGA TOTAL	**210,250**	**261**		**~49%**	**0**	**0%**	**109**	**59**	

Table 28: Table 3.9: Ward, Pop, Schools, With Toilet

The zero usable toilet finding across all 261 schools requires careful interpretation. The national education mapping instrument distinguishes "toilet available" from "toilet usable" the latter requiring the facility to be functional, cleanable, and actively used. The 0% usable rate across the entire LGA is more likely to reflect a systematic definitional or data collection issue in the survey instrument than a physical reality in which every toilet in every Yala school is structurally unusable. However, until this is verified through independent spot-checks, the finding must be treated as recorded. If broadly accurate, it represents a complete institutional WASH failure in the education sector, children cannot safely defecate at school, which particularly affects girls's attendance and retention during menstruation.

Mfuma/Ntrigom's school WASH situation is the most critical by absolute numbers: 27 schools (the most of any ward), with only 4 (14.8%) having toilet facilities of any kind. This is the highest school count in the LGA and the joint-worst toilet provision rate. With an estimated school-age population of several thousand children in the ward, this represents the largest single school WASH deficit in Yala LGA. The Chapter 6 WASH-in-Schools intervention package prioritises Mfuma/Ntrigom accordingly.

Health Care Facilities

The SHA/WS4H National HCF Mapping surveyed 109 health care facilities across all 14 wards. The headline finding from the WSDCMT 0% usable staff toilet and 0% usable patient toilet across all 109 facilities has already been flagged as a Data Query requiring verification (Diagnostic Report Q1, February 2026).

Regardless of the exact figure, the substantive finding is that WASH provision in Yala LGA's health facilities is seriously deficient. Infection prevention and control (IPC) standards require clean, functional, gender-separated toilets and handwashing facilities with soap and water at the point of care for all staff and patients. Where these are absent or non-functional, health-care-associated infections (HCAIs) become a preventable but real risk particularly in maternity wards, surgical settings, and outpatient treatment areas where clean hands and sanitary conditions directly determine patient outcomes.

Priority HCF wards for WASH investment are those with the largest facility counts and worst service coverage: Wanokom (11 facilities) and Mfuma/Ntrigom (15 facilities) together account for 26 of 109 HCFs. Okuku (10 HCFs, urban setting) should be the model for WASH standards, given its resource environment, and can demonstrate replicable IPC-compliant WASH provision for smaller, more remote facilities.

Markets, Motor Parks, and Public Places

Fifty-nine markets and motor parks were mapped across the 14 wards. These are the highest-density public gathering points in the LGA locations where large numbers of people from multiple community's mix, share food, and often spend extended periods without access to sanitation or handwashing facilities. Public place WASH failures create disease transmission hubs that undermine household-level WASH improvements.

Ward	Public Places	With Toilet	Toilet %	Toilet Adequacy	Strategic Note
Wanokom	3	3	**100%**	Good	Consistent with Wanokom's community-wide sanitation achievement.
Okuku	8	7	**87.5%**	Good	Urban LGA HQ has best absolute public WASH provision.
Mfuma/Ntrigom	7	5	71.4%	Moderate	Second largest PP count; reasonable provision for a rural ward.
Yahe	7	2	**28.6%**	Weak	Highest PP count with lowest-equivalent provision; and 52% WP sanitation risk.
Ugaga	1	0	**0%**	None	Large pop (21,550), high OD ward with zero PP toilet provision.

Table 29: Ward, Public Places, With Toilet, Toilet %

Equity, Inclusion and Vulnerable Groups

WASH deprivation in Yala LGA is not randomly distributed. The data reveals patterns of compound disadvantage wards where multiple WASH deficits reinforce each other, and where the most vulnerable population groups (young children, women, people with disabilities, and elderly persons) experience the greatest burden.

- **Geographic inequity:** The bottom four wards by WASH Adequacy Index (WAI) Waniheim (20.1), Echumofana (50), Ugaga (50.4), and Ijiraga (55.6) together account for approximately 58,000 people (27% of the LGA population) but receive proportionally less infrastructure investment and institutional attention than the urban ward (Okuku, WAI 79.1). All four are rural, all have limited road access, and all have minimal service provider presence.
- **Gender inequity:** Water collection falls on women and girls. In wards with heavy surface water dependence (Waniheim, Ugaga, Echumofana), collection journeys are longer, more physically demanding, and more dangerous. Girls who spend significant morning time collecting water are more likely to arrive at school late or absent directly

affecting educational attainment. The absence of gender-sensitive school WASH (separate, lockable girl's toilets with MHM disposal facilities) in most schools compounds the educational disadvantage. The Chapter 6 institutional WASH package includes specific MHM provisions.

- **Child vulnerability:** Children under five are the highest-risk group for enteric disease associated with WASH deficits. In Waniheim, Ugaga, and Wanikade, the combination of OD, surface water use, and near-absent handwashing create an environment of repeated WASH-related infection that drives stunting, wasting, and under-five mortality. WASH investments in these three wards must be explicitly framed as child health interventions in LGA health sector planning.
- **Disability inclusion:** The Institutions_WASH dataset includes a field for disability-accessible toilet provision. Review of that field shows very limited disability-accessible provision in schools and health facilities. The WASH-in-Schools and HCF programmes in Chapter 6 include disability-accessible design as a minimum standard requirement.

Climate and Environmental Risks Affecting Services

Yala LGA's high-rainfall, riverine environment creates specific climate-related risks for WASH services that must be embedded in infrastructure design, O&M planning, and investment prioritisation. These risks are not future-facing projections only they are already affecting service delivery today.

Risk	Mechanism	Wards most affected	Current WASH impact	Design response
Seasonal flooding	Cross River tributaries overflow: shallow WPs and pit latrines inundated; fecal material washed into surface water	Waniheim, Okpoma, Yahe, Ugaga	Pit latrine abandonment; surface water contamination; cholera risk	Elevated WP platforms; flood-resistant latrine design; emergency WASH protocols
Dry season aquifer depletion	Water table falls below borehole intake depth in basement complex wards; springs reduce to trickle	Yache, Gabu, Echumofana, Ijiraga	Seasonal WP non-functionality: households revert to surface water in dry months	Deeper borehole casing where affordable; RWH for dry season supplementation
Latrine structural failure (heavy rain)	Intense rainfall events saturate soil around pit latrines; structural collapse or flooding	All wards; highest risk in expansive clay soils (lowland wards)	Latrine abandonment during rains; reversion to OD	Improved slab design; drainage rings; concrete ring reinforcement in high-risk soils
WP source contamination	Runoff carries bacteria and parasites from OD sites, agricultural chemicals, and animal waste into shallow groundwater and surface sources	All wards with OD >40% and surface water use (Waniheim, Ugaga, Echumofana)	Water quality degradation; waterborne disease even from improved sources	Source protection rings; WP siting clearance from OD/latrine sites; chlorination
Deforestation and erosion	Loss of forest cover reduces groundwater recharge; erosion silts springs and borehole surrounds; increases flood intensity	Highland wards: Echumofana, Yache, Ijiraga	Reduced spring yields; WP siltation; increased surface runoff	Catchment protection around water sources; community reforestation linked to WP maintenance obligations

Table 30: Risk, Mechanism, Wards most affected, Current WASH impact

The flood risk-latrine relationship deserves specific attention in the investment plan. Communities that invest in latrine construction during the dry season may see those latrines inundated or damaged in the following rainy season a deeply discouraging outcome that damages community confidence in ODF programming. The Chapter 6 sanitation intervention package addresses this through climate-appropriate latrine design specifications, with elevated platforms and drainage provision as standard requirements for all LGA-funded or programme-supported latrine construction in flood-prone wards.

Chapter 3 Summary: Five Headline Findings for Programme Design

1. Water infrastructure exists (1,322 WPs) but does not function (34.9% non-functional) because management systems are absent, spare parts are inaccessible, and tariff revenues are near-zero. New construction without fixing maintenance governance will worsen the problem.
2. Sanitation is the defining challenge: 42.3% OD at LGA level, concentrated in three high-population wards (Waniheim 81%, Ugaga 56.4%, Wanikade 56.2%) that together contain most the LGA's OD burden.
3. Hygiene is in structural failure: 61.7% of households lack any handwashing facility. The gap is not knowledge it is soap, water, and a dedicated space. Infrastructure must accompany BCC.
4. Institutional WASH (schools, HCFs, public places) has zero verified usable toilets in schools and near-zero verified provision in HCFs, a systemic failure that requires dedicated investment beyond household-level programming.
5. 5. Wanokom (0% OD, 85.7% WP functionality, 100% toilet coverage) is proof that full WASH achievement is possible in Yala LGA's context. Before programming begins, document what Wanokom did. Then replicate it.

Chapter 4:
Institutional, Governance and Financing Diagnostics

An assessment of who is responsible for WASH in Yala LGA, how well they are performing, and why the current financing model cannot sustain services.

The situation analysis in Chapter 3 establishes what the WASH gaps are. This chapter asks why they exist and why they persist despite decades of investment in physical infrastructure. The answer in every case traces back to institutional and governance failures: unclear responsibilities, absent accountability relationships, insufficient financing, and a service provider ecosystem that operates entirely outside formal governance. Addressing the root causes documented in this chapter is the difference between a WASH plan that produces temporary results and one that produces durable change.

This chapter draws on three primary evidence sources: the SHA/WS4H Service Provider Assessment (125 providers, 12 wards, 2025), the Water Point Inventory governance indicators (1,322 WPs, all 14 wards), and professional observation from the T&T diagnostic process. Where institutional data is incomplete or absent, particularly regarding LGA budget allocation to WASH this is itself a finding that informs the recommendations in Chapter 9.

Roles and Responsibilities of WASH Actors

WASH in Nigeria is formally a concurrent responsibility shared across federal, state, LGA, and community levels, with the WASH sector support from development partners and NGOs adding a fourth dimension in LGAs under active programme support. In Yala LGA, the formal architecture is well defined on paper. The operational reality is more fragmented:

Federal Level

The Federal Ministry of Water Resources and Sanitation (FMWRS) holds responsibility for national WASH policy, sector coordination, and the management of the SURWASH programme (a $700 million World Bank facility). For Yala LGA, the most important federal-level mechanism is SURWASH's performance-based disbursement to Cross River State which is partly conditioned on completion of LGA-level WSPs. This WSP therefore serves a direct federal compliance function in addition to its local planning role. However, day-to-day federal engagement in Yala LGA WASH is minimal: FMWRS does not have direct field presence, and its influence is mediated through State and LGA systems.

State Level: Cross River State MDAs

The Cross River State Ministry of Water Resources and Sanitation (MoWRS) is the apex state-level institution for WASH policy and sector governance in Cross River State. Under the Cross River State WASH Policy (2025), MoWRS is responsible for policy formulation, strategic planning, sector coordination, and oversight of all WASH service delivery institutions. It chairs the State Task Group on WASH (STG-WASH), the high-level inter-ministerial coordination body that aligns WASH priorities across all relevant state MDAs. For Yala LGA, MoWRS engagement is channelled primarily through the WS4H Programme, which operates under a Memorandum of Understanding between the State Government and Self Help Africa/FCDO. This WSP is designed to align with and contribute to the MoWRS Annual Operational Plan and the State WASH medium-term expenditure framework.

The Rural Water and Sanitation Agency (RUWATSSA) the renamed and restructured successor to the Rural Water Supply and Sanitation Agency (RUWATSSA) under the Cross River State WASH Policy (2025) is the designated state-level lead institution for rural WASH service delivery. Its mandate encompasses: the management of rural WASH service delivery activities; facilitation of LGA WASH Departments through technical backstop support and capacity building; coordination of market-based sanitation activities; and support for WSP development and validation. Under the CRS WASH Policy (2025), RUWATSSA is the state competent authority responsible for formally endorsing LGA WASH Strategic Plans before they are submitted to the SURWASH Programme Implementation Unit (PIU). This plan's formal validation and onward submission to the SURWASH PIU is therefore conditional on

RUWATSSA endorsement making RUWATSSA the single most important state-level partner for this plan.

In practice, RUWATSSA's field engagement with Yala LGA has been intermittent. Resource constraints deployed staff, vehicle availability, and operating budgets have historically limited its presence at the LGA level. RUWATSSA field officers participated in the SHA/WS4H baseline data collection exercise (2024 - 2025), which represents a positive re-engagement. Sustained post-programme technical support to the Yala LGA WASH Desk, however, will require explicit agreement and dedicated resourcing between RUWATSSA and SHA/WS4H before programme exit. This Plan formally recommends that RUWATSSA designate a named focal officer for Yala LGA for the full 2026 - 2031 implementation period, and that this designation be embedded in the SURWASH PIU's supervision framework.

Several other Cross River State MDAs carry important enabling roles for WASH delivery in Yala LGA, consistent with the CRS WASH Policy (2025) governance architecture. The State Planning Commission must incorporate this WSP into state development programme plans to unlock State Government capital allocations. The Ministry of Finance administers WASH-related capital and recurrent allocations and is the state-level counterpart for the financing commitments described in Chapter 8. The Ministry of International Donor Coordination (MIDC) serves as the primary state interface for SHA/WS4H and all FCDO-funded programme activities. The Ministry of Local Government Affairs oversees and coordinates LGA Council WASH responsibilities, including the political authority of the Yala LGA Executive Council whose endorsement is a prerequisite for this Plan's adoption.

At the sector level, the Ministry of Health leads WASH in health care facility standards, disease surveillance, and the integration of WASH into state health campaigns directly relevant to the 109 health facilities in Yala LGA assessed in Chapter 3, many of which recorded critical WASH failures. The Ministry of Education is the state-level counterpart for school WASH programming, overseeing the WASH standards for the 261 schools surveyed across Yala's 14 wards (Chapter 3, Package H3). The Ministry of Women Affairs provides the gender mainstreaming mandate that underpins the GESI requirements embedded throughout this Plan. Coordination across all these MDAs is the function of the STG-WASH, and this LGA Plan's implementation will require regular reporting through RUWATSSA to the STG-WASH to maintain state-level visibility and political support.

LGA Level: Executive Council, WASH Desk, and Works Department

The Yala LGA Executive Council holds the ultimate decision-making authority for LGA resource allocation. The Council Chairperson's endorsement of this WSP is prerequisite to its adoption, and the Supervisory Councillor for Health (or equivalent portfolio holder for WASH) is the political champion for WASH investment in the annual LGA budget process.

The LGA WASH Department sits within the Works and Infrastructure Department and is the technical body responsible for day-to-day WASH coordination, monitoring, and delivery support. Its current capacity is assessed in Section 4.2. The WASH Desk holds three functions that are critical to this plan's implementation: **(a)** data management maintaining the ward-level WASH dashboard that tracks progress against the indicators in Chapter 10; **(b)** service provider oversight, monitoring the 125 registered (or registering) service providers; and **(c)** coordination convening the LGA WASH Coordination Committee described in Chapter 9.

Accountability Gap: The LGA Budget for WASH

Historical LGA budget allocation data for WASH is not available in the current evidence base neither the LGA Budget Office nor the WASH Desk provided disaggregated budget and expenditure data for WASH activities in the years 2020-2024.

This is itself a governance finding: an LGA that cannot report its own historical WASH expenditure does not have the fiscal management system needed to implement this plan. Establishing a WASH budget line with transparent allocation and reporting is the first financial governance action required (Chapter 9).

Estimates from comparable Cross River State LGAs suggest WASH typically represents 2-5% of LGA overhead budgets far below the 10-15% required to close identified infrastructure gaps. This Plan sets a minimum 10% WASH budget allocation target, with a trajectory to 15% by 2028.

Community Level: WASHCOMs, WPCs, and Ward Councils

Community-level governance is the point at which WASH services either function or fail over the long term. In Yala LGA, community governance structures exist on paper most villages can identify a WASHCOM or Water Point Committee, but their operational effectiveness is severely limited across all wards:

Community Governance Indicator	Status in Yala LGA	Coverage (WPI data)	Implication
WASHCOM/WPC constituted	Present in some wards; mostly inactive	7.6% of WPs have active committee	92.4% of WPs have no functional management committee, the single most important governance failure
Female representation in committee	Inconsistent; rarely meeting 30% threshold	Not systematically captured	Committees without meaningful female participation are less effective and less accountable to primary water users
Tariff setting and collection	Mostly absent; informal where present	4.2% of WPs have tariff systems	No revenue means no O&M budget; communities dependent entirely on goodwill for maintenance
Maintenance protocol/schedule	None documented for any WP	0%	Preventive maintenance is not practised - repairs happen only when WPs break, and only if a LAM is accessible
Conflict resolution mechanism	No formal mechanism: disputes handled informally through ward head	Not assessed	WP access disputes are a known driver of community fragmentation in Nigerian rural water
Community WASH by-laws	No ward in Yala has passed formal WASH by-laws	0%	Without by-laws, ODF triggering cannot be enforced; WP protection zones cannot be maintained; community norms have no legal backing

Table 31: Community Governance Indicator, Status in Yala LGA, Coverage

Capacity Assessment of LGA and Service Providers

LGA WASH Department Capacity

The LGA WASH Departments is the institutional home for this plan's implementation. Its current capacity defines the boundary of what is achievable without external support and therefore where that support must be targeted. The following assessment is based on professional observation during the diagnostic process:

Capacity Domain	Current Status	Rating	Required Strengthening Actions
Staffing technical WASH officers	Understaffed; typically, 1-2 officers; limited WASH-specific technical background	**Weak**	Recruit or retrain minimum 2 dedicated WASH technicians: clear ToR covering data management, SP oversight, and community support
Field mobility (vehicles/motorcycles)	No dedicated vehicle: reliant on LGA pool allocation which is inconsistent	**Weak**	Minimum: 1 motorcycle per 4 wards forward-level monitoring; LGA vehicle for coordination and reporting. SHA to support through programme period; LGA to plan for own fleet.
Data management and reporting	No functional WASH MIS: data collected under WS4H not	**Very Weak**	Establish ward-level WASH dashboard (Excel-based initially, transitioning to

Capacity Domain	Current Status	Rating	Required Strengthening Actions
	integrated into LGA systems		mWater); monthly data entry protocol; quarterly review schedule
Fiscal management WASH budget	No ring-fenced WASH budget line: expenditure tracking not disaggregated to WASH	Very Weak	Create dedicated WASH budget line in LGA ADP from 2026; establish quarterly expenditure reporting to LGA Council
Technical standards and procurement	No LGA-level WASH technical specifications; procurement conducted through general LGA process without WASH-specific oversight	Weak	Adopt Cross River State RUWATSSA technical standards as LGA defaults; train WASH Desk officers in procurement monitoring
Community engagement and CLTS	Limited prior CLTS implementation experience; no ODF triggering track record	Limited	Training of 2 WASH Desk officers as CLTS facilitators; SHA/WS4H to provide hands-on mentoring in first wave communities
SP management and oversight	No SP registry maintained at LGA level; no oversight of the 125 mapped providers	Absent	Establish SP registry as database in WASH Desk; quarterly SP reporting requirement as condition of registration; non-compliance escalation pathway

Table 32: Capacity Domain, Current Status, Rating, Required Strengthen

Service Provider Capacity

The SHA/WS4H Service Provider Assessment mapped 125 WASH service providers across 12 wards. The governance and capacity profile of this provider landscape is the most direct explanation for the LGA's 34.9% WP non-functionality rate. The data paints a picture of an entirely informal, uncertified, and ungoverned sector:

Governance/Capacity Indicator	Yes	%	Analysis
Registered as a business entity	~11	~9%	91% of providers operate with no legal identity. This prevents signing contracts, holding bank accounts, accessing credit, and being formally sanctioned for non-performance. Registration is the first and most basic governance requirement.
Business plan available	11	9%	A business plan requires a provider to think through service costs, revenue, and viability. Without one, providers cannot sustain operations when informal community goodwill runs out. Linked strongly to registration rate.
Service contract with community or LGA	0	0%	No provider in the LGA has a written agreement defining their service obligations. This is the root of the accountability vacuum: there is no mechanism for communities to formally hold providers to any service standard.
Dedicated bank account for business	5	4%	Without a bank account, tariff revenue cannot be tracked, saved, or audited. Funds co-mingle with personal finances; transparency is impossible; financial embezzlement risk is high.
Financial audit report available	4	3%	3% of providers can demonstrate any financial transparency. In a context where communities pay tariffs, this level of financial opacity undermines community trust and willingness to pay.
Staff training plan in place	8	6%	6% of providers have any structured plan for staff capacity development. Technical skills atrophy over time without refresher training; this is a significant O&M quality risk for motorised borehole operation.
Willingness to pay reported by community	68	54%	This is the one positive governance finding: more than half of providers report community willingness to pay. This is the raw material of a viable tariff system it is not yet translating into actual revenue because the governance structures to manage tariffs do not exist.

Governance/Capacity Indicator	Yes	%	Analysis
LAMs: Spare parts within LGA	21 / 125 SPs	17%	Spare parts accessible within the LGA in only 17% of cases. For the 18 LAMs who are the technical repair workforce, this means most repairs require parts procurement from outside the LGA adding days or weeks to repair times and directly explaining the 34.9% non-functional WP rate.

Table 33: Table 4.5: Governance/Capacity Indicator

The willingness-to-pay finding (54%) is important because it contradicts a common assumption in Nigerian rural WASH discourse: that communities resist paying for water. In Yala LGA, more than half of service providers report community willingness to pay but the institutional structures to collect, manage, and account for those payments do not exist. The implication is that the revenue potential for sustainable O&M financing is latent it exists in communities but cannot be activated without a formal governance framework. The SP professionalisation programme in Chapter 9 is specifically designed to create that framework.

Existing Service Delivery Models

Three service delivery models currently operate (or nominally operate) in Yala LGA, with a fourth delegated management or professional operations entirely absent:

Model	Prevalence (WPI)	Strengths	Weaknesses	Programme Recommendation
Community-Based Management (WASHCOM/WPC)	7.6% of WPs (active committee)	Low cost; high community ownership potential; scalable across all rural wards	WASHCOMs mostly inactive; no training; no revenue; no spare parts mandate; collapses when key member leaves	Reconstitute in all wards with standardised training, mandatory female representation, tariff protocols, and annual performance review. Priority: all Tier 1 wards (Waniheim, Ugaga, Wanikade).
Caretaker Model	14.9% of WPs	More reliable day-to-day presence than committee; lower governance burden	No oversight mechanism: revenue usually not collected; no linkage to LAM for repairs; single point of failure	Formalise caretaker role with written agreement and minimal stipend from tariff revenue. Caretaker reports to WASHCOM, not instead of it.
Informal/No Management	~77% of WPs (majority)	Zero overhead cost	Zero sustainability. When WP breaks, it stays broken. The dominant model is also the model that produces 462 non-functional WPs.	All WPs currently in "no management" category must be assigned to either community-based or caretaker model. WPs with no management arrangement should not receive rehabilitation without governance pre-condition.
Delegated/Professional Management	Absent in Yala LGA	Highest technical competence; clear contractual accountability; revenue management capacity	Higher cost; requires formal legal framework; not viable for small point sources	Introduce for Okuku urban ward (largest WP stock, urban governance environment) and for any piped scheme or reticulated motorised borehole system funded under this plan. Basis for Okuku pilot in Chapter 6.

Table 34: Table 4.6: Model, Prevalence (WPI), Strengths, Weaknesses

WASH Financing Flows and Constraints

The 3Ts Framework Applied to Yala LGA

The international framework for sustainable WASH financing identifies three sources, Tariffs (user fees), Taxes (government budgets), and Transfers (external grants and loans, commonly called development aid). For a functional WASH system, all three must flow reliably to cover different cost categories. In Yala LGA, none of the three flows adequately, and they do not flow in combination:

Source	What it should fund	Current status in Yala LGA	Estimated annual flow	Gap assessment
Tariffs	Operational expenditure (OpEx): fuel, caretaker stipend, routine maintenance; minor repairs	4.2% of WPs have any tariff; average ₦943/HH/month where collected; no formal collection or bank account system	Estimated <₦5 million/year at LGA level (gross)	Critical gap: OpEx entirely unfunded from user fees in 95.8% of WPs
Taxes	Capital maintenance expenditure (CapManEx); LGA WASH Desk operating costs; some new construction co-financing	No ring-fenced WASH budget line in LGA ADP; WASH expenditure not tracked; estimated 2-3% of overhead budget in good years	Estimated ₦15-30 million/year (2-3% of ~₦1 billion LGA overhead)	Severe gap: CapManEx entirely unfunded; LGA budget provides at best ad hoc support
Transfers	Capital expenditure (CapEx): new construction; system expansion; capacity building; direct support costs	SHA/WS4H Programme: primary current vehicle; SURWASH (via State): potential medium-term flow; UNICEF, other NGOs: intermittent	SHA/WS4H annual budget for Yala LGA activities: not disclosed but primary current flow	Gap: transfers cover CapEx but not CapManEx; exit risk when SHA/WS4H programme ends

Table 35: Source, what it should fund, Current status in Yala LGA, Est

The structural problem is that Transfers (SHA/WS4H, and previously other NGO programmes) have been funding CapEx building boreholes, digging wells, constructing latrines, while the Taxes and Tariffs needed to maintain those assets have been absent or inadequate. The result is a WASH infrastructure stock that grows during active programme periods and decays in between. The WSDCMT data for Yala LGA shows this clearly: 1,322 WPs have been constructed over the years; 462 (35%) are non-functional because no system exists to maintain them.

Life Cycle Costs: What Full WASH Financing Requires

The IRC/WaterAid Life Cycle Costing (LCC) framework identifies six cost categories that must be financed for WASH services to be sustainable. Each category represents a financing gap in Yala LGA:

LCC Category	Definition	Typical source	Current coverage in Yala	Gap	Chapter reference
CapEx	Initial construction capital	Transfers	SHA/WS4H; prior programmes	Coverage adequate in programme periods; zero between programmes	Ch. 7, Ch. 8
OpEx	Day-to-day operation: fuel, electricity, caretaker	Tariffs	4.2% of WPs	Critical, 95.8% of WPs have no tariff. OpEx entirely absent for most the asset base.	Ch. 6, Ch. 9
CapManEx	Major repairs, component	Taxes + Tariffs	Near-zero; no ring-fenced budget	Critical, major repair cost has no funding pathway. LAMs cannot perform	Ch. 7, Ch. 9

	replacement (pump, motor)			major repairs without financing.	
ExpDS	Direct support: WASHCOM training, monitoring, post-construction support	Transfers + Taxes	SHA/WS4H covers during programme	Exit risk: when SHA/WS4H ends, direct support costs become LGA responsibility with no evident budget	Ch. 9
ExpIDS	Indirect support: RUWATSSA coordination, State policy, LGA Desk overhead	Taxes (State/Federal)	Partial; RUWATSSA underfunded	Moderate gap; depends on State WASH budget allocation	Ch. 9
CoC	Cost of capital: loan interest if CapEx debt-financed	Per financing instrument	Minimal, most CapEx is grant-financed	Not currently a constraint; may become relevant if LGA accesses State/SURWASH loans	Ch. 8

Table 36: Table 4.8: LCC Category, Definition, Typical source, Current coverage

The financing gap that can be addressed immediately is OpEx: making 95.8% of WPs financially viable for day-to-day operation. This requires a functioning tariff system. The SP Assessment shows community willingness to pay (54%) and an average tariff level of ₦943/month where tariffs exist. Applied across 860 functional WPs serving an average of 20 HH each, this would yield approximately ₦196 million per year in potential tariff revenue a figure that would, if collected and properly managed, cover OpEx and make a material contribution to CapManEx. The gap between potential revenue (₦196 million) and actual revenue (estimated <₦5 million) is the governance gap, not the financial gap.

Key Systemic Bottlenecks

Drawing together the institutional, capacity, service delivery, and financing analysis above, five systemic bottlenecks are identified as the root causes of WASH service delivery failure in Yala LGA. These are not symptoms they are the underlying conditions that perpetuate the service gaps documented in Chapter 3. Addressing them is the primary purpose of Chapters 6, 8, 9, and 10.

#	Bottleneck	Evidence	WASH dimension affected	Recommended response
1	**Management governance vacuum**	7.6% of WPs with active committee; 0% service contracts; 4.2% tariff coverage	Water supply O&M; sanitation market; hygiene promotion accountability	WASHCOM reconstitution programme (all 14 wards, 2025-2026); SP registration and formalisation; service contract template and rollout
2	**Spare parts supply chain collapse**	17% of SPs have spare parts within LGA; concentrated in Okuku only; estimated 1–3-week repair delays LGA-wide	Water point functionality; 34.9% non-functional WP rate directly attributable	Establish at least 2 LAM spare-part depots (Okuku + Okpoma/Mfuma/Ntrigom area); negotiate supplier credit lines; link depot to LAM certification programme
3	**Zero tariff revenue for O&M**	<5% tariff uptake; ₦5M estimated annual revenue vs ₦196M potential; 0 bank accounts at WP level	Water supply sustainability; CapManEx funding gap; provider viability	Tariff reform programme: standardised tariff bands by technology type; mandatory bank account; community financial reporting; annual tariff review mechanism
4	**LGA WASH Desk has no functional M&E or budget system**	No WASH budget line; no MIS; no SP registry; no WP monitoring schedule	All three WASH pillars - without monitoring, programme adaptation is impossible	Establish WASH budget line by 2026 LGA ADP cycle; deploy WASH dashboard (Excel to mWater); monthly monitoring protocol; RUWATSSA oversight compact

#	Bottleneck	Evidence	WASH dimension affected	Recommended response
5	**ODF programming absent at scale**	42.3% OD; Waniheim 81%, Wanikade 56.2%, Ugaga 56.4%; no ODF verification system; no WASH by-laws	Sanitation; hygiene; child health; waterborne disease control	CLTS programme in 3 priority wards (2025-2027); sanitation market development; LGA by-law adoption; ODF verification system linked to LGA WASH dashboard

Table 37: Bottleneck, Evidence, WASH dimension affected.

Table 4.10: Note on Bottleneck Scope: Bottlenecks 1 (Non-functional wate

Note on Bottleneck Scope: Bottlenecks 1 (Non-functional water points), 2 (No spare parts/LAM network), and 3 (Zero tariff revenue) apply primarily to the WATER SUPPLY sub-sector. Bottleneck 5 (ODF programming absent at scale) applies primarily to the SANITATION and HYGIENE sub-sector, with important distinctions: (a) for sanitation, the issue is both demand-side (behaviour) AND supply-side (product availability, cost); sanitation access to infrastructure is a key barrier, not merely willingness; and (b) Fecal Sludge Management represents a separate, currently absent service chain for peri-urban areas. Bottleneck 4 (No LGA WASH M&E system) is cross-cutting across all three WASH pillars.

Diagnostic Summary: The Central Argument of Chapter 4

- Yala LGA does not lack WASH infrastructure. It lacks the institutional and financial systems to make existing and future infrastructure work.
- 1,322 WPs have been built. 462 (35%) are broken. Not because Yala communities are incapable of managing water systems, but because no one was given the training, the authority, the revenue, or the spare parts to keep them functioning.
- A sanitation crisis at 42.3% OD persists not because communities are ignorant of the health risks, but because no sustained, adequately resourced ODF programme has been deployed with the governance backing (by-laws, LGA enforcement, community verification) needed to make change stick.
- The financial system generates <₦5 million/year in tariff revenue against a potential of ₦196 million - a 97% gap that is entirely explained by absent governance, not by absent willingness to pay.

Chapter 5 sets the vision. Chapters 6-9 address these root causes directly. Chapter 10 measures whether the responses are working.

Chapter 5:
Vision, Goals and Targets

A 2030 results framework grounded in Yala LGA's baseline and aligned with SDG 6, the Nigeria National WASH Action Plan, and the Cross River State WASH Policy

This chapter establishes where Yala LGA intends to be by 2031, and the measurable milestones that will signal whether the LGA is on track. The vision statement and goal structure are not aspirational rhetoric, they are a direct response to the diagnostic findings in Chapters 3 and 4, translated into the language of outcomes and indicators that the MEL system in Chapter 10 will track. Every number in this chapter is grounded in the WSDCMT baseline; every target has been set with an understanding of what is realistic given Yala's current capacity, financing environment, and the six-year planning horizon.

The planning framework applies a deliberate equity logic: wards in Tier 1 (Waniheim, Ugaga, Wanikade, the three highest-deprivation wards by composite WASH Adequacy Index (WAI) and OD rate have more ambitious absolute targets than the LGA average because closing the equity gap requires faster progress for the furthest behind. Tier 3 wards (Wanokom, Yache, Okuku, Gabu, already performing above LGA average) have targets focused on consolidation and quality improvement rather than access expansion.

Vision Statement

> ***"By 2031, every household, school, health care facility, and public place in Yala LGA has sustained access to safe water, safe sanitation, and good hygiene practice, managed by capable institutions, financed through predictable revenue flows, and leaving no ward, community, or household behind."***

The vision has three distinct layers that together define what success looks like. The first layer, "***sustained access***" is the most important word in the statement. Sustainability is what distinguishes this plan from its predecessors. Yala LGA has had water points built before; many are now broken. Sustainability means governance systems, management capacity, and financing mechanisms are in place to keep new and rehabilitated infrastructure functioning long after programme support ends. The second layer, "***capable institution***s" names the root cause addressed in Chapter 4: institutional failure, not infrastructure shortage, is the binding constraint. The third layer, "***leaving no ward behind***" is an equity commitment that targets the Tier 1 wards explicitly in both the investment plan and the implementation sequencing.

Strategic Goals and Objectives

Four strategic goals organise the plan's ambitions across the three WASH pillars and the enabling institutional environment. Each goal has a set of objectives that define the change pathway:

#	Goal	Objectives	Primary outcome indicator
G1	**Universal access to safe and reliable water supply**	1.1 Increase WP functionality from 65.1% to 85%+ through rehabilitation, management reform, and preventive maintenance 1.2 Eliminate surface water as primary drinking source in all wards (currently 14.8% of HH) 1.3 Extend piped or reticulated water to all peri-urban and urban communities. 1.4 Establish functional tariff and O&M systems in 100% of communities with a WP	% WPs functional; % HH with basic water (JMP)

#	Goal	Objectives	Primary outcome indicator
G2	**Elimination of open defecation and universal access to basic sanitation**	2.1 Achieve ODF certification in all 14 wards by 2030 (from 42.3% OD baseline) 2.2 Increase toilet coverage from 57.7% to 90%+ of households LGA-wide 2.3 Establish functional FSM service chain in Okuku and Okpoma by 2027 2.4 Upgrade 25% of basic latrines to safely managed level by 2030	% HH OD; % HH with toilet; wards ODF certified, No of Sanitation products, No. of Sanitation business
G3	**Universal adoption of critical hygiene behaviours**	3.1 Increase basic HWF from 33.4% to 75%+ of households LGA-wide. 3.2 Reduce no-treatment water consumption from 54% to under 25% of HH. 3.3 Achieve 100% WASH-in-Schools compliance (WinS standards) in all 261 schools	% HH with basic HWF; % schools WinS compliant
G4	**Effective institutions and sustainable WASH financing**	4.1 Reconstitute and train WASHCOMs in all 14 wards with 50%+ female membership. 4.2 Register 80%+ of WASH service providers and establish SP registry at LGA WASH Desk 4.3 Increase LGA WASH budget allocation from <3% to minimum 10% of overhead budget by 2027 4.4 Establish tariff systems in 80%+ of WP communities; ₦50M+ annual tariff revenue by 2028	% WASHCOMs functional; LGA WASH budget %; annual tariff revenue

Table 38: Table 5.3: #, Goal, Objectives, Primary outcome indicator

2030 Targets by WASH Dimension

The following results framework sets out the 2031 targets for each key indicator, alongside the 2025 baseline from the WSDCMT+ and an intermediate 2028 milestone that the mid-term review will assess. All percentage figures are LGA-level averages unless otherwise noted. Ward-level disaggregated targets are in Section 5.4.

Indicator	2025 Baseline	2028 Target	2031 Target	Notes and equity considerations
WATER SUPPLY				
% WPs functional (of total 1,322+)	65.1%	75%	**85%**	Requires rehabilitation of ~264 WPs + management reform in all wards. Yache (36%) and Gabu (42.9%) require most intensive support.
% HH with basic or above water access (JMP)	75.6%	85%	**95%**	JMP basic = improved source within 30-min round trip. Focus on eliminating surface water use in Waniheim, Ugaga, Echumofana, Ijiraga.
% HH using surface water as primary source	14.8%	8%	**<2%**	Waniheim (48.3%) and Ugaga (28.2%) drive this figure. New construction in Waniheim is the non-negotiable investment.
% WP communities with functional tariff and WASHCOM	4.2% tariff; 7.6% committee	40%	**80%**	Governance reform is a precondition for all other water targets. Treated as a cross-cutting enabler in Chapter 6.
No. of wards with spare-part supply within LGA	Okuku only (~1)	4 wards	**7+ wards**	LAM depot network: Okuku (existing), Okpoma/Mfuma area, Wanikade, O'oh/Igede cluster. Each depot accessible within 1 hour for surrounding wards.
SANITATION				
% HH practising open defecation (LGA)	**42.3%**	25%	**<5%**	Waniheim must move from 81% to <5%. Wanikade from 56.2% to <5%. Ugaga from

Indicator	2025 Baseline	2028 Target	2031 Target	Notes and equity considerations
				56.4% to <5%. These are ambitious but achievable with sustained CLTS + sanitation market approach.
% HH with toilet coverage (LGA)	57.7%	75%	**90%**	Approximately 48,000 additional people need toilet access by 2030 (based on projected population and current coverage). Demand-side approach (CLTS) plus supply-side (sanitation market subsidies for poorest).
No. of wards achieving ODF certification	1 (Wanokom - de facto)	5 wards	**All 14**	2028 target: Wanokom (verify and certify), plus 4 further wards from Tier 2. 2030: all 14 wards ODF-certified. Certification requires: <1% OD on spot-check, functional WASHCOM, by-law in force.
% HH at safely managed sanitation level (JMP)	26.5%	35%	**50%**	Note: current 26.5% figure may overstate safely managed (FSM chain absent). Real progress requires FSM pathway in Okuku/Okpoma first.
FSM service operational (desludging + disposal site)	Absent	Okuku	Okuku + Okpoma	Urban FSM is foundational; without it, "safely managed" sanitation figures for Okuku are misleading.
HYGIENE				
% HH with basic handwashing facility (JMP)	33.4%	55%	**75%**	Hardest target to reach - requires behaviour change at household level not just infrastructure. Waniheim target: 1.7% to 60% by 2030. Echumofana: 7.9% to 60%.
% HH with no HWF	61.7%	40%	**<20%**	Inverse of above. Reaching <20% requires sustained 3-year BCC programme with soap supply subsidy component.
% HH treating water before consumption	45.8% (boil+filter +chlorinate)	55%	**75%**	Note: source protection investment should reduce the need for household treatment over time (reducing no-treatment by improving source quality).
INSTITUTIONAL WASH				
% schools meeting WinS minimum standards (toilet, HWF, water)	~0% (0% usable toilet per mapping)	40%	**100%**	0% baseline requires verification (data query); intervention assumes significant WASH-in-Schools investment. Priority: Mfuma/Ntrigom (27 schools, 15% toilet coverage).
% HCFs with functional water, toilet, and HWF	~0% usable (flagged for verification)	50%	**100%**	IPC compliance in all 109 HCFs. Priority wards: Mfuma/Ntrigom (15 HCFs), Wanokom (11), Okuku (10).
GOVERNANCE AND FINANCE				
% WASHCOMs active, trained, and gender-inclusive	7.6%	60%	**100%**	By-laws, tariff by-laws, female membership requirement, annual performance review process.
% SPs formally registered	9%	50%	**80%**	Registration unlocks bank accounts, contracts, access to SBCC training, credit from suppliers, LGA procurement eligibility.
LGA WASH budget as % of overhead budget	<3% (estimated)	10%	**15%**	Minimum required to finance CapManEx and Desk operational costs without programme support.
Annual tariff revenue (LGA-wide)	<₦5M estimated	₦30M	**₦100M+**	₦196M is theoretical maximum at 100% tariff coverage; ₦100M (51% of potential) by 2030 is realistic with WASHCOM reform.

Table 39: Table 5.4: Indicator, 2025 Baseline, 2028 Target, 2031 Target

Ward-Level Equity Targets

The LGA-level targets above require differentiated ward-level trajectories. The three-tier equity framework organises the ambition:

Tier	Ward	WAI Now	WAI 2027	WAI 2030	WP Func 2030	OD 2030	HWF 2030	Water Access 2030	Primary intervention focus
TIER 1	**Waniheim**	20.1	45	75+	75%	<5%	60%	90%	Emergency water infra + mass CLTS + WASHCOM rebuild. Highest capital intensity.
TIER 1	**Ugaga**	50.4	62	78+	80%	**<5%**	65%	90%	Surface water elimination + CLTS + WASHCOM. Moderate WP stock.
TIER 1	**Wanikade**	57.3	68	80+	82%	<5%	65%	95%	Largest ward (29,250 pop) - mass CLTS, sanitation market, WASHCOM scale. Water access already strong.
TIER 2	Echumofana	50	60	75+	78%	<10 %	60%	90%	Hygiene void - BCC priority. WP rehab. Surface water reduction.
TIER 2	Mfuma/Ntrigo m	62.6	70	78+	75%	<10 %	65%	92%	Largest WP non-func count (71) - mass rehab. School WASH (27 schools, 15% toilet).
TIER 2	Okpoma	54.9	65	78+	85%	<10 %	55%	92%	Peri-urban: FSM + sanitation + source protection. WP contamination risk (15%) to address.
TIER 2	O'oh	72.4	77	82+	80%	<10 %	60%	95%	WASHCOM rebuild, O&M reform, hygiene promotion.
TIER 2	Ijiraga	55.6	65	78+	78%	<10 %	55%	90%	Surface water reduction, CLTS, WASHCOM.
TIER 2	Yahe	60.5	70	78+	88%	<10 %	60%	97%	Source protection urgent (52% WP sanitation risk). Sanitation + hygiene.
TIER 2	Igede/Ezekwe	73.9	78	83+	85%	<5%	70%	95%	Consolidation: CLTS, sanitation quality upgrade, maintain strong water access.
TIER 3	Okuku	79.1	83	90+	88%	<5%	75%	98%	Urban governance model: delegated management, FSM, piped expansion, model school WASH.
TIER 3	Wanokom	83.3	86	92+	90%	**0%**	70%	100%	ODF verification and formal certification. Quality improvement. Model replication.
TIER 3	Yache	77.8	82	88+	75%	<5%	75%	96%	WP functionality crisis (36%) despite good hygiene. Seasonal aquifer management + LAM training.
TIER 3	Gabu	66.7	74	83+	78%	<10 %	55%	95%	WP governance reform (7% tariff). CLTS. Good infrastructure, weak management.

Table 40: Table 5.5: Tier, Ward, WAI Now, WAI 2027

Alignment with National and International Frameworks

This plan's targets are not set in isolation; they derive from and contribute to a hierarchy of frameworks:

Framework	Relevant commitments	2030 Targets from this Plan	How Yala WSP contributes
SDG 6 (Water and Sanitation)	6.1: Universal safe water by 2030. 6.2: End OD by 2030. 6.b: Community participation.	95% basic water; OD <5%; 100% WASHCOM coverage	Yala contributes to Nigeria's SDG 6 tracking baseline; ward-level data feeds WASH MIS
Nigeria National WASH Action Plan 2021-2025	80% rural water; 70% sanitation; ODF 12 states by 2025	85% WP functionality; 90% toilet coverage	Yala WSP directly implements NWAP objectives at LGA level; SURWASH performance matrix
Cross River State WASH Policy 2025	All LGAs to have WSP; WASHCOM in every community; LGA WASH budget line; state SP registry	All four state requirements addressed explicitly in this plan	This WSP is the LGA compliance instrument for the state policy; RUWATSSA validation required
SURWASH Programme (World Bank)	Performance-based disbursement linked to: WSP completion, WASHCOM establishment, SP registration, LGA budget commitment	WSP: this document. Others: Phase 1 deliverables (Ch.9)	Yala LGA WSP completion unlocks Tranche 1 SURWASH disbursement to Cross River State
JMP (WHO/UNICEF)	Service level monitoring: safely managed water and sanitation as ultimate target	50% safely managed sanitation; 95% basic water by 2030	WSDCMT data aligned to JMP ladders; comparable to national tracking system

Table 41: Table 5.6: Framework, Relevant commitments, 2030 Targets from this Plan

Theory of Change

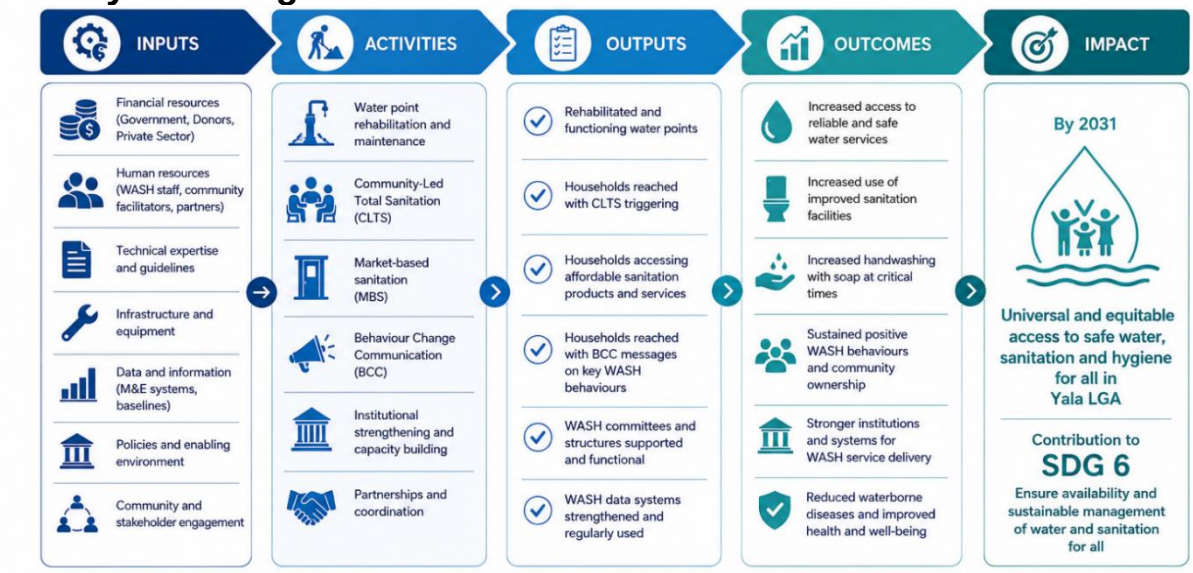

Figure 1: Theory of Change

The Yala LGA WASH Strategic Plan rests on three interdependent causal chains. Each chain identifies a specific problem, a set of interventions that address root causes, the mechanism through which those interventions produce change, and the evidence base for expecting the mechanism to work in this context. They are interdependent because progress in one chain accelerates progress in the others: functional WPs with tariff revenue reduce disease burden; reduced disease burden increases household economic capacity for sanitation investment; ODF status improves the perceived value of clean water and handwashing.

Causal chain	Problem identified in diagnostic	Intervention package	Change mechanism	Evidence basis
WATER SUSTAINABILITY	34.9% WP non-functionality; 0% service contracts; spare parts	W1 emergency WPs (Tier 1). W2 rehabilitation (all	WASHCOM + trained LAM + spare parts + tariff	54% willingness-to-pay found in Chapter 3 HH survey. WASHCOMs with

Causal chain	Problem identified in diagnostic	Intervention package	Change mechanism	Evidence basis
	inaccessible in 83% of WP communities; tariff systems in only 4.2% of WP communities. Outcome: ₦191M revenue gap; WPs failing within 2-3 years of installation.	wards). W3 LAM certification + spare-part depots. W4 WASHCOM reconstitution + tariff reform.	revenue closes the maintenance gap. WPs stay functional because the local management system is self-financing and technically capable.	training and revenue maintain 80%+ functionality in comparable Cross River and SURWASH contexts. Wanokom 85.7% functionality demonstrates this is achievable in Yala.
SANITATION TRANSFORMATION	42.3% OD across LGA; 81% in Waniheim. Latrine coverage collapsing due to weak supply chain and no demand generation. Only 28.5% safely managed sanitation. Zero ODF-verified wards.	S1 CLTS all 14 wards (3 waves by severity). S2 sanitation market development (masons + microfinance + subsidy). S3 FSM in Okuku and Okpoma. School and HCF sanitation packages.	CLTS generates demand by making OD socially unacceptable. Sanitation market provides affordable supply. By-laws enforce compliance. ODF achieved when all three operate together.	Wanokom 0% OD confirms ODF is achievable in Yala context. Cross River sanitation market trials show 70-80% latrine uptake post-CLTS when affordable supply exists. SURWASH ODF verification methodology is standardised.
INSTITUTIONAL SUSTAINABILITY	WASH Departments under-staffed; no MIS; SPs 91% informal; no budget line; no RUWATSSA compact. Outcome: without systems reform, all hardware gains decay when SHA/WS4H exits in 2028-2029.	I1 WASH Desk strengthening (staff + dashboard + SP registry). I2 SP registration + service contracts. RUWATSSA compact. LGA budget advocacy. Annual public WSP review.	LGA-controlled staff, systems, and financing mean services continue post-SHA. WASHCOM oversight, SP accountability, and RUWATSSA backstop prevent re-institutionalised failure.	SURWASH Performance-for-Results framework creates financial incentive for LGA to maintain systems. Cross River State WASH Policy 2025 mandates exactly these governance structures. MOU with RUWATSSA creates accountability beyond goodwill.

Table 42: Table 5.7: Causal chain, Problem identified in diagnostic, Intervention.

Critical assumptions underpinning all three chains:

- LGA political commitment to 15% WASH budget allocation survives at least two electoral cycles (2025 and 2027 local government elections).
- SHA/WS4H programme continues transition support through 2027, providing technical backstop while LGA systems are built.
- RUWATSSA delivers quarterly field visits as specified in the compact not annual paper reviews.
- No major shock (flood, conflict, disease outbreak) displaces programme momentum for more than one dry season.

These assumptions are monitored through the MEL system (Chapter 9). If any assumption fails, the adaptive management trigger is activated: the next quarterly review becomes a re-planning session, not a status update.

Chapter 5 Summary: The Commitment

- This plan sets ambitious but evidence-grounded targets: 95% basic water access, OD below 5%, 75% basic handwashing facility coverage, and 100% of wards ODF-certified by 2030.
- The targets are differentiated by ward tier: Tier 1 wards (Waniheim, Ugaga, Wanikade) have the most transformative trajectories; Tier 3 wards consolidate and model.
- Critically: governance targets are treated as equal in importance to service level targets. Without 80% WASHCOM coverage, 80% SP registration, and a ₦100M+ tariff revenue base, the infrastructure targets will decay after 2030 just as they did after prior programmes.
- The 2027 mid-term review is the most important accountability moment in this plan. If the Tier 1 wards are not tracking toward their intermediate targets by then, the approach - not the ambition - must change.

Chapter 6:
Proposed Approach and Intervention Packages

How Yala LGA will achieve its 2030 targets: a sector-by-sector intervention design grounded in the diagnostic evidence

This chapter translates the diagnostic findings of Chapters 3 and 4 and the targets of Chapter 5 into concrete intervention packages for each WASH dimension. It is organised around four delivery streams that together address the full range of service and governance gaps identified in the diagnostic phase: (1) water supply rehabilitation and expansion; (2) sanitation and ODF programming; (3) hygiene behaviour change; and (4) institutional strengthening and service provider development. A fifth cross-cutting stream covers WASH in institutions. The Life Cycle Costing and Investment Plan in Chapters 7 and 8 cost and sequence these packages.

The overarching approach follows the PDIA (Problem-Driven-Iterative-Adaptation) principle: interventions are designed to address the specific root causes documented in Chapter 4, not to replicate generic WASH programme templates. The data shows that Yala's challenges are governance failures, not primarily infrastructure gaps. The intervention packages therefore weight institutional reform, management system development, and behaviour change more heavily than new construction, except in Tier 1 wards where basic infrastructure is also critically absent.

Delivery Stream 1: Water Supply Rehabilitation and Expansion

Water supply interventions address two distinct problems: the **462** non-functional WPs that represent decayed existing investment, and the genuine access gaps (particularly surface water use in Waniheim and Ugaga) that require new construction. The balance strongly favours rehabilitation over new construction, most of Yala's WP stock is repairable at a fraction of the cost of new installation, and adding new WPs without fixing the management failure will simply enlarge the stock of future non-functional assets.

Package W1: Emergency Water Access (Tier 1 Wards Only)

Waniheim is the single highest-priority water supply investment in Yala LGA. With 48.3% of households relying on surface water and 12.1% with no water source at all, Waniheim requires emergency-scale new construction that cannot wait for institutional reform to precede infrastructure delivery. The package:

- Construct 12 new mechanised boreholes in Waniheim (2 per major settlement cluster), targeted at eliminating surface water use as primary source for all households. All new WPs to include solar-powered pumping systems to reduce fuel dependency and O&M complexity.
- Construct 4 new boreholes in Ugaga in surface-water-dependent communities (28.2% surface water use in Ugaga requires targeted new access, not just rehab).
- All new WPs in Waniheim and Ugaga to be constructed using a governance-first approach: WASHCOM must be constituted, trained, and have a tariff by-law in place before the pump is commissioned. Construction begins; commissioning is conditional.
- Source protection works around all new WPs: 30m exclusion zone, concrete apron, drainage channel, lockable platform.

Expected output: 16 new high-yield WPs; surface water uses in Waniheim reduced from 48.3% to <10%; Waniheim improved water access from 39.7% to 85%+ by 2027.

Package W2: Systematic WP Rehabilitation

The WPI identifies **462** non-functional WPs across all 14 wards. Not all are economically rehabilitable, some will be beyond recovery due to casing collapse, aquifer failure, or irreparable pump damage. A pre-rehabilitation technical survey will classify each into three categories: (A) rehabilitable immediately (estimated 65-70% of non-functional stock), (B) requires major overhaul (20%), and (C) decommission and replace or do not replace (10-15%). Based on these proportions, the rehabilitation programme targets 300-310 WPs over the planning period:

Phase	Period	Target wards	WPs to rehabilitate	Cost per WP (₦000)	Governance precondition
Phase 1	Q3 2025 – Q2 2026	Tier 1: Waniheim, Ugaga, Wanikade; plus Yache (worst func. rate)	~100 WPs	₦150-350K per type	WASHCOM constituted; tariff agreement signed before commissioning
Phase 2	Q3 2026 – Q2 2027	All Tier 2 wards; Gabu and Mfuma/Ntrigom priority	~120 WPs	₦150-350K per type	WASHCOM operational for 3+ months; tariff revenue evidence
Phase 3	Q3 2027 – Q2 2028	Remaining wards; top-up rehabilitation	~80 WPs	₦150-350K per type	SP registry active; LAM trained and contracted

Table 43: Table 6.2: Phase, Period, Target wards, WPs to rehabilitate.

A rehabilitation programme without simultaneous management reform will produce WPs that break down again within 2-3 years. Every rehabilitation under this package is therefore bundled with the WASHCOM reconstitution package (W4 below), the two are not separable. A WP that is repaired but still has no committee, no tariff, and no spare-part arrangement is an investment waiting to fail.

Package W3: LAM Training, Certification and Spare-Part Depot Network

Eighteen LAMs were identified in the SP Assessment. This is the technical workforce that maintains Yala LGA's WP stock and it is critically under-resourced. The package has three components:

- **LAM skills certification**: All 18 identified LAMs enrolled in RUWATSSA-accredited technical training programme (India Mark II/III, Afridev, motorised pump O&M). Training duration: 5 days residential plus 2 supervised field practicum days. Certification issued by RUWATSSA. Non-certified LAMs may not receive payments under LGA-contracted maintenance.
- **Spare-part depot establishment**: Two LAM spare-part depots established, one in Okuku (building on existing partial supply) and one serving the Okpoma/Mfuma/Ntrigom cluster. Each depot stocked with fast-moving items for top 4 WP types (India Mark II, Afridev, motorised submersible, improved HDW hardware). Initial stocking cost borne by SHA/WS4H; replenishment via supplier credit lines negotiated by LGA WASH Desk.
- **Response time standard (Regulation)**: LAM response within 72 hours of WASHCOM breakdown report; repair completed within 7 days for Category A faults; 21 days for Category B. LGA WASH Desk tracks compliance via monthly SP reporting.

Expected outcome: Average WP repair time reduced from estimated 2-3 weeks to under 7 days; WP functionality rate in rehabilitated WPs maintained above 85% in second year post-rehabilitation.

Package W4: WASHCOM Reconstitution and Tariff Reform

This is the most important package in the entire water supply stream. Without it, every hardware investment will decay. The WASHCOM reconstitution programme covers all 14 wards and every WP community within each ward:

- Reconstitute WASHCOMs: 3-day community mobilisation process per settlement cluster, facilitated by LGA WASH Department officer with SHA/WS4H support. Committee size: 7-9 members; mandatory: 50%+ female membership; minimum 1 female in treasurer role; term of office 2 years; renewable.
- WASHCOM training: 2-day standardised training package covering: WP O&M responsibilities, tariff setting and collection, financial record keeping (simple ledger), reporting to LGA WASH Desk, conflict resolution, WP by-law adoption process. Training materials in Yakurr and Ejagham where available.

- Tariff setting: Standardised tariff band schedule by WP technology type (handpump: ₦500-1,000/HH/month; motorised: ₦800-1,500/HH/month; reticulated scheme: ₦1,000-2,000/HH/month). Each WASHCOM sets tariff within the band; decisions documented; community meeting quorum required.
- Bank accounts: All WASHCOMs with active tariff systems required to open community savings account within 6 months; SHA/WS4H to facilitate group account opening process with partner bank.
- Annual WASHCOM performance review: LGA WASH Desk conducts annual review of all WASHCOMs against 5-item scorecard (committee active, tariff collected, records maintained, LAM contracted, WP functional). Low-scoring WASHCOMs receive targeted support; persistently failing WASHCOMs are restructured.

Expected outcome: 60% of WP communities with active, trained WASHCOM by end of 2026; 80% by 2028; 100% by 2030. Tariff revenue: ₦30M by 2027; ₦100M+ by 2030.

Delivery Stream 2: Sanitation and ODF Programming

Package S1: CLTS Roll-out, Institutional Re-Triggering and Sustained Behavioural Change

CLTS remains the primary demand-side approach for achieving and sustaining ODF status at community and ward level in Yala. Evidence from Cross River and other West African states confirms that quality CLTS, well-facilitated, paired with Institutional Triggering for previously triggered communities, anchored in sustained Behavioural Change Campaigns, and matched on the supply side by Market-Based Sanitation (MBS, see Package S2), produces durable ODF outcomes that survive independent verification. Conversely, rapid triggering without follow-through, premature ODF declarations, weak verification, and absent supply chains produce paper ODF that collapses within 18 months.

This plan commits to quality over speed and to a two-track approach that recognises Yala's existing CLTS history: communities that have never been triggered enter ***Track A***; communities that have been triggered before but have slipped, stalled, or never reached certification enter ***Track B***, informed by the Institutional Triggering methodology currently being finalised .

Sub-Package S1.1: First-Time CLTS Triggering (Track A)

Target: Wards and communities with no prior CLTS triggering on record.

Facilitator cadre: 2 LGA WASH Desk officers trained as CLTS master facilitators (jointly funded by SHA/WS4H and the LGA), cascading to 14 ward-level facilitators (1 community health worker per ward) and a pool of 28 community animators (2 per ward, drawn from existing WASHCOMs where present).

Ward sequencing (calendar to be re-baselined against current implementation status; the original 2025 dates have lapsed):

- Tier 1 wards (Waniheim, Ugaga, Wanikade): triggering Y1.
- Tier 2 wards: triggering Y2.
- Tier 3 wards: triggering and consolidation Y3.

Triggering protocol: standard CLTS sequence (transect walk, faecal-load calculation, defecation site mapping, ignition moment, community ODF pledge, action plan, natural leader identification). Triggering is not time pressured. Communities that are not ready are revisited, not abandoned. No community is triggered without prior buy-in from the ward councillor, the village head, and at least one religious leader.

Post-triggering follow-up: minimum 3 structured visits within 6 months of triggering (week 4, week 12, week 24). Each triggered community is assigned a named LGA health worker as point of contact. WASHCOMs track household latrine construction monthly using a simple register issued by the LGA WASH Desk.

Sub-Package S1.2: Institutional Re-Triggering (Track B)

Target: Yala communities with prior CLTS triggering that did not progress to certified ODF, or that have visibly slipped (return of OD, latrine collapse, abandoned WASHCOMs).

Standard re-triggering of these communities through the same Track A protocol is not recommended; it produces fatigue and signals that the LGA does not remember its own engagement record. Track B uses Institutional Triggering, which targets duty-bearers and influencers above the household level and creates downward and lateral accountability pressure.

Institutional Triggering targets:

1. Yala LGA Council leadership: Chairman, Vice Chairman, Supervisory Councillors for Health, and Works.
2. Traditional institution: Paramount Ruler of Yala and ward-level village heads.
3. Religious leaders: pastors, imams, and traditional priests with significant local followership.
4. Education sector: head teachers at all primary schools in target communities.
5. Health sector: officers in charge of primary health centres and health posts in the target wards.
6. Market and economic actors: market women leaders, motor park chairmen, cooperative heads.

Process (per cluster of slipped communities):

Institutional mapping and stakeholder analysis (2 weeks).

One-day Institutional Triggering workshop at the LGA secretariat: faecal-load calculation applied to the institutional actors' own constituencies, public commitment ceremony, signed institutional ODF pledge displayed at the LGA WASH Desk.

Cascaded ward-level institutional sessions (one per slipped ward) within 30 days of the LGA-level event.

Re-engagement of the original community WASHCOMs, refreshed where members have rotated out, re-trained on monitoring tools.

Public re-launch of the community ODF pledge, led by traditional and religious leaders rather than facilitators.

This sequence converts the political and traditional authority structure into the demand-driver, which is more credible to slipped communities than a returning facilitator team.

Sub-Package S1.3: Sustained Behavioural Change Campaign (BCC)

CLTS triggering, whether first-time or institutional, fixes a moment. Sustained behaviour change requires continuous reinforcement for at least 24 months after triggering. Yala will run a continuous BCC across the following channels:

- Radio: weekly 10-minute sanitation and hygiene segments on Cross River Broadcasting Corporation (CRBC) Yala-relay frequencies and any Yala-based community radio, in English, Yala, and Bekwarra.
- Town announcers (gong-beaters) in each of the 14 wards: monthly key messages, contracted through the ward councillor's office at modest stipend.
- Schools: integration of the standard WASH-in-Schools curriculum, school health clubs, termly sanitation parades.
- Religious institutions: Friday and Sunday talking points distributed through the Yala Inter-Faith Forum.
- Market days: rotating WASH stalls at the seven principal Yala markets, staffed by youth animators.
- Mass events: Global Handwashing Day (15 October), World Toilet Day (19 November), Menstrual Hygiene Day (28 May).
- Content covers: end of open defecation, household latrine use by every member, handwashing with soap at five critical times, safe drinking-water handling, faecal

sludge management, menstrual hygiene management. Content is developed once with SHA/WS4H technical support and refreshed annually.

- Funding routes: BCC is the lowest-cost sub-package and is highly attractive to FCDO, UNICEF, and EU communications budgets. State counterpart funding through the Cross River Ministry of Health public health communications line is realistic from Y2 onwards.

Sub-Package S1.4: ODF Verification, Certification and Maintenance

Verification: Independent spot-check by an LGA WASH Desk officer not involved in the original triggering, conducted no less than 3 months after the community claims ODF.

Pass criteria: less than 1% observable OD on an unannounced visit; every household with access to a functional toilet (own or shared, meeting JMP "limited" standard or above); handwashing facility with water and soap or ash within 5 metres of each toilet; no abandoned defecation sites in mapped locations.

Certification: Formal certification by the Cross River State Rural Water Supply and Sanitation Agency (RUWATSSA) on behalf of the State. The LGA WASH Desk submits a verified-communities list quarterly to RUWATSSA; RUWATSSA conducts state-level confirmatory verification on a 20% random sample, then issues certificates. Certificates are displayed in the village square, the ward council office, the LGA WASH Desk, and published on the State WASH dashboard once operational.

Element	Verification Frequency	Slippage Register Location	Action for Slippage	Performance Monitoring	Scorecard Review Frequency
ODF maintenance	Annual for 3 years post-certification, biennially thereafter	LGA WASH Desk	Referred to Track B Institutional Re-Triggering	WASHCOM performance monitored against 8-indicator scorecard	Quarterly at Ward WASH Coordination meeting

Failed verification triggers a 6-month extension of post-triggering follow-up. No community is "failed" out of the programme.

Linkage to Package S2 (Market-Based Sanitation)

CLTS triggers demand. Without a working supply chain of affordable durable sanitation products and trained masons, demand collapses into rebuilt pit latrines that fail within two rainy seasons. Package S2 establishes the MBS supply chain (sanitation marts, trained masons, a defined product range including SaTo pans and reinforced concrete slabs, sanitation lending through cooperative societies). Track A and Track B communities are sequenced so that MBS supply is operational in their ward by the time of the first post-triggering follow-up visit.

Expected output: 5 wards ODF-certified by 2027; 14 wards by 2030.

Package S2: Sanitation Market Development

CLTS creates demand it does not by itself create supply. Communities triggered into wanting latrines need affordable, quality construction options. Yala LGA's sanitation supply chain is weak: no registered latrine builders were captured in the SP Assessment, materials must be sourced from Ogoja or Calabar, and costs are prohibitive for the poorest households. The sanitation market development package addresses supply-side constraints:

- Mason training: Train at least 14 community masons (1 per ward) in sanitation-specific skills: improved pit latrine construction, slab casting, superstructure building, pour-flush installation. Training delivered by SHA/WS4H; certification through LGA WASH Desk. Masons registered as SPs.
- Model latrine design: Develop 3 standard latrine designs for Yala LGA context (a) basic unimproved-to-improved upgrade (low-cost, community labour); (b) basic VIP latrine; (c) pour-flush to pit. All designs climate-adapted (elevated platforms in flood-risk wards, reinforced superstructures in high-rainfall wards).

- Targeted subsidy for the poorest: 30% subsidy on materials cost for HH below NPFS poverty line; subsidy issued as materials voucher redeemable at LGA-registered building material supplier. Conditional on CLTS triggering in the ward.
- Microfinance linkage: Partner with 1-2 microfinance institutions operating in Yala to offer sanitation loans (₦15,000-50,000) repayable over 12-24 months preferably at single digit interest. SHA/WS4H to facilitate commercial interest rate subsidy for first 18 months.

Expected output: 14 trained sanitation masons (1 per ward); 3 standard designs adopted; subsidy programme for poorest 20% of OD households in Tier 1 wards; ₦100M+ in sanitation loans facilitated by 2028.

Package S3: Fecal Sludge Management (Okuku and Okpoma)

FSM is primarily relevant to Okuku (urban, high density, largest septic tank stock) and Okpoma (peri-urban). The package establishes the minimum viable FSM chain in both wards:

- Identify, map, train and equip Toilet Pit Emptiers with tools and Personal Protective Equipment and have them introduced to safe treatment of fecal sludge for use as energy and inputs for agricultural production.
- License 1 mechanical desludging operator in Okuku: Equipment requirement, vacuum tanker or motorised desludger; cross-subsidised by LGA if necessary for first 12 months. Operator registered, trained in safe handling, and contracted under LGA oversight.
- Designate FSM decentralised treatment/disposal site: Site selection following environmental screening; minimum: unplanted buffer zone; leachate drainage; no water body within 200m. NESREA guidelines apply.
- Sludge emptying tariff: Standardised fee for residential, commercial, and institutional sludge emptying set by LGA. Households contributing to cost; LGA subsidises institutional (HCF, school) emptying from WASH budget.

Expected output: 1 licensed desludging operator in Okuku by Q2 2026; FSM service extended to Okpoma by Q4 2027.

Delivery Stream 3: Hygiene Behaviour Change

With 61.7% of Yala households lacking any handwashing facility, the hygiene programme must simultaneously address behaviour (knowledge and motivation) and infrastructure (facility provision and soap supply). Both are necessary; neither alone is sufficient. A community that knows to wash hands but has no facility cannot change behaviour. A community with a facility but no soap or no behaviour change motivation will leave it unused.

Package H1: BCC Programme for Critical Handwashing Moments

The BCC programme targets five critical handwashing moments (before eating, before food preparation, after toilet use, after cleaning a child's bottom, after returning from the farm/field) using proven participatory communication methodologies:

- Community health worker-led household visits: 14 ward-level CHWs trained in hygiene BCC facilitation; each responsible for 100-150 households; minimum 2 visits per household per year.
- Integrate WASH Behavioural Change messages into clinic sessions which include Ante Natal Care, Post Natal Care, and immunisation sessions.
- Negotiated behaviour change: Households identify 1-2 critical moments they will commit to improving. Follow-up visit 3 months later assesses commitment and troubleshoots barriers. This approach, adapted from Care Group methodology, has stronger evidence for sustained change than one-time demonstrations.
- School hygiene programme: Integrated with WASH-in-Schools package (H3). Pupils as hygiene change agents in households' evidence from Nigeria shows this is among the most cost-effective delivery channels.
- Community drama and megaphone campaigns in Tier 1 wards: Waniheim and Ugaga require intensive campaign in Q1 2026 preceding CLTS triggering. Drama groups, market-day sessions, mosque/church announcements.

Package H2: HWF Provision and Soap Supply Chain

The Chapter 3 finding that 61.7% of households lack any HWF points to an infrastructure gap alongside the behaviour gap. The package addresses both:

- Tippy-tap promotion: Low-cost, locally constructible handwashing device using bamboo/wood, plastic bottle, and soap. Promoted through CHW visits and school programmes. Cost: under ₦500 in materials; construction takes 15 minutes. Target: 50,000 households by 2028.
- Fixed HWF at ODF-targeted latrines: All new latrines constructed under S2 to include adjacent fixed HWF (plastic container with tap, soap dish, water). Cost included in latrine construction budget.
- Soap supply chain: Facilitate entry of 2-3 soap manufacturers/distributors into Yala market through SP Assessment contacts. Soap availability near WPs as part of WASHCOM market function.

Package H3: WASH in Schools

The 261 surveyed schools in Yala LGA provide the highest-leverage hygiene change platform available: reaching children reaches the next generation and, through pupil-to-household pathways, the current generation. The WinS package:

- School WASH audit: Verify current toilet provision in all 261 schools through LGA Education-WASH joint inspection (Q3 2025). Resolves data query from Chapter 3 (0% usable toilet finding). Establishes verified starting point.
- WinS minimum standard package: Per school functional gender-separated toilet (3 stances for girls, 2 for boys per 100 pupils); functional HWF with soap outside each toilet block; water source within school compound or <200m. Schools meeting standard receive WinS certificate.
- MHM provision in secondary schools: Menstrual hygiene management requires lockable girls' toilets with water, disposal facility, and stock of low-cost sanitary materials. All secondary schools to meet MHM standard by 2028.
- Prioritised construction: Year 1 (2025-2026), Mfuma/Ntrigom (27 schools, 15% toilet coverage), Waniheim (17 schools), Wanikade (15 schools). Year 2 (2026-2027), Echumofana, Ugaga, Ijiraga. Year 3, remaining wards to 100% compliance.
- School WASH committees: WASH committee (student + teacher members) in every school; responsibility for daily facility maintenance, handwashing reinforcement, and reporting breakdowns.

Expected output: 100% of schools meeting WinS minimum standard by 2030. 40% by mid-term (2027).

Delivery Stream 4: Institutional Strengthening and SP Development

Package I1: LGA WASH Department Strengthening

The LGA WASH Department is the institutional backbone of this entire plan. Without a capable WASH Desk, coordination breaks down, monitoring data is not collected, SPs are not overseen, and the LGA cannot demonstrate to SURWASH that it is managing its WASH sector. The strengthening package:

- Staffing: Recruit/retrain 2 dedicated WASH technical officers (clear ToR; WASH-specific skills: data management, community facilitation, SP oversight, MEL). Process facilitated by SHA/WS4H with LGA Executive Council commitment to fund positions after programme ends.
- WASH dashboard: Deploy ward-level WASH dashboard initially in Excel (WSDCMT+ template); migrate to mWater platform by Q2 2026. Monthly data entry protocol; quarterly review against WSP targets; annual public reporting to LGA Council.
- SP registry: Establish and maintain SP registry (125 providers + new registrations). Registry fields: SP name, type, ward(s) covered, registration status, bank account, service contract, annual performance score.
- Budget line: Advocate with LGA Chairperson and Council for ring-fenced WASH budget line in 2026 ADP; minimum 10% of overhead budget; quarterly expenditure reporting to WASH Desk and Council.

- RUWATSSA oversight compact: Formal MOU between Yala LGA and RUWATSSA for quarterly oversight visits, annual WSP review, and performance reporting to State. SHA/WS4H facilitates MOU signing before programme exit.

Package I2: Service Provider Registration and Professionalisation

The SP Assessment found 91% of providers operating informally. The formalisation pathway:

- Registration drive: SHA/WS4H-facilitated SP registration workshops in each ward (3 days per ward, combining CAC registration guidance, bank account opening, and business plan template). Year 1 target: 50% of 125 SPs registered. Year 3 target: 80%.
- Business plan support: Each SP provided with a 2-page business plan template (income, costs, break-even analysis, maintenance schedule). Completed plan required for LGA SP registry entry. SBCC training session for registered SPs.
- Service contract framework: Standard LGA service contract template developed (SHA/WS4H legal support); all registered SPs required to sign service contract with WASHCOM before taking over any WP management. Contract specifies service standard, response time, tariff split, reporting obligation, sanctions.
- SP performance scoring: Annual scoring by LGA WASH Desk (5-item: registered, bank account, service contract, technical certification, 12-month WP functionality %). Top-scoring SPs receive preferential access to LGA rehabilitation contracts.

Package I3: WASH in Health Care Facilities

The 109 HCFs in Yala LGA require IPC-compliant WASH as a patient safety obligation. The HCF WASH package:

- HCF WASH audit: Joint LGA Health-WASH team audit of all 109 HCFs (Q3 2025) against FMOH IPC minimum standards. Resolves data query on 0% usable toilet finding; establishes verified HCF WASH gap.
- Priority HCF investment: PHCs providing maternity services and surgical procedures receive highest priority (life-saving WASH provision). Package per PHC: piped water connection or dedicated motorised borehole, functional gender-separated staff and patient toilet blocks, handwashing station at point of care, soap supply procurement included.
- Prioritised wards: Mfuma/Ntrigom (15 HCFs), Wanokom (11), Okuku (10), Wanikade (9). These four wards account for 45 of 109 HCFs and should achieve full IPC compliance by 2027.
- HCF maintenance responsibility: Each HCF's management committee responsible for daily WASH maintenance; annual LGA inspection for IPC compliance certificate renewal; non-compliant HCFs notified to State Ministry of Health.

Expected output: 50% of HCFs meeting IPC WASH standards by 2027; 100% by 2030.

Cross-Cutting Issues

Four issues cut across all four delivery streams and must be embedded in every intervention, not treated as add-ons or separate workplans. GESI and climate resilience are the two most critical. The others, public health emergency preparedness and communication, are addressed briefly given that the remaining planning chapters provide operational detail.

Gender Equality and Social Inclusion (GESI)

The Chapter 3 data show a stark gendered burden: women collect water, manage household sanitation, bear the health consequences of unsafe WASH, and are excluded from the decision-making structures that should represent them. GESI compliance in this plan is enforced through non-negotiable minimum standards, not aspirational language:

GESI requirement	What it means in practice	Minimum standard	Verification mechanism
50% female WASHCOM membership	Not 50% in name only. The female members must include the treasurer and at least one technically trained member. Mixed-gender nomination process facilitated by WASH Desk.	50% female, treasurer female	WASHCOM registration form signed by LGA; WASH Desk field verification within 30 days
Gender-separated school toilets	Not gender-separated toilet blocks with identical design. Girls' block must have lockable door, MHM disposal facility, water for washing, stock of low-cost sanitary pads. Boys' block: standard provision.	MHM-equipped, lockable	WinS audit checklist; annual LGA Education-WASH inspection
Disability-inclusive design in all new public and institutional facilities	At a minimum: ramp access to all toilet blocks, grab rails inside, door width minimum 900mm, no step at entrance. Applies to all new construction from 2026 forward.	Universal design standard	Post-construction quality check by WASH Desk; disability-accessible design in assessment checklist
Women as CLTS facilitators	The Waniheim CLTS is the highest-stakes triggering exercise in this plan. Women facilitators are more effective in female-dominated spaces. At least 1 of the 2 CLTS facilitators per ward must be female.	50% female facilitators	Facilitator training roll records; ward facilitator list in WASH Desk registry
Gender-disaggregated MEL data	All indicators in the results framework (Chapter 9) reported disaggregated by sex where applicable. Minimum: WP users, WASHCOM members, SP registry, CLTS-triggered communities. Household survey instrument includes female respondent option.	100% of indicators disaggregated	MEL system data quality audit (annual)

Table 44: Table 6.3: GESI requirement, what it means in practice, Minimum standard.

One additional GESI obligation: women and girls are not just beneficiaries in this plan. They are the primary management agents. Every WASHCOM, every CLTS facilitation team, every LAM network must actively recruit women in technical and financial roles. SHA/WS4H is responsible for tracking and reporting gender-disaggregated SP registration data to the LGA annually.

Climate-Resilient WASH

Cross River State is among Nigeria's highest-rainfall states. Yala LGA faces two distinct climate risks: (a) extreme rainfall and flooding in low-lying wards (Waniheim, Okpoma, Yahe), which contaminates water sources and collapses unprotected latrines; and (b) prolonged dry-season water stress in highland and semi-arid wards (Yache, Gabu, Echumofana), reducing borehole yield below minimum community needs. Both risks are projected to intensify under IPCC mid-century scenarios. Climate-proofing is therefore embedded in technical specifications from the outset, not retrofitted.

- Flood-prone wards (Waniheim, Okpoma, Yahe): All new borehole platforms elevated minimum 30cm above documented seasonal flood level; concrete apron extended and sloped for drainage; pit latrine slabs elevated with reinforced concrete; latrine superstructures using flood-resistant materials (cement block over timber). WASHCOM to maintain seasonal flood preparedness checklist.
- Dry-season stress wards (Yache, Gabu, Echumofana): Borehole siting includes dry-season water table assessment before drilling; additional community storage provision (200L per 10 households, covered); rainwater harvesting at schools and HCFs as supplementary source during transition months.
- Water quality risk: Waniheim surface water users face highest contamination risk during flood season. Emergency point-of-use chlorination protocol activated Q2 2026 (stockpile established, WASHCOM trained in dosing). Bridging measure until new WPs commissioned.
- Seasonal WASH risk calendar: WASH Desk develops and maintains a ward-level risk calendar by Q3 2026, mapping peak flood months, lowest dry-season yield months, and waterborne disease incidence peaks. The calendar drives timing of maintenance intensification, BCC campaigns, and monitoring visits.
- Infrastructure design standard: All new infrastructure specifications incorporate the SHA/WS4H climate-resilient WASH design guide (2024). Where that guide is silent, National Disaster Risk Reduction guidelines apply.

Climate-resilient WASH is not just a technical requirement; it is a value-for-money obligation. Infrastructure that fails in the first flood event represents a total loss of investment. Building to flood-resistant standard from the start costs an estimated 5-15% more per unit; it avoids 100% of the reconstruction cost and 100% of the health impact from the failure. In a programme of this scale, that trade-off is unambiguous.

Chapter 6 Summary: Four Principles Guiding the Intervention Design

1. Governance before hardware: No rehabilitation or new construction is commissioned without a functioning WASHCOM in place. This is a hard rule, not a preference.
2. Demand before supply in sanitation: CLTS triggering precedes latrine construction subsidies. Communities that have been triggered and committed to ODF receive priority access to the sanitation market package.
3. Tier 1 wards receive disproportionate resources in Year 1: Waniheim, Ugaga, and Wanikade together absorb an estimated 55-60% of Year 1 capital expenditure. This is intentional. Equity demands it.
4. Wanokom is the replication model: Before designing any intervention in another ward, visit Wanokom, document what produced its performance, and adapt those lessons to the target ward's specific context.

Chapter 7:
Life Cycle Costing and Investment Plan

What it truly costs to own WASH services in Yala LGA, and how they will be financed from 2025 to 2030

This chapter is unlike any other section of this plan. Chapters 3 and 4 diagnosed what is broken. Chapters 5 and 6 set out what needs to happen. This chapter answers the question that decides whether any of it will happen at all: *what does it cost, where does the money come from, and who bears the burden if the money runs out?*

It does so use the Nigeria WASH Life Cycle Costing and Investment Modeller (LCCIM), a proprietary planning tool developed by Thermometer and Thermostat Consult (T&T Consult) and piloted across Nigerian LGAs under the SHA/WS4H programme. Every figure in this chapter is traceable to a specific unit cost, a specific quantity, and a specific year not to a round number arrived at by rule-of-thumb. That traceability is what makes this chapter the financial backbone of the plan: it is auditable, updatable, and replicable.

A note on language: this chapter is written so that an LGA Finance Officer, a RUWATSSA State Officer, or a newly appointed WASH Department technician can follow the argument without a background in financial modelling. Where specialist terms appear, they are explained immediately.

The mathematics is shown. The logic is visible. That is intentional.

CRITICAL NOTICE: These Figures Are Scenarios, Not Fixed Commitments

- Every naira figure in this chapter was generated by the LCCIM workbook using assumed quantities for each activity in each year. Those quantities reflect the planning logic of Chapter 6, but they are estimates, not contracts.
- The LCCIM Excel workbook that accompanies this chapter is a living tool. The LGA WASH Director and Finance Officer can, and must, open it and change the numbers as circumstances change when a donor confirms or withdraws, when a budget is revised, when a ward is prioritised differently, when actual tender prices differ from unit cost estimates.
- Changing a quantity (e.g., from 100 WP rehabilitations in 2025 to 60) takes one cell edit. The tool recalculates all costs, totals, gaps, and KPIs immediately. No specialist is required.
- What is fixed is the framework: the LCC factors, the inflation logic, the gap analysis structure. What is flexible is everything inside it. This chapter shows one credible set of scenarios. The LCCIM lets the LGA model its own decisions.

Why Life Cycle Costing Matters: The Story Behind the Numbers

Consider two water points sitting side by side in Mfuma/Ntrigom ward. Both were built in 2013. Both cost ₦1.2 million to construct. In 2025, twelve years later, one is functional and serving 800 people. The other has been non-functional since 2017. The hardware is similar. The construction quality was similar. So why is one working and the other not?

The answer is never the hardware. It is the money. The functional water point has a WASHCOM that collects ₦500 per household per month, banks the money, and calls a Local Area Mechanic (LAM) when something breaks. The broken one has no committee, no tariff, and no maintenance arrangement. When the pump rod snapped in 2017, nobody had money to fix it, no mechanic was contracted, and the community went back to the stream. The ₦1.2 million investment paid by a donor, routed through the State was completely lost.

This scenario is not hypothetical. It describes **462** water points across Yala LGA right now. The WSDCMT baseline data shows that Yala LGA has spent, through government and donors an estimated ₦1.3 to ₦2.1 billion constructing water infrastructure since 2000. Of the 1,322 water points built, **462 (34.9%)** are currently non-functional. That is between ₦450 million and ₦730 million of stranded investment. Not because the engineering was bad. Because nobody planned for what it costs to keep a water point alive after ribbon-cutting day.

Life Cycle Costing (LCC) is the method that fixes this planning error. Instead of asking "what does it cost to build a borehole?", LCC asks "what does it cost to own a borehole reliably, for

twenty years?" The answer is very different. And the plan that follows from that question is very different from business as usual.

Table 7.1: The Yala LGA Financial Sustainability Problem in Three Number

The Yala LGA Financial Sustainability Problem in Three Numbers

- 462 non-functional water points as of 2025, representing an estimated ₦277M-₦461M in stranded capital investment.
- Less than ₦5M in actual WASHCOM tariff revenue collected annually against a potential of ₦237M per year if every household with access paid ₦1,000/month.
- 0% of water points with a formal service contract between a WASHCOM and a registered LAM meaning repairs are ad hoc, expensive, and slow.

The Six LCC Factors: What It Truly Costs to Own a WASH Service

The WASHCost/IRC framework (2011) the international standard for WASH financial planning identifies six types of cost that every WASH service incurs over its lifetime. Only the first two (CapEx and OpEx) appear in most Nigerian LGA WASH budgets. The other four are routinely ignored, and that is precisely why infrastructure fails. Each factor is explained below.

#	Factor Name	Plain-language explanation	Who typically pays (Yala)	Consequence if unfunded
1	CapEx	Capital Expenditure. The one-time cost of building or rehabilitating infrastructure. Drilling a borehole, constructing a school toilet block, installing a solar pump. This is what most budgets focus on.	Donors (SHA/WS4H, UNICEF, World Bank). Occasionally LGA. Rarely community.	Without CapEx, there is no service. But CapEx alone does not keep services running.
2	OpEx	Operational Expenditure. The recurring annual cost of running a service, paying a pump attendant or LAM, buying spare parts, testing water quality, paying electricity bills on a motorised scheme. Every borehole with a handpump costs approximately ₦104,000 per year in OpEx.	Community tariffs (WASHCOM). Never by LGA budget. Never by donors after handover.	The most common cause of water point failure in Yala LGA. Zero tariff systems = zero OpEx funding = breakdown becomes permanent.
3	CapManEx	Capital Maintenance Expenditure. Major overhauls needed every 5-10 years that are too expensive for monthly tariffs but too frequent to ignore. Replacing a pump cylinder (every 5 years: ₦540,000), replacing a solar inverter (every 7 years: ₦4.32M), relining a school pit latrine (every 10 years).	Nobody - in Yala LGA today, this cost is unplanned and unfunded. This is the most dangerous gap in the entire financing structure.	CapManEx failure means assets reach the end of their maintainable life and require full replacement, at 3-5x the cost of timely overhaul. The pump that needed a ₦540K cylinder replacement in 2022 now needs a ₦1.2M full borehole rehabilitation.
4	ExpDS	Expenditure on Direct Support. The cost of helping communities manage their services, WASHCOM training, LAM supervision, CLTS follow-up visits, GESI programming. Currently paid by SHA/WS4H. Must transfer to LGA by 2030.	SHA/WS4H programme (2025-2027). LGA WASH Desk (from 2028). Budget: ₦259M over 6 years in Transformational scenario.	Without direct support, WASHCOMs collapse. CLTS communities revert to OD. LAMs operate without quality oversight. Service delivery degrades despite functional infrastructure.
5	ExpIDS	Expenditure on Indirect Support. The cost of sector governance above the LGA, state policy development, RUWATSSA regulation, mWater platform	Cross River State / RUWATSSA. National (FMOH/WASH). Budget: ₦141M	Without sector oversight, SPs operate unaccountably, standards collapse, data quality degrades.

#	Factor Name	Plain-language explanation	Who typically pays (Yala)	Consequence if unfunded
		management, national MIS. Paid at state or national level but prorated per LGA for planning purposes.	prorated to Yala over 6 years.	LGA WASH planning becomes disconnected from state systems.
6	CoC	Cost of Capital. Interest on any loans used to finance infrastructure. If a LGA borrows money, interest payments are an actual cost that must be planned for. Currently zero for Yala LGA, all financing grants.	Zero currently. Would apply if development finance institution lending is activated in future years.	If ignored in loan-financed scenarios, the genuine cost of services is underestimated. Always flag CoC when repayable finance is introduced.

Table 45: The LCC

TOTEX, Total Expenditure, is the sum of all six factors in any given year. When this chapter presents investment figures, all amounts are TOTEX: they include hardware costs, running costs, maintenance reserves, training costs, and sector support. No cost is hidden.

The Nigeria WASH LCCIM: Yala's Planning Instrument

The Nigeria WASH Life Cycle Costing and Investment Modeller (LCCIM) is a proprietary 15-sheet Microsoft Excel workbook developed by T&T Consult and adapted from the WASHCost/IRC framework for Nigeria's multi-tier governance structure. It was designed to be used at LGA level, by LGA staff, without requiring specialist financial training. The version used in this plan (v5.2, February 2026) is populated with a national administrative database covering all 8,809 wards in Nigeria's 774 LGAs and carries unit costs sourced from the RUWATSSA Schedule of Rates (2025) and SHA/WS4H verified field data (2024-2025).

For this plan, the LCCIM has been adapted from its Makoda LGA pilot configuration to Yala LGA, Cross River State. This adaptation involved: (1) updating the geographic selector to South East zone, Cross River State, Yala LGA; (2) replacing the Makoda asset inventory (20 sample water points) with Yala's 1,322-water-point WSDCMT v2 baseline; (3) applying a Cross River State cost adjustment of +10% on construction unit costs and +8% on operational unit costs relative to the national baseline, reflecting higher material transport costs, labour rates, and supply chain remoteness in the Cross River hinterland; and (4) revising the investment plan quantities to match the intervention packages described in Chapter 6.

Sheet	What it contains	Who uses it
CONTROL	Geographic selector, planning period, scenario choice, inflation, and discount rate settings.	WASH Director at start of each planning session.
ASSUMPTIONS	Full unit cost library: 43 cost components across 5 technologies and all 6 LCC factors. Part A (SHA/RUWATSSA maintain) and Part B (LGA may override with verified local prices).	SHA Technical Advisor + RUWATSSA annually. LGA Finance Officer for local overrides.
ASSET_WATER	Individual water point asset register: 1,322 Yala WPs (adapted from Makoda pilot). Install year, technology, status, WASHCOM, remaining useful life, CapManEx trigger year, GPS coordinates.	WASH Desk M&E Officer: monthly functionality status updates from mWater.
ASSET_SANHY	Sanitation and hygiene asset register: schools, PHCs, FSM sites, household latrines. ODF status tracked per community.	WASH Desk / Health Dept: annual WinS and WinHCF audit updates.
LCC_ENGINE	Hidden calculation backbone: inflation adjustment factors (15.1% per year), discount factors (10%), NPV engine, CapManEx lifecycle counter by technology. No manual editing required.	Auto-runs. T&T Consult audits every 3 years.
INVESTMENT_PLAN	Three scenario investment tables. LGA enters quantities in yellow cells; costs auto-calculate from ASSUMPTIONS x inflation factor. Annual TOTEX rows auto-sum.	WASH Director + SHA Advisor: quarterly updates; annual full review against plan targets.

Sheet	What it contains	Who uses it
FINANCING	3T+R financing matrix. LGA enters available funds per source per year. Gap and traffic light auto-calculate.	LGA Finance Officer + WASH Director: quarterly update on committed funds.
SCENARIO_COMPARE	Side-by-side comparison of all three scenarios: TOTEX, service targets, governance metrics, NPV analysis.	Print for LGA Council briefings, donor negotiations, RUWATSSA reviews.
DASHBOARD	Print-ready A4 landscape summary: 8 KPIs, annual financing table, traffic light status, signature block for LGA Chairman and RUWATSSA.	Print annually. Table prominently in LGA WASH Desk. Submit to RUWATSSA with annual report.

Table 46: Table 7.3: Sheet, what it contains, who uses it.

Intellectual Property and Attribution

- ➔ The LCCIM is proprietary to Thermometer and Thermostat Consult (T&T Consult). It may be used by Yala LGA and SHA/WS4H partners under the current consulting arrangement.
- ➔ Any publication, report, or presentation citing figures derived from this tool must include the attribution: "Computed using the Nigeria WASH LCCIM, Thermometer and Thermostat Consult, February 2026."

Unit Cost Library: What Things Cost in Yala LGA

All investment calculations in this chapter are built from the unit costs in the table below. These are the Yala-adjusted rates based on national unit costs, increased by 10% for construction items and 8% for operational items to reflect Cross River State's cost premium over the national average. The Cross River adjustment reflects three verified field realities: (a) most construction materials (cement, steel, pumps) must travel from Lagos, Port Harcourt, or Abuja to Yala by road, adding freight costs; (b) skilled tradespeople (drillers, electricians, masons) command higher rates in the Cross River hinterland than in Kano or Ogun; and (c) the terrain of Yala LGA adds 15-25% to logistics time and cost for equipment-heavy works in wards like Waniheim and Echumofana.

#	Activity	Technology / Item	LCC Factor	Unit	National Rate (₦K)	Yala, AdjRate (₦K)	Design Life / CapManEx Cycle
WATER SUPPLY							
W-01	New Borehole + Handpump	India Mark II/III handpump with borehole casing, apron, cover	CapEx	per facility	1,200	**1,320**	Design life 20 yrs. No CapManEx cycle.
W-02	Borehole + Handpump Rehabilitation	Pump + apron overhaul. Assumes intact casing. Excludes full re-drilling.	CapEx	per facility	600	**660**	Design life 20 yrs post-rehab.
W-03	Borehole + Handpump Annual O&M	WASHCOM labour (volunteer), spare parts, annual water quality test.	OpEx	per WP/year	96	**104**	Ongoing annual. No life limit.
W-04	Handpump Pump Replacement	Cylinder, rods, bearings (India Mark II/III). Major mechanical overhaul.	CapM anEx	per pump	500	**540**	Every 5 years. Sinking fund required.
W-05	Solar Motorised Borehole	PV panels, inverter, submersible pump, storage tank, distribution pipework.	CapEx	per scheme	40,000	**44,000**	Design life 25 yrs. CapManEx at yr 7 (inverter) and yr 12 (pump).
W-06	Solar Motorised Annual O&M	WASHCOM operator stipend, minor spares, water testing, system monitoring.	OpEx	per scheme/ yr	2,400	**2,592**	Ongoing annual.
W-07	Solar Inverter Replacement	Charge controller + inverter replacement. Significant cost; must be planned.	CapM anEx	per system	4,000	**4,320**	Every 7 years. Sinking fund required.

#	Activity	Technology / Item	LCC Factor	Unit	National Rate (₦K)	Yala, AdjRate (₦K)	Design Life / CapManEx Cycle
SANITATION AND HYGIENE							
S-01	School WASH Block	6-stance gender-separated block with HWF, MHM facility, drainage. UNICEF standard.	CapEx	per block	5,000	**5,500**	20 yrs design life. Major rehab at yr 10 (₦880K).
S-02	PHC WASH Rehabilitation	Toilet block, HWF, incinerator, sharps pit. FMOH IPC minimum package.	CapEx	per facility	4,000	**4,400**	20 yrs design life.
S-03	Household Latrine Voucher	Market-based OBA voucher for materials. Household contributes labour. Post-CLTS.	CapEx	per HH	35	**37**	15 yr effective life.
S-04	FSM Site Construction	Shared faecal sludge management site serving LGA. Serves Okuku/Okpoma.	CapEx	per site	25,000	**27,500**	20 yr design life.
INSTITUTIONS AND SOFTWARE							
I-01	WASH Desk Setup	Furniture, computers, motorcycles, legal registration. One-time investment.	CapEx	lump sum	10,000	**10,000**	10-yr lifespan. Refresh at yr 5.
I-02	WASH Desk Annual OpEx	Staff salaries, office running costs, transport, utilities. LGA owns from 2028.	OpEx	per year	24,000	**25,920**	Ongoing annual.
I-03	LAM Training and Toolkit	5-day residential training, tool kit, RUWATSSA certification per LAM.	CapEx	per LAM	400	**400**	5-yr certification renewal.
I-04	LAM Annual Stipend	Monthly availability stipend per LAM. Performance-linked top-up possible.	OpEx	per LAM/yr	360	**389**	Ongoing. Transitions to WASHCOM contracts.
I-05	mWater Platform Deployment	Tablets, configuration, training, first-year support. Real-time WP monitoring.	CapEx	lump sum	5,000	**5,000**	5-yr platform lifespan.
I-06	WASHCOM Training	2-day training per committee: O&M, tariff, finance, GESI, ODF monitoring.	CapEx	per WASHCOM	200	**200**	5-yr renewal.
I-07	CLTS Community Facilitation	Triggering, ODF verification, certification cost per community.	CapEx	per comm	50	**50**	3-yr ODF maintenance trigger.
DIRECT AND INDIRECT SUPPORT (ExpDS / ExpIDS)							
DS-01	WASHCOM Direct Support	Annual re-training and governance support per committee. SHA pays 2025-2027. LGA from 2028.	ExpDS	per WASHCOM/yr	150	**150**	Ongoing annual.
DS-02	LAM Supervision	Quarterly field oversight visits, quality assurance checks per LAM.	ExpDS	per LAM/yr	120	**120**	Ongoing annual.
DS-03	CLTS Post-Triggering Follow-Up	Monthly ODF monitoring visits per community for 2 years post-triggering.	ExpDS	per comm/yr	30	**30**	Ongoing until ODF certified.

#	Activity	Technology / Item	LCC Factor	Unit	National Rate (₦K)	Yala, AdjRate (₦K)	Design Life / CapManEx Cycle
DS-04	GESI Programme	Annual gender mainstreaming, disability inclusion, GALA assessment across LGA.	ExpDS	per LGA/yr	10,000	**10,000**	Ongoing annual.
IDS-01	State Sector Policy Support	RUWATSSA regulation, state policy, national WASH monitoring. Prorated to Yala LGA.	ExpIDS	per LGA/yr	4,091	**4,091**	Ongoing annual. State bear's cost.
IDS-02	mWater Platform Mgt	Annual state-level mWater hosting, maintenance, updates. Prorated per LGA.	ExpIDS	per LGA/yr	12,000	**12,000**	Transitions to LGA in 2028.

Table 47: Table 7.5: #, Activity, Technology / Item, LCC Factor

Source: LCCIM ASSUMPTIONS sheet (T&T Consult, February 2026). National rates from RUWATSSA Schedule of Rates (January 2025) and SHA/WS4H verified data (June 2024). Cross River State adjustment applied as noted. All rates are 2025 base-year prices; inflation-adjustment at 15.1% per annum is applied in the Investment Plan tables below. Rates should be reviewed annually in Q4 by the SHA Technical Advisor and RUWATSSA against the latest SOR.

Three Investment Scenarios: What Different Levels of Commitment Deliver

The LCCIM computes TOTEX under three scenarios representing three different political choices about how much Yala LGA and its partners are willing to invest over 2026-2031. The scenarios are not technical guesses they are structured decisions, each with a specific set of quantities, ambition, and service delivery consequences. They are presented side by side so that LGA Council members, RUWATSSA, and donors can clearly see what they are buying at each investment level.

These are planning scenarios, not mandates.

The LCCIM Excel workbook that accompanies this chapter is a live decision-support tool. The LGA WASH Director can open it, change any quantity cell (marked in yellow), and see revised annual costs, 6-year totals, and financing gaps recalculate immediately, no specialist required. If the LGA Council approves a larger WASH budget than assumed here, update the FINANCING sheet. If a ward needs fewer boreholes in Year 1, edit the quantity in INVESTMENT_PLAN. The figures in this chapter are a credible, evidence-based starting point. The tool exists so that Yala LGA can make the figures its own.

All costs are expressed in nominal naira values: that is, they include 15.1% annual inflation applied year-by-year using the LCCIM LCC_ENGINE inflation factor. A rehabilitation that costs ₦660,000 in 2026 costs ₦759,660 in 2027 and ₦874,233 in 2028. This is not an accounting trick it reflects the genuine cost of procuring the same service in a later year in Nigeria's inflationary environment. Presenting nominal costs prevents the plan from understating the real financial commitment.

Scenario 1: Status Quo - Rehabilitation Only

This scenario funds only what is minimally necessary to ***arrest decline***: rehabilitating a portion of the non-functional water point stock, completing essential school and PHC WASH works already committed, running minimal software (WASHCOM training, CLTS, LAM), and establishing the WASH Department. No new water infrastructure beyond emergency situations. It corresponds to continuing the current trajectory with more disciplined implementation.

Table 7.6: Activity / Package, 2026, 2027, 2028

Activity / Package	2026	2027	2028	2029	2030	2031
W-02: BH Rehabilitation (₦0.66M/WP)	80 WPs	80 WPs	60 WPs	40 WPs	30 WPs	10 WPs
W-03: BH O&M (₦104K/WP/yr)	860	920	990	1,040	1,080	1,100
W-04: Pump Replacement (₦540K/pump)	50	60	70	60	50	40
S-01: School WASH Blocks (₦5.5M/blk)	18	18	18			
S-02: PHC WASH Rehab (₦4.4M/facility)	6	6	6			
S-03: HH Latrine Vouchers (₦37K/HH)	500 HH	500 HH				
Software + DS + IDS (annual)	Yes	Yes	Yes	Yes	Yes	Yes
Annual TOTEX - Status Quo (₦M)	**389.3**	**482.1**	**512.6**	**374.7**	**418.6**	**449.0**

STATUS QUO 6-YEAR TOTEX: ₦2,626.3M NOMINAL | NPV (10%): ₦2,097.4M | Per capita (6yr): ***₦12,491 per person***

Outcome by 2031: 65% WP functionality (from 65.1%, static). 5 wards ODF (from 0). 54 schools with WASH blocks (21% of 261). 18 PHCs meeting IPC. No new water infrastructure. The service gains are modest because the fundamental access gap particularly in Waniheim, Ugaga, and Wanikade, is not addressed.

Scenario 2: Accelerated - Rehabilitation plus Partial New Construction

This scenario ***adds new*** water infrastructure to the rehabilitation package: 45 new boreholes with handpumps in access-deprived communities, 15 solar motorised schemes for large and peri-urban communities, and 2 FSM sites. School and PHC coverage expand significantly (144 schools, 24 PHCs). Household latrine vouchers double to 2,000 HH. This scenario represents a serious investment in the sector without committing to the full infrastructure build-out of the Transformational plan.

Table 7.7: Activity / Package, 2026, 2027, 2028

Activity / Package	2026	2027	2028	2029	2030	2031
W-01: New BH+HP (₦1.32M/facility)		8	12	15	10	
W-02: BH Rehabilitation	80	80	60	40	30	10
W-05: Solar Motorised (₦44M/scheme)		3	5	5	2	
S-01: School WASH Blocks	36	36	36	36		
S-03: HH Latrine Vouchers	500	700	500	300		
S-04: FSM Sites (₦27.5M/site)			1	1		

Annual TOTEX - Accelerated (₦M)	**566.2**	**861.8**	**1,176.7**	**1,301.1**	**880.1**	**821.5**

ACCELERATED 6-YEAR TOTEX: ₦5,607.5M NOMINAL | NPV (10%): ₦4,410.9M | Per capita (6yr): ***₦26,671 per person.***

Outcome by 2031: 78% WP functionality. 9 wards ODF. 144 schools with WASH blocks (55%). 24 PHCs meeting IPC. 15 new solar motorised schemes. This scenario achieves the mid-term milestones of the strategic plan but falls short of the 2030 SDG 6 targets.

Scenario 3: Transformational - Full Strategic Plan (Recommended)

This is the recommended scenario. ***It funds the full Chapter 6 intervention package***: 50 new boreholes, 300 water point rehabilitations, 26 solar motorised schemes (for large communities and Waniheim emergency access), 180 WASH blocks across all 261 schools, 25 PHC WASH packages, 2,000 household latrine vouchers, 2 FSM sites, full WASHCOM reconstitution (180 committees), CLTS triggering in all 177 communities, and complete institutional strengthening. It is the only scenario that achieves the Chapter 5 targets by 2031.

Table 7.8: Activity / Package, 2026, 2027, 2028

Activity / Package	2026	2027	2028	2029	2030	2031
W-01: New BH+HP (₦1.32M/facility)		10	16	16	8	
W-02: BH Rehabilitation (₦0.66M/WP)	100	100	60	25	15	
W-03: BH O&M (growing stock, WPs)	860	1,010	1,150	1,230	1,280	1,310
W-04: Pump Replacement (CapManEx)	50	70	90	80	70	60
W-05: Solar Motorised (₦44M/scheme)		5	8	8	5	
S-01: School WASH Blocks	36	36	54	54		
S-02: PHC WASH Rehab	8	8	9			
S-03: HH Latrine Vouchers	500	500	500	500		
I-06: WASHCOM Training	50	80	50			
I-07: CLTS Community Facilitation	30	50	60	37		
Annual TOTEX - Transformational (₦M)	**592.4**	**996.7**	**1,548.7**	**1,737.5**	**1,228.2**	**1,005.9**

TRANSFORMATIONAL 6-YEAR TOTEX: ₦7,109.2M NOMINAL | NPV (10%): ₦5,547.1M | Per capita (6yr): ***₦33,813 per person***

Outcome by 2031: 88% WP functionality. 14 wards ODF-certified. 180 school WASH blocks (69% of 261). 25 PHCs meeting IPC. 26 solar motorised schemes. 300 WPs rehabilitated. 2,000 HH latrines subsidised. Complete LGA WASH system, WASH Desk, MIS, SP registry, RUWATSSA compact, operational, and self-sustaining by 2028. This is the scenario that fulfils the Chapter 5 vision.

Scenario Comparison: Service Outcomes and Investment Cost

Table 7.9: Metric, Unit, Status Quo (₦2,626M), Accelerated (₦5,608M)

Metric	Unit	Status Quo (₦2,626M)	Accelerated (₦5,608M)	Transformational (₦7,109M)	Best
WP Functionality 2030	%	Sixty-five percent (static)	78%	88%	**TRF**
New WPs Constructed	#	1	45	50	**TRF**
WPs Rehabilitated	#	300	300	300	**All**
Solar Motorised Schemes	#	0	15	26	**TRF**
ODF Wards by 2030	/14	5	9	14	**TRF**
School WASH Blocks	/261	54 (21%)	144 (55%)	180 (69%)	**TRF**
PHCs Meeting IPC	/109	18 (17%)	24 (22%)	25 (23%)	**TRF**
HH Latrine Vouchers	#	1,000	2,000	2,000	**ACC+**
WASHCOM Training	#	100	180	180	**ACC+**
CLTS Communities Triggered	/177	140	180	177	**TRF**
6-Year TOTEX (₦M nominal)	₦M	2,626	5,608	7,109	**SQ**
NPV at 10% Discount Rate	₦M	2,097	4,411	5,547	-
Cost per Capita (6yr nominal)	₦	12,491	26,671	33,813	**SQ**
SDG 6 Targets Achieved?	Y/N	No	Partial	Yes	**TRF**
RECOMMENDED SCENARIO				**TRANSFORMATIONAL**	**YES**

The Financing Plan: Who Pays? The 3T+R Framework

Every naira in the TOTEX must come from somewhere. The LCCIM organises financing into the internationally recognised 3T+R framework: Taxes, Tariffs, Transfers, and Repayable finance. Each pillar plays a different role, carries a different risk profile, and requires a different advocacy strategy. Together they must cover 100% of TOTEX, and if they do not, the gap is the financing risk that the LGA must explicitly manage.

The financing plan below is calibrated to the Transformational scenario. It draws on existing confirmed commitments (SHA/WS4H), pipeline funding that Yala LGA and RUWATSSA must actively pursue (UNICEF, World Bank/SURWASH), and the LGA's own resources (WASH budget, tariff revenue). It is deliberately ambitious, because an unambitious financing plan is simply a disguised statement that the plan will not be fully implemented.

Financing Source	Pillar	2026	2027	2028	2029	2030	2031	6-Yr Total	Notes / Status
TAXES: Government Contributions at LGA and State Level									
LGA Ring-Fenced WASH Budget	Taxes	45	80	110	150	200	250	**835**	Rising from <3% to 15% of overhead budget. Requires Council resolution Q3 2025.
Cross River State / RUWATSSA	Taxes	30	50	70	90	110	130	**480**	State annual WASH allocation. Formalise via State-LGA MOU by Q2 2026.
TARIFFS: Community Self-Generated Revenue									
WASHCOM Tariff Revenue	Tariffs	8	18	35	65	100	140	**366**	Ramps slowly from low base (<₦5M actual 2025). Needs WASHCOM reform first. Target ₦140M by 2030 (59% of ₦237M potential).
TRANSFERS: External Grants and Programme Funds									

SHA/WS4H Programme (FCDO)	Transfers	200	280	320	260	180	80	**1,320**	Active confirmed. Peak 2027, declining transition by 2030. Co-financing agreement with LGA required Q2 2025.
UNICEF Nigeria (School WASH)	Transfers		25	60	80	80	60	**305**	Pipeline. Entry point: WASH in Schools programme. WASH Desk to initiate approach via RUWATSSA Q2 2025.
SURWASH / World Bank	Transfers			30	60	100	60	**250**	Disbursement conditional on Cross River SURWASH enrolment and LGA performance metrics. Engage via State Ministry.
CSR / OBA / GCF	Transfers	30	30			40	60	**160**	Output-Based Aid (OBA), Green Climate Fund for climate-resilient WPs, private sector CSR. Innovative finance mobilisation team needed.
REPAYABLE: Development Finance (Currently Zero)									
Repayable Finance (NIL)	Repayable							**0**	No loan financing currently. Record here if LGA borrows. Cost of Capital (CoC) must be added to TOTEX if repayable finance is activated.
TOTAL AVAILABLE FINANCING (₦M)		**313**	**483**	**625**	**705**	**810**	**780**	**3,716**	**6-YEAR TOTAL AVAILABLE**

Table 48: Financing Source

Financing Gap Analysis and Traffic Light Status

The financing gap is the difference between what each scenario requires (TOTEX) and what the financing plan can provide. A positive gap means there is more money available than required a good position, but one that may indicate under-ambition. A negative gap means the financing plan falls short a risk that must be explicitly acknowledged and managed, not buried in footnotes.

	2026	2027	2028	2029	2030	2031	6-Yr TOTAL | STATUS
Total Available Financing (₦M)	313	483	625	705	810	780	**3,716**
STATUS QUO | TOTEX: ₦2,626M							
TOTEX Required (₦M)	389.3	482.1	512.6	374.7	418.6	449.0	**2,626**
Gap (₦M), negative = shortfall	-76.3	+0.9	+112.4	+330.3	+391.4	+331.0	**+1,090M SURPLUS | GREEN**
Gap as % of TOTEX	-20%	+0%	+22%	+88%	+94%	+74%	Financing covers TOTEX comfortably. Excess funds should be channelled to CapManEx sinking fund.
ACCELERATED | TOTEX: ₦5,608M							
TOTEX Required (₦M)	566.2	861.8	1,176.7	1,301.1	880.1	821.5	**5,608**
Gap (₦M)	-253.2	-378.8	-551.7	-596.1	-70.1	-41.5	**-1,892M GAP | AMBER**
Gap as % of TOTEX	-45%	-44%	-47%	-46%	-8%	-5%	Gap in early years - solar construction front-loaded. Close by confirming UNICEF + SURWASH before 2026.
TRANSFORMATIONAL | TOTEX: ₦7,109M							
TOTEX Required (₦M)	592.4	996.7	1,548.7	1,737.5	1,228.2	1,005.9	**7,109**
Gap (₦M)	-279.4	-513.7	-923.7	-1,032.5	-418.2	-225.9	**-3,393M GAP | RED**

	2026	2027	2028	2029	2030	2031	6-Yr TOTAL | STATUS
Gap as % of TOTEX	-47%	-52%	-60%	-59%	-34%	-22%	Gap closes to AMBER range by 2029 as tariffs grow and SHA exits. Requires 2-3 additional donors by 2026.

Table 49: Financial Gap Analysis

How should Yala LGA read this gap analysis? Three observations:

1. First: the gap is not a disqualifier. It is a planning task. A 47.7% gap on the Transformational scenario means that ₦3,393M of the ₦7,109M TOTEX is not yet covered by confirmed financing. That is a large number, but it is also the number that tells the LGA and SHA/WS4H exactly how much resource mobilisation work is required, and by when. The value of stating it honestly is that it prevents the plan from being designed around resources that do not exist.
2. Second: the gap is concentrated in 2027-2028, the peak solar construction years. If the Transformational scenario is phased to match actual financing confirmation, confirming UNICEF by Q2 2026 and SURWASH by Q3 2026 before committing to peak construction, the gap is manageable without descaling the overall plan.
3. Third: the recommended strategy is to govern against the Transformational scenario while implementing the Accelerated scenario until all financing is confirmed. This avoids both the false security of the Status Quo and the overcommitment risk of beginning Transformational implementation without secured funding. The 2027 mid-term review is the decision point: if UNICEF and SURWASH are confirmed by then, accelerate too full Transformational. If not, hold at Accelerated until they are.

Financing Gap Management Protocol

1. Confirmed financing: SHA/WS4H (₦1,320M) + LGA budget (₦835M) + RUWATSSA (₦480M) = ₦2,635M committed over 6 years.

2. Pipeline financing to be confirmed: UNICEF (₦305M), SURWASH/World Bank (₦250M), CSR/GCF (₦160M) = ₦715M to mobilise.

3. If pipeline confirms fully: total available = ₦3,350M. Remaining gap on Transformational: ₦3,759M requires a 4th major donor or phased budget uplift.

4. Phasing rule: No solar motorised construction above ₦200M/year without confirmed financing for that year. Solar is the single largest cost driver; its timing governs the overall gap management.

5. CapManEx sinking fund: any Status Quo surplus (₦1,090M over 6 years if only Status Quo is implemented) should be redirected to the sinking fund rather than absorbed by administrative overhead.

The CapManEx Sinking Fund: How This Plan Breaks the Cycle of Decay

Every water point in Yala LGA will need a major overhaul at some point, not because it is poorly built, but because every pump cylinder wears out, every solar inverter reaches the end of its electronic life, every school latrine pit fills up. These are predictable, scheduled events. The cost of each individual event is modest (₦540,000 for a pump cylinder; ₦4.32M for an inverter). But they arrive as a sudden demand at a specific moment, and if there is no money set aside, they go unaddressed, and the infrastructure fails.

This is precisely what may have happened to Yala LGA's water point stock over the past 15 years. The WSDCMT data shows that a significant proportion of the 462 non-functional WPs failed not because of catastrophic events but because a CapManEx event, a pump cylinder replacement, a casing repair was not funded when it fell due. *The community had no savings, the LGA had no budget line, the donor had left. The pump stopped. The community walked back to the river.*

The CapManEx Sinking Fund is the structural solution. Starting in 2026, every WASHCOM that is trained and has a functioning tariff system is required to designate 15-20% of monthly tariff revenue as a CapManEx reserve, money that is not touched for routine OpEx but is saved specifically for the scheduled major overhauls that the LCCIM lifecycle triggers predict. The WASH Desk tracks each WASHCOM's sinking fund balance through the mWater platform. When a CapManEx trigger year approaches (identifiable from the ASSET_WATER register), the WASH Desk alerts the WASHCOM and confirms the reserve is sufficient.

Technology	CapManEx Event	Cycle (Years)	Unit Cost (Yala ₦K)	Sinking Fund Calculation
Borehole + Handpump	Pump cylinder + rods replacement	Every 5 years	₦540K	₦9,000/month savings needed per WP over 5 years. At ₦1,000/HH/month tariff with 10 HH per WP: reserve rate = 90% of one month's tariff per year.
Borehole + Handpump	Major borehole casing repair	Every 10 years	₦216K	₦1,800/month savings over 10 years per WP. Manageable within normal tariff.
Solar Motorised Scheme	Inverter/charge controller replacement	Every 7 years	₦4,320K	₦51,429/month savings over 7 years per scheme. At ₦2,000/HH/month with 50 HH: reserve = 51% of monthly tariff. Requires operator-class WASHCOM and bank account.
Solar Motorised Scheme	Submersible pump replacement	Every 12 years	₦1,620K	₦11,250/month savings over 12 years per scheme. Feasible within tariff alongside inverter reserve.
School WASH Block	Major rehabilitation (slab, roof, plumbing)	Every 10 years	₦880K	Annual school WASH budget line in SUBEB allocation. School committee manages reserve account.

Table 50: Table 7.13: Technology, CapManEx Event

The aggregated CapManEx requirement for the Transformational scenario over 6 years (2026–2031) is ₦1,152M. This is not a new or additional cost; it is the cost of maintaining what is built. What is new is that this plan makes it visible, budgeted, and pre-financed through the sinking fund mechanism. WASH plans that ignore CapManEx are not planning for the future. They are planning for the failure of what they are about to build.

Value for Money: What Yala's TOTEX Delivers per Person

Donors, auditors, and State oversight bodies will ask: is this investment worth it? The answer requires comparing the cost per person served against international benchmarks for comparable WASH programmes in sub-Saharan Africa. The LCCIM computes this automatically from the TOTEX and Yala's 2025 population of 210,250.

Metric	Status Quo	Accelerated	Transformational	IRC/WASHCost Benchmark
6-Year TOTEX (₦M nominal)	2,626	5,608	7,109	Varies by context
Cost per capita (6-yr nominal)	₦12,491	₦26,671	₦33,813	₦18,000-₦54,000 (USD 12-36/yr)
Cost per capita per year	₦2,082/yr	₦4,445/yr	₦5,635/yr	IRC benchmark: ₦4,500-₦15,000/yr
Cost per capita per year (USD)	USD 1.39	USD 2.96	USD 3.76	IRC benchmark: USD 3-10/person/year
SDG 6 targets met?	No	Partial	**Yes**	Transformational recommended
VFM Assessment	Low impact per ₦	Moderate VFM	**High VFM**	At USD 3.76/yr, Transformational is the lowest-cost route to SDG 6.

Table 51: Metric, Status Quo, Accelerated, Transformational

At USD 3.76 per person per year, Yala LGA's Transformational TOTEX sits at the bottom end of the IRC/WASHCost benchmark range for rural WASH in sub-Saharan Africa. This reflects two realities: Nigeria's community-managed model is labour-light (volunteer WASHCOMs

reduce OpEx relative to utility-managed models), and this plan heavily weights rehabilitation over new construction (₦0.66M per WP rehabilitated versus ₦1.32M for a new WP - a 50% saving on the largest cost line). The implication is that there is no cheaper route to SDG 6 compliance in Yala LGA. The Transformational scenario is not extravagant it is the minimum viable investment for achieving the mandate.

ExpDS Transition: From NGO/INGO to LGA Ownership

Expenditure on Direct Support (ExpDS) WASHCOM training, LAM supervision, CLTS follow-up, GESI programming, currently costs approximately ₦259M over the 6-year plan, paid entirely by SHA/WS4H. When SHA/WS4H exits in 2028-2031, these costs do not disappear. Communities still need support. LAMs still need oversight. WASHCOMs still need refresher training. If the LGA has not budgeted for them, communities will be left unsupported and the governance systems built by this plan will degrade within 2-3 years.

ExpDS Item	NGO/INGO pays (2026-2029)	LGA pays (2029-2031)	What happens without this transition
WASHCOM direct support (per committee)	₦150K/WASHCOM/yr	Must appear in LGA budget line by 2028	WASHCOMs lose governance capacity. Tariff collection drops. WPs return to crisis state.
LAM supervision (per LAM)	₦120K/LAM/yr	LGA + RUWATSSA compact - shared 50:50 from 2028	LAM quality degrades. Unqualified operators emerge. WP failure rate rises.
CLTS follow-up (per community)	₦30K/community/yr	CHW network maintained by LGA health budget	ODF communities revert to OD within 18-24 months without follow-up.
GESI programme (LGA-wide)	₦10M/LGA/yr	LGA WASH budget line - negotiated with SHA by 2027	GESI score (GALA) drops. Exclusion of women and disabled from WASH governance resurfaces.

Table 52: ExpDS Item

The ExpDS transition is not merely a budgeting exercise. It is the test of whether this plan has genuinely transferred ownership to Yala LGA or merely created a temporary service delivery improvement that collapses when the programme ends. The WASH Department must begin advocating for ExpDS budget lines in the 2027 Annual Development Plan (ADP). The 2028 mid-term review will assess whether the transition is on track. If it is not, the adaptive management protocol is activated.

Economic Parameters, Inflation Adjustments, and Sensitivity

All figures in this chapter are expressed in nominal naira that is, they reflect the actual naira amounts that will need to be spent in each year, accounting for the expected inflation of 15.1% per year (Nigeria's compound rate applied in the LCCIM). To understand why this matters: a water point rehabilitation costing ₦660,000 in 2026 will cost ₦759,660 in 2027 and ₦874,233 in 2028. Budgets that use 2025 prices for 2028 expenditures underfunded when the contracts are placed.

Parameter	2025	2026	2027	2028	2029	2030	Notes
Inflation Factor (x base)	1.000	1.151	1.325	1.525	1.755	2.020	15.1% p.a.
Discount Factor (x present value)	1.000	0.909	0.826	0.751	0.683	0.621	10% p.a.
Exchange Rate (₦/USD reference)	1,500	Est.	Est.	Est.	Est.	Est.	Update in CONTROL for donor reporting.
Population Growth Rate	2.5%	2.5%	2.5%	2.5%	2.5%	2.5%	Nigeria NPC average.

Table 53: Economic Parameters

Sensitivity: Three inputs have the largest effect on TOTEX. (1) Solar motorised unit cost: if solar scheme costs increase from ₦44M to ₦55M (25% increase due to FX volatility on

imported panels and inverters), Transformational TOTEX increases by approximately ₦286M. This scenario should be stress-tested before any solar procurement contract is placed. (2) Inflation rate: if Nigeria's inflation remains above 20% (2024 actual: 34%), the 2028 and 2029 TOTEX figures will be materially higher than modelled. The LCCIM CONTROL sheet should be updated with the latest CBN inflation estimates in Q3 of each year. (3) Tariff collection rate: the financing plan assumes 55% collection efficiency, based on SDM_CONFIG benchmarks for community-managed schemes. If WASHCOM reform exceeds expectations and collection reaches 70%, the 2029 and 2030 tariff revenue could be ₦180M rather than ₦100M - reducing the Transformational gap by ₦80M in the final two years.

Chapter 7 Summary: The Financial Foundation of the Plan

1. **TOTEX**: The recommended Transformational scenario requires ₦7,109M in nominal TOTEX over 2026-2031, an average of ₦1,185M per year. This covers all six LCC factors: CapEx, OpEx, CapManEx, ExpDS, ExpIDS, and CoC (currently zero).
2. **Financing**: ₦3,716M is available from confirmed and pipeline sources. The ₦3,393M gap (48% of TOTEX) must be closed through three actions: LGA Council resolution on WASH budget (Q3 2025), UNICEF engagement (Q2 2025), and SURWASH enrolment (Q4 2025).
3. **CapManEx Sinking Fund**: ₦1,152M of the TOTEX is scheduled major maintenance. It is pre-financed through WASHCOM tariff reserves at 15-20% of monthly collection. Without it, the infrastructure built by this plan will fail on schedule, just as the 462 currently non-functional WPs failed before it.
4. **Value for Money**: The Transformational scenario delivers SDG 6 targets at USD 3.76 per person per year, at the bottom of the IRC/WASHCost benchmark range. It is the most cost-effective route to the 2030 vision.
5. **ExpDS Transition**: By 2028, ₦50M/year of direct support costs currently paid by SHA/WS4H must appear in the LGA WASH budget. The 2026 ADP is the first opportunity. If this transition fails, the governance systems will not outlast the programme.

Chapter 8:
Financing Strategy

Yala Local Government Area occupies a distinctive position in Cross River State's WASH landscape. Having achieved and sustained Open Defecation Free (ODF) status, the central financing challenge is no longer about mobilising resources to build basic infrastructure from scratch. It is the more complex challenge of sustaining what exists, upgrading service quality progressively from Basic toward Safely Managed levels, and building a financing architecture that does not collapse when the current generation of development partners completes its programme cycle.

Chapter 7 of this Strategic Plan established the total investment requirement for Yala LGA over the 2026-2031 plan period at NGN 4,855 million. Of this, NGN 3,870 million is expected from secured or high-confidence pipeline sources, leaving a financing gap of NGN 985 million, equivalent to 20.3 percent of the total investment envelope. This chapter does not treat that gap as a problem to be lamented. It treats it as a specific, closeable target requiring disciplined action across three coordinated financing pillars.

THE CORE FINANCING PRINCIPLE FOR YALA LGA

The NGN 985 million financing gap is not primarily a donor problem. Development partner Transfers through the WS4H Programme and aligned partners already account for NGN 2,914 million over the plan period. The gap will be closed through three non-negotiable actions: (1) ring-fenced LGA budget releases against a dedicated WASH account; (2) a reformed harvest-cycle WASHCOM tariff system that matches cash availability to payment demands; and (3) proactive formalisation of Cross River State co-financing commitments under a donor and bilateral organizations frameworks. External partners catalyse; local institutions sustain.

The 3Ts Financing Framework: Architecture and Six-Year Trajectory

The 3Ts Framework, comprising Tariffs (community-level revenue), Taxes (government budget allocations), and Transfers (external support from development partners and the private sector), is the conceptual foundation of this financing strategy. It is endorsed by the Cross River State WASH Policy (2023-2030) and the WS4H Programme operational guidelines. Each pillar has a distinct role, a distinct reform agenda, and a distinct governance requirement. No single pillar is sufficient on its own.

Financing Pillar	2025 Baseline Share (%)	Reform Trajectory	2030 Target Share (%)	Six-Year Contribution (NGN M)
Tariffs (WASHCOM Community Revenue)	3%	Harvest-cycle model; mobile money; sinking fund reform	12%	**582**
Taxes (LGA + State Government)	18%	Ring-fenced WASH Account; MTEF inclusion; State co-financing MoU	28%	**1,359**
Transfers (WS4H, UNICEF, EU, CSR)	79%	WS4H consolidation; UNICEF activation; EU climate fund targeting	60%	**2,914**
TOTAL	100%	Reduce donor dependency from 79% to 60% by 2030	**100%**	**4,855**

Table 54: Yala LGA 3Ts Financing Architecture and Six-Year Trajectory

Taxes: Government Budget Commitments

LGA Budget Escalation

Yala LGA's annual recurrent budget averaged NGN 1.2 billion over 2022-2024. WASH received an estimated 1.5%of this allocation, equivalent to NGN 18 million per annum. This is well below the 5-8%of capital budget recommended by the NRWSSP guidelines and the Cross

River State WASH Policy target of at least 5 percent by 2027. The plan sets a phased escalation trajectory:

Item	2026	2027	2028	2029-2030 (avg/yr)	2031
WASH as % of capital budget	2.0%	3.5%	5.0%	6.5%	8.0%
Annual WASH allocation (NGN M)	24	42	60	78	96
Cumulative 6-year total (NGN M)					**378**
As % of total plan investment					7.8%

Table 55: Yala LGA Phased WASH Budget Commitment (NGN Million)

Non-Negotiable LGA Budget Compliance Conditions

Four structural changes must be implemented by Yala LGA Council before the end of Q1 2026. These can be made as preconditions for Donor/Bilateral organization Programme disbursement and are enforceable through the co-financing agreement:

#	Condition	Required Action	Lead
1	Dedicated WASH Account	Open a ring-fenced LGA WASH Account at a first-tier commercial bank, separate from the consolidated revenue fund, with dual signatories (LGA Chairman and Head of WASH Unit)	LGA Council/Finance
2	MTEF Inclusion	WASH listed as a named budget line in the Medium-Term Expenditure Framework submitted to Cross River State MoF, with targets aligned to this Strategic Plan	LGA Planning/RUWATSSA
3	Quarterly Release Protocol	Minimum 90% release rate per quarter, auditable against the approved budget; RUWATSSA notified of any shortfall within 30 days	LGA Finance/RUWATSSA
4	Annual Independent Audit	Annual audit of the WASH Account by an independent auditor approved by the WASH TWG; findings shared publicly at the Annual Sector Review	LGA Audit Committee

Table 56: Non-Negotiable LGA Budget Compliance Conditions

Tariffs: Community Revenue and Cost Recovery

The Agrarian Revenue Challenge

Yala LGA's rural economy is agricultural, with household income concentrated in the October-February post-harvest period for sorghum, maize, rice, and cassava. Pre-2024 WASHCOM financial records consistently show collection rates of only 30-40 percent against flat monthly tariff plans, not because communities lack willingness to pay, but because payment timing is misaligned with cash availability. Flat monthly models designed for peri-urban income profiles systematically fail in agrarian contexts.

The Harvest-Cycle Tariff Model

This Strategic Plan mandates a shift to a harvest-cycle-aligned contribution model across all 245 communities. The model structures annual WASHCOM revenue into two collection windows: a major window in October-December targeting 70 percent of annual contributions, aligned with post-harvest cash availability; and a minor window in April-May targeting the remaining 30 percent, aligned with dry-season income from petty trade and livestock sales. This model has been tested in comparable agrarian LGAs in Benue and Nasarawa States and consistently achieved collection rates above 75 percent within two collection cycles.

Facility Type	Annual HH Contribution (NGN)	Major Collection (Oct-Dec)	Minor Collection (Apr-May)	Expected Annual Revenue per Facility (NGN)
Hand-pump (borehole)	1,200-1,800	Seventy percent of annual total	30%	60,000-90,000
Motorised borehole	2,400-3,600	70%	30%	120,000-180,000
Mini-piped scheme (kiosk)	3,600-6,000 or per-volume	60%	40%	180,000-360,000
Communal improved latrine	600-900 per HH	70%	30%	30,000-45,000
School WASH facility	NGN 50/pupil/term (institutional)	Per-term billing	Per-term billing	Variable by enrolment

Table 57: Indicative Tariff Benchmarks by Facility Type, Yala LGA

Mandatory WASHCOM Financial Systems Reforms

Achieving sustained tariff revenue requires a concurrent reform of WASHCOM fiscal management systems across all **245** communities. The following five reforms are non-negotiable and must be completed by the end of Year 2:

#	Reform	Required Standard	Deadline
1	Dual-signatory WASHCOM accounts	All WASHCOM accounts at a cooperative or microfinance institution, dual signatories required for withdrawals above NGN 10,000	End of Year 1
2	Mobile money collection systems	All WASHCOMs registered on USSD/mobile money platforms (OPay, Palmpay, or bank-linked USSD) with a dedicated collection code per facility	End of Year 1
3	Capital maintenance sinking fund (20%)	Minimum 20% of all tariff revenue ring-fenced in a named sinking fund sub-account for CapManEx, not withdrawable for OpEx	Year 2 onwards
4	Quarterly financial reporting	Standardised quarterly report (RUWATSSA template) submitted to LGA WASH Officer within 30 days of each quarter-end	Ongoing from Year 1
5	Annual WASHCOM accounts review	Annual review of WASHCOM accounts by LGA Internal Auditor or RUWATSSA-accredited reviewer, with findings documented and shared	Annual from Year 2

Table 58: Reform, Required Standard, Deadline

Development Partner and External Financing Mobilisation

Partner Landscape and Projected Contributions

Partner/Source	Type	Projected Contribution (NGN M)	Confidence Level	Key Activation Condition	Engagement Lead
WS4H Programme (World Bank/CRS)	Grant + co-financing	2,100	HIGH	Co-financing agreement executed; LGA WASH Account operational; annual work plans approved by RUWATSSA	RUWATSSA/LGA Council
UNICEF WASH (child-focused)	Results-based grant	320	MEDIUM-HIGH	Annual country programme alignment: child	LGA WASH Coordinator

Partner/Source	Type	Projected Contribution (NGN M)	Confidence Level	Key Activation Condition	Engagement Lead
				WASH indicators tracked quarterly; LGA reports submitted on time	
EU Rural Resilience Programme	Climate-resilience grant	280	MEDIUM	Joint proposal with CRS Ministry of Environment; climate vulnerability assessment completed in Year 1	RUWATSSA/CRS MoEnv
CRS SURWASH (pipeline)	State co-financing	155	MEDIUM	Yala LGA formally nominated in SURWASH expansion schedule; RUWATSSA submits nomination by Q2 2025	RUWATSSA/CRS MWR
Private Sector CSR	Materials/cash contribution	59	LOW-MEDIUM	CSR MoU executed with LGA Council; facility naming rights and annual visibility report offered	LGA Council
TOTAL		**2,914**			

Table 59: Yala LGA Development Partner and Transfer Source Mapping

Non-Negotiable Co-Financing Protocol Conditions

Yala LGA's eligibility for all Transfer sources listed above is conditional on three standing requirements that must be maintained throughout the plan period:

#	Protocol Condition	Consequence of non-compliance
1	LGA WASH Account showing active budget releases before each Development Partner's disbursement cycle	Development Partner reserve the right to redirect undisbursed allocations to compliant LGAs within Cross River State
2	WASHCOM quarterly financial reports submitted to RUWATSSA and LGA before partner reporting deadlines	Development Partners results-based instalment withheld pending submission; recovery possible but delayed by one quarter minimum
3	Annual WASH Sector Review (ASR) co-hosted by LGA and State Actors before 31 March each year	EU Rural Resilience eligibility for follow-on funding requires three consecutive compliant ASRs; non-compliance in Year 1 disqualifies Yala LGA from Years 2-3 EU tranches

Table 60: Protocol Condition, Consequence of Non-Compliance

Innovative and Blended Financing Mechanisms

Output-Based Aid for Sanitation Upgrades

Yala LGA's ODF status provides an ideal foundation for Output-Based Aid (OBA) instruments targeting the transition from open defecation-free basic latrines to improved twin-pit facilities with handwashing stations. Under an OBA model, a post-construction subsidy is disbursed after independent verification of facility completion and active use. This approach reduces the unit subsidy cost by 40-60 percent compared to input-based subsidies, ensures genuine behaviour change, and eliminates contractor moral hazard.

The WS4H Programme has signalled conditional interest in piloting an OBA sanitation mechanism in Yala LGA by Year 2, subject to a Year 1 feasibility study. RUWATSSA should commission this study as a Year 1 priority deliverable, with findings presented at the Q3 2025 WASH TWG meeting.

Kiosk Revenue Reinvestment Mechanism

For communities with mini-piped schemes and kiosk points, a structured revenue reinvestment mechanism should be operational by Year 2. Under this model, 40 percent of kiosk revenue above operating costs is transferred monthly to a named sub-account of the LGA WASH Account as a formally tracked financing contribution. This converts scheme surpluses from informal WASHCOM reserves (which are vulnerable to leakage) into an auditable local financing stream that can supplement CapManEx funding at LGA level.

Green Climate Fund Alignment

Yala LGA's Gurara River basin catchment areas and documented increases in dry-season water scarcity since 2018 create a compelling climate-resilience case for Green Climate Fund (GCF) targeted investment. A co-application between RUWATSSA and the Cross River State Ministry of Environment for GCF Readiness funding should be initiated in Year 1, covering: (1) a climate vulnerability assessment of Yala's key water sources; (2) solar-powered retrofits on boreholes in climate-vulnerable sub-districts; and (3) a rainwater harvesting programme targeting schools and health facilities. Estimated GCF-eligible investment: NGN 280 million, which is captured in the EU Rural Resilience figure in Table 8.4 given the GCF co-application pathway available through that programme.

Capital Maintenance Expenditure (CapManEx) Financing

The most common cause of service failure in Yala LGA is not poor initial construction but the absence of a sustainable capital maintenance budget. Major repairs, pump replacements, and pipe rehabilitation require lumpsum outlays that WASHCOM operating tariffs cannot cover without a dedicated reserve. This plan targets a total CapManEx financing capacity of NGN 145 million per year by 2031, sourced from four streams:

CapManEx Source	Annual Target by 2031 (NGN M)	Collection/Transfer Mechanism	Governance Requirement
WASHCOM sinking funds (20% of tariff)	35	Mandatory 20% set-aside per WASHCOM, pooled at ward level annually	Ward WASH Officer quarterly reconciliation
LGA WASH Account CapManEx sub-allocation (25% of LGA WASH budget)	24	Ring-fenced sub-account, dual signatory, releases require RUWATSSA co-approval	LGA Finance/RUWATSSA
WS4H Programme CapManEx budget line	65	Dedicated CapManEx line in WS4H annual work plan, released quarterly against maintenance records	RUWATSSA oversight and quarterly certification
Kiosk revenue reinvestment (40% of surplus)	21	Monthly transfer from WASHCOM kiosk accounts to LGA WASH Account sub-account	WASHCOM monthly statement, LGA quarterly audit
TOTAL	**145**		

Table 61: Yala LGA CapManEx Financing Architecture (Annual Target by 2030)

Private Sector Engagement

Sanitation Market Development

Yala LGA has a nascent sanitation goods market: at least three local artisans produce latrine slabs and three hardware vendors in Yala town stock sanitation materials. This plan targets the formalisation and scaling of these enterprises through two instruments: (1) the WS4H sanitation marketing component, which provides business development training and access to a revolving loan facility for certified sanitation entrepreneurs; and (2) a supply-side market systems diagnostic in Year 1 to identify constraints in cement supply, mould availability, and transport logistics.

By Year 3, the plan targets a functioning sanitation enterprise network of at least fifteen local businesses capable of delivering improved twin-pit latrines with handwashing stations at NGN

45,000-75,000 per unit. This price point, compared to the current NGN 85,000-120,000 range for externally supplied units, would bring sanitation upgrades within reach of the bottom two household income quintiles without subsidy.

Corporate Social Responsibility Mobilisation

Three private sector entities operating within reach of Yala LGA have CSR potential: Dangote Cement (Obajana/Okpella operations within 100 km), Flour Mills of Nigeria agro-processing facilities, and expanding mobile money operator networks (OPay, PalmPay). The LGA Council should formalise CSR engagement by end of Year 1 through a structured MoU that offers facility naming rights, inclusion in WASH sector review visibility, and a standardised CSR impact report that meets corporate ESG reporting requirements.

Realistic CSR contribution over the plan period: NGN 59 million, primarily in building materials, logistics, and hygiene commodity distribution rather than cash, targeting school WASH and community hygiene infrastructure.

Financial Risk Register

Risk	Likelihood	Impact	Primary Mitigation	Residual Risk Assessment
LGA budget releases fall below 90% of approved WASH allocation	HIGH	HIGH	Ring-fenced WASH Account: WS4H disbursement conditionality tied to LGA compliance; RUWATSSA quarterly monitoring with formal escalation protocol	MEDIUM: Conditionality is credible if RUWATSSA enforces it consistently
WS4H Programme delayed or restructured mid-implementation	MEDIUM	HIGH	Active relationship management with UNICEF and EU as volume fallbacks; LGA contributions designed not to be solely contingent on WS4H timing	MEDIUM-HIGH: No single substitute for WS4H volume exists within the plan period
NGN/USD depreciation inflates cost of imported WASH inputs (pumps, solar panels, pipes)	HIGH	MEDIUM	Batch procurement during FX stability windows; maximise local sourcing for cement and timber; WS4H procurement contracts denominated in NGN where possible	MEDIUM: Local sourcing reduces but does not eliminate FX exposure
WASHCOM tariff collection remains below 50% due to income seasonality	MEDIUM	MEDIUM	Harvest-cycle model replaces flat monthly tariff; mobile money collection reduces friction; Year 1 WASHCOM financial training across all 245 communities	LOW-MEDIUM: Evidence from comparable LGAs supports 75%+ collection within two cycles
Inflation (currently 28-32%) erodes real value of NGN commitments	HIGH	MEDIUM	Annual work plan review with inflation escalation clause; front-load CapEx spending in Years 1-2; 15% contingency built into all annual work plans	MEDIUM: Structural inflation requires annual repricing; contingency budget is non-negotiable
LGA political transition disrupts WASH Account management or budget continuity	MEDIUM	MEDIUM	WASH Account is an institutional bank account not dependent on any named official; WASH commitments included in LGA Transition Charter	LOW-MEDIUM: Institutional accounts survive transitions; risk is in Year 1 of any new administration

Financing Governance and Accountability Architecture

The financing strategy described in this chapter will only deliver its intended results if five governance mechanisms are fully operational. These are non-negotiable; they are the institutional infrastructure within which every naira flows.

#	Governance Mechanism	Function and Scope	Responsible	Frequency
1	WASH Technical Working Group (TWG)	Multi-stakeholder platform reviewing financing performance against targets, resolving resource disputes, and coordinating partner activities. Quorum requires RUWATSSA, LGA WASH Officer, and at least two development partners.	RUWATSSA (chair), LGA WASH Officer (co-chair)	Quarterly
2	Annual WASH Sector Review (ASR)	Public review of financing performance, open to civil society and press. Must produce a publicly available scorecard comparing targets against actuals for all three financing pillars.	LGA Council and RUWATSSA (co-hosted)	Annual by 31 March
3	Independent Finance Audit	Annual audit of LGA WASH Account, WS4H sub-accounts, and a representative sample of WASHCOM accounts (minimum 30% of communities) by an independent auditor approved by the TWG.	LGA Audit Committee/RUWATSSA	Annual
4	WS4H Steering Committee Reporting	Quarterly report on Yala LGA co-financing compliance, disbursement performance, and work plan progress, submitted to the WS4H Programme Steering Committee through RUWATSSA.	RUWATSSA and LGA	Quarterly
5	Community Accountability Meetings	Bi-annual public meetings at ward level, at which WASHCOM finances are presented to community members and LGA WASH Officer. Complaints documented and escalated within 14 days.	WASHCOM and LGA WASH Officer	Bi-annual

Table 62: Governance Mechanism, Function and Scope, Responsible

Consolidated Financing Roadmap and Gap Closure Trajectory

Table 61 maps the six-year financing roadmap, tracking contributions from all three pillars against the annual investment requirement, and modelling the gap closure trajectory under the reform scenario.

Financing Source	2025	2026	2027	2028	2029	2030 / 6-Year Total
Taxes (LGA + State)	44	82	148	190	200	695 M (6-yr)
Tariffs (Community Revenue)	28	52	90	140	158	582 M (6-yr)
Transfers (Development Partners)	580	620	640	560	514	2,914 M (6-yr)
SUBTOTAL - Projected Secured	**652**	**754**	**878**	**890**	**872**	**3,870 M**
TOTAL INVESTMENT REQUIREMENT	**720**	**820**	**900**	**920**	**910**	**4,855 M**
RESIDUAL GAP (to be mobilised)	**68**	**66**	**22**	**30**	**38**	**985 M**
Donor dependency ratio	89%	82%	73%	63%	59%	Sixty percent (2030 target)

Table 63: Table 8.7: Yala LGA Six-Year Financing Roadmap (NGN Million)

Gap years 2025-2026 carry the highest mobilisation risk (NGN 134M combined). Proactive LGA WASH Account operationalisation and WASHCOM harvest-cycle tariff rollout in Year 1 are the critical path activities. By Year 3, the annual gap narrows to NGN 22 million, which is recoverable through CSR contributions and maturing WASHCOM sinking funds.

YEAR 1 NON-NEGOTIABLES: THE THREE GATES

Three actions in 2026 determine whether this financing strategy holds together or unravels: (1) The ring-fenced LGA WASH Account must be opened and activated before 31 March 2026; (2) The WS4H co-financing agreement must be formally executed before 30 June 2026; (3) The harvest-cycle tariff model must be operationalised in at least 80 communities before the October 2026 harvest collection window opens. Missing any one of these gates creates a cascading financing gap that cannot be recovered within the plan period.

Chapter 9:
Implementation Framework

Purpose and Scope of the Implementation Framework

This chapter translates the strategic goals, service level targets, and financing commitments established in Chapters 5-8 into an operationally coherent delivery architecture. It defines who is responsible for what, at what level of government, in what sequence, and under what accountability arrangements. Without this architecture, even a well-resourced strategy remains aspirational.

The Implementation Framework is organised around five core elements: (1) the institutional architecture and roles-and-responsibilities matrix; (2) the phased implementation workplan covering 2026–2031 in three phases; (3) the implementation modalities specifying how each programme component will be delivered; (4) the risk register with mitigation and contingency protocols; and (5) the coordination and reporting architecture that holds all actors to account.

THE CENTRAL IMPLEMENTATION CHALLENGE FOR YALA LGA

Yala LGA's implementation challenge is not primarily a resource problem. The financing architecture described in Chapter 8 provides a credible resource base. The primary challenge is institutional: building the consistent, technically capable, politically supported coordination capacity at LGA level that can manage 245 communities, 13 wards, four programme components (water, sanitation, hygiene, and institutional), and multiple development partners simultaneously over six years, without losing focus on the most vulnerable communities.

Institutional Architecture and Mandate

Overview of Key Actors and Their Roles

Table 63 sets out the institutional architecture for WASH implementation in Yala LGA, defining the mandate, decision-making authority, and accountability relationship of each key actor. This architecture reflects both the Cross River State WASH Policy governance framework and the WS4H Programme institutional requirements.

Institution/Actor	Level	Core WASH Mandate	Decision Authority	Accountability To
Cross River State MWR (Ministry of Water Resources)	State	Policy oversight, sector coordination, state budget releases for WASH, RUWATSSA supervision	Policy and budget	CRS Governor/Assembly
RUWATSSA (Rural Water Supply and Sanitation Agency)	State	Technical oversight of LGA WASH programmes, capacity building, reporting to CRS MWR and development partners, WASHCOM registration	Technical and fiduciary for WS4H sub-accounts	CRS MWR
Yala LGA Council (Chairman and Supervisory Councillor for Works)	LGA	Political oversight, budget allocation, co-financing commitment, bye-law enforcement for sanitation	Political and budget	LGA Council/Electorate
LGA WASH Unit (Head of Unit + WASH Officers)	LGA	Day-to-day coordination, WASHCOM supervision, data collection, community mobilisation, reporting to RUWATSSA	Operational within LGA	LGA DPO/RUWATSSA
WS4H Programme Management Unit (PMU)	State/National	Programme management, fiduciary oversight of WS4H funds, procurement, MEL	Procurement and fiduciary	World Bank/CRS MWR
WASH Technical Working Group (TWG)	LGA/State	Multi-stakeholder coordination platform, financing review, partner alignment, sector review co-ordination	Advisory/Coordination	RUWATSSA/LGA

Institution/Actor	Level	Core WASH Mandate	Decision Authority	Accountability To
WASHCOMs (Community Water, Sanitation, and Hygiene Committees)	Community	Facility operation and maintenance, tariff collection, hygiene promotion, community accountability	Community-level operational	LGA WASH Unit
Area Mechanics and Handpump Technicians	LGA/Community	Preventive and corrective maintenance of boreholes, pumps, and minor piped systems	Technical/operational	LGA WASH Unit

Table 64: Yala LGA WASH Implementation Institutional Architecture

Strengthening the LGA WASH Unit

The LGA WASH Unit is the operational hub of this implementation framework. Its current capacity is insufficient for the scale of the six-year programme: as of 2024, the Unit has one WASH Officer covering all 245 communities and thirteen wards, no dedicated data management system, and no motorised transport for field supervision.

This plan mandates a phased capacity investment in the LGA WASH Unit, commencing in Year 1:

Item	Standard Required	Year 1 Action	Year 3 Target
Staffing	1 WASH Officer per 3-4 wards (minimum four officers for thirteen wards)	Recruit two additional WASH Officers (WS4H-funded) by Q3 2025; LGA council to absorb 1 into establishment	Full complement of 5 officers (4 ward-based + 1 unit head)
Transport	At least 2 motorcycles forward supervision	Procure 2 motorcycles under WS4H Year 1 procurement plan	3 motorcycles + 1 LGA vehicle for WASH use
Data systems	mWater or equivalent digital data platform for all community WASH records	Deploy mWater to LGA WASH Unit and train all officers by Q2 2025	Real-time community WASH dashboard accessible to RUWATSSA and WS4H PMU
Office infrastructure	Dedicated WASH Unit workspace with connectivity and filing system	Designate WASH Unit office space in LGA Secretariat; procure 2 laptops under WS4H	Fully equipped WASH Unit with internet and printing capacity

Table 65: Item, Standard Required, Year 1 Action, Year 3 Target

Phased Implementation Workplan

The six-year implementation period is structured in three phases, reflecting both the logical sequencing of activities and the expected trajectory of financing and institutional capacity:

Phase	Period	Strategic Focus	Investment Weighting
Phase 1: Foundation and Mobilisation	**2026-2027**	Institutional setup; LGA WASH Account activation; WASHCOM reform; baseline survey; Year 1-2 infrastructure priority list; WS4H co-financing agreement	25% of total investment (NGN 1,214M)
Phase 2: Accelerated Delivery	**2028-2029**	Full-scale infrastructure delivery; sanitation upgrade programme; school and health facility WASH; handpump rehabilitation; mini-piped scheme expansion	50% of total investment (NGN 2,428M)
Phase 3: Consolidation and Sustainability	**2030-2031**	CapManEx system maturation; ODF sustainability verification; Safely Managed water service expansion; exit strategy from donor dependency; ASR and final evaluation	25% of total investment (NGN 1,213M)

Table 66: Table 9.4: Phase, Period, Strategic Focus, Investment Weighting

#	Activity	Quarter	Responsible	Budget (NGN M)	Success Indicator
1.1	Open ring-fenced LGA WASH Account and execute WS4H co-financing agreement	Q1 2025	LGA Council/RUWATSSA	0.5	WASH Account operational; agreement signed by 31 March 2026
1.2	Deploy mWater platform to LGA WASH Unit; train all WASH officers	Q1-Q2 2025	LGA WASH Unit/RUWATSSA	1.2	All 245 communities geo-tagged in mWater by June 2025
1.3	Recruit 2 additional LGA WASH Officers under WS4H staffing plan	Q2-Q3 2025	LGA Council/RUWATSSA	8.4 (annual salary x2)	Positions filled and officers deployed to wards by Sept 2025
1.4	Conduct rapid WASH functionality survey of all 245 communities using WSDCMT tool	Q1-Q2 2025	LGA WASH Unit/WS4H PMU	3.5	Survey completed; Year 1-2 priority list endorsed by WASH TWG
1.5	Rollout harvest-cycle WASHCOM tariff model in 80 priority communities	Q3 2025 (before October harvest)	LGA WASH Unit/RUWATSSA	2.8	80 WASHCOMs with active harvest-cycle tariff by October 2026
1.6	Rehabilitate 45 non-functional handpumps in highest-priority communities	Q2-Q4 2025	LGA WASH Unit/WS4H PMU	67.5 (NGN 1.5M each)	45 boreholes functional and registered in mWater by Dec 2025
1.7	Establish Area Mechanics Network: recruit and certify 15 area mechanics	Q2-Q3 2025	LGA WASH Unit/RUWATSSA	9.0	15 mechanics certified; assigned to wards; mobile contact list published
1.8	Initiate WASHCOM financial systems reform in 120 communities (dual accounts, mobile money)	Q3 2025 - Q2 2026	LGA WASH Unit/WS4H	4.8	120 WASHCOMs with dual-signatory accounts and mobile money collection by June 2026
1.9	Deliver WASH to 40 priority schools (sanitation block + handwashing station + menstrual hygiene unit)	Q3 2025 - Q4 2026	LGA WASH Unit/WS4H	180.0 (NGN 4.5M each)	40 schools with functional WASH facilities; school hygiene clubs formed
1.10	Conduct ODF sustainability verification in 90 highest-risk communities	Q3-Q4 2025	LGA WASH Unit/RUWATSSA	3.6	90 communities re-verified; lapsed communities placed on 90-day recovery plan
1.11	Convene first WASH TWG meeting and Annual Sector Review (ASR)	Q1 2026 (by 31 March)	RUWATSSA/ LGA Council	1.5	ASR held; scorecard published; partner attendance documented

Table 67: Phase 1 Workplan: Foundation and Mobilisation (2026-2027)

Phase 2 Workplan: Accelerated Delivery (2028-2029)

Phase 2 represents the highest-volume infrastructure delivery period. By this point, the institutional foundation built in Phase 1 should be operational: the LGA WASH Unit is staffed and equipped, WASHCOMs are financially reformed, the co-financing agreement is active, and the mWater data platform is providing real-time service coverage data. Phase 2 activities include:

#	Programme	Target Volume	Budget (NGN M)	Lead
2.1	New borehole construction in unserved communities (beyond 500m from any functional water point)	55 new boreholes	275 (NGN 5M each)	WS4H PMU/LGA WASH Unit

#	Programme	Target Volume	Budget (NGN M)	Lead
2.2	Mini-piped scheme extension to 8 densely populated communities	8 schemes	400 (NGN 50M each)	WS4H PMU/LGA
2.3	Sanitation upgrade programme: basic to improved latrines (twin-pit)	3,500 HH	262.5 (NGN 75,000/HH)	LGA WASH Unit/RUWATSSA/CSOs
2.4	FSM service establishment: market toilet upgrade + desludging contract	10 market toilets + 5 FSM operators trained and equipped	175	WS4H PMU/LGA
2.5	School WASH expansion to remaining 110 priority schools	110 schools	495 (NGN 4.5M each)	WS4H PMU/State SUBEB
2.6	Health facility WASH upgrade in all 35 health facilities	35 facilities	227.5 (NGN 6.5M each)	WS4H PMU/State MOH
2.7	Community hygiene promotion programme: CHP training, HWWS campaigns	400 CHPs trained; 245 community HWWS campaigns	70.8	LGA WASH Unit/RUWATSSA/CSOs
2.8	Sanitation enterprise development: 15 trained and certified local sanitation businesses	15 enterprises	18.7	WS4H PMU/LGA

Table 68: Table 9.3: Phase 2 Priority Programmes (2028-2029)

Phase 3 Workplan: Consolidation and Sustainability (2030-2031)

Phase 3 shifts the programme's centre of gravity from delivery to sustainability. The emphasis is on maturing the institutional architecture built in Phase 1, ensuring that infrastructure delivered in Phase 2 is functional and maintained, and demonstrating that Yala LGA can sustain WASH service delivery with reduced donor dependency.

#	Activity	Budget (NGN M)	Success Indicator
3.1	CapManEx system review and recalibration: verify sinking funds in all communities, fill gaps, establish ward-level maintenance reserve pools	48	100% of communities with active sinking funds; ward pools operational in all 13 wards
3.2	Safely Managed water service transition: solar conversion for 30 motorised boreholes and water quality testing programme	120	30 boreholes solar-powered; water quality testing records for 80% of water points
3.3	ODF Plus certification campaign: upgrade from ODF to ODF Plus in 80 highest-performing communities (improved latrines + handwashing + waste management)	56	80 communities ODF Plus certified under RUWATSSA-approved protocol
3.4	GCF/climate adaptation component: climate vulnerability implementation (rainwater harvesting at 50 schools and health facilities)	125	50 institutions with operational rainwater harvesting; vulnerability assessment published
3.5	Final WASH service coverage assessment and comparison against 2025 baseline	8.5	Coverage assessment published; SDG 6 indicator tracking documented; deviations from targets explained
3.6	Transition planning: LGA institutional sustainability assessment; donor exit strategy documented; WASHCOM capacity evaluation	4.2	Transition assessment complete; findings shared at ASR 2030; post-plan sustainability roadmap adopted by LGA Council

Table 69: Phase 3 Consolidation Activities (2030-2031)

Direct LGA Implementation (Low-Complexity Activities)

Community mobilisation, WASHCOM training, hygiene promotion campaigns, ODF verification, and routine data collection will be implemented directly by the LGA WASH Unit, supported by RUWATSSA technical backstop. This modality is appropriate for activities that do not require competitive procurement, which depend on sustained community relationships, and that must be responsive to local dynamics. The LGA WASH Unit must be adequately staffed and equipped before this modality is deployed at scale, which is why staffing and transport are Phase 1 non-negotiables.

WS4H Programme-Managed Procurement (High-Value Infrastructure)

Borehole drilling, piped scheme construction, school and health facility WASH infrastructure, and major sanitation upgrades will be procured and managed by the WS4H Programme Management Unit, following World Bank procurement guidelines. LGA WASH Unit staff will participate in site selection, community verification, and post-construction monitoring, but will not have primary procurement responsibility. This separation protects fiduciary integrity and ensures compliance with WS4H fiscal management requirements.

Community-Led Total Sanitation (CLTS) and Enhanced CLTS

Sanitation upgrade activities, particularly the transition from open defecation-free basic latrines to improved twin-pit facilities, will be facilitated through an Enhanced CLTS approach. Conventional CLTS is well-established in Yala LGA given its ODF status; what is needed is an enhanced variant that combines the social mobilisation strengths of CLTS with structured technical support, the sanitation enterprise network, and output-based incentives to drive the next service level transition. Trained and certified CLTS facilitators will be deployed from the LGA WASH Unit's Community Health Promoter (CHP) network.

NGO and Civil Society Organisation (CSO) Partnerships

Specialised CSO partners (such as WaterAid Nigeria, UNICEF-supported implementing partners, and women's organisations active in Cross River State) will be engaged for: (1) menstrual hygiene management programming in schools; (2) inclusion-sensitive WASH assessments targeting persons with disabilities; (3) community accountability monitoring; and (4) behaviour change communication campaigns that go beyond the technical capacity of the LGA WASH Unit. All CSO partnerships must operate within the LGA WASH Unit coordination framework and report to the WASH TWG quarterly.

Roles and Responsibilities Matrix (RACI)

Table 69 sets out the RACI (Responsible, Accountable, Consulted, Informed) matrix for the twelve highest-priority implementation activities. This matrix is a binding coordination tool for all actors and must be reviewed annually at the ASR.

Activity	MDAs	LGA WASH Unit	Dev. Partners	LGA Council	WASHCOM	CSO/NGO
WASH functionality survey and data collection	A	R	C	I	C	C
Borehole drilling and pump installation	A	C	R	I	C	-
WASHCOM financial systems reform	A	R	C	I	R	C
Community hygiene promotion campaigns	C	R	I	I	R	R
ODF sustainability verification	A	R	C	C	C	C
School WASH construction	A	C	R	C	C	-
Health facility WASH upgrade	A	C	R	I	C	-
Tariff collection and WASHCOM accounting	I	A	I	I	R	-

Activity	MDAs	LGA WASH Unit	Dev. Partners	LGA Council	WASHCOM	CSO/NGO
Area mechanics recruitment and deployment	A	R	C	C	-	-
Annual WASH Sector Review	A	R	C	R	I	I
Quarterly WASH TWG convening	A	R	C	I	I	I
LGA WASH Account management	I	I	I	A/R	I	-

Table 70: RACI Matrix for Yala LGA WASH Implementation

Key: R = Responsible (does the work), A = Accountable (owns the outcome), C = Consulted (provides input before action), I = Informed (notified after action). An actor with both A and R is solely responsible and accountable.

Annual Planning and Review Cycle

Figure 70 below describes the 12-month planning and review cycle that governs implementation in Yala LGA. This cycle is not aspirational; it is a binding institutional rhythm that all actors are expected to follow, with the dates specified as deadlines.

Period	Activity	Output	Responsible
January-February	Annual performance data consolidation from LGA WASH Unit, WASHCOMs, and WS4H PMU	Draft Annual WASH Sector Review (ASR) report	LGA WASH Unit/RUWATSSA
March (by 31st)	Annual WASH Sector Review: public presentation of performance against targets, partner debrief	ASR scorecard published; action points agreed	RUWATSSA/LGA Council (co-hosted)
April-May	Annual work plan development for the following year, incorporating ASR findings and financing projections	Draft Year N+1 work plan submitted to WS4H PMU and WASH TWG	LGA WASH Unit/RUWATSSA
June (Q2 WASH TWG)	Work plan review and endorsement; LGA budget alignment confirmed; partner commitments formalised	Endorsed annual work plan; LGA budget release schedule confirmed	WASH TWG/LGA Council
July-September	Peak implementation window for infrastructure delivery (dry season, contractor access)	Infrastructure works at planned completion or on-track milestone	WS4H PMU/LGA WASH Unit
October (Q3 WASH TWG)	Mid-year performance review: harvest-cycle WASHCOM tariff window opens; any Q3 budget release triggered	Mid-year progress report: tariff collection dashboard updated	RUWATSSA/LGA WASH Unit
November-December	WASHCOM major harvest-window tariff collection (70% of annual target); end-of-year data validation	Q4 WASHCOM financial reports; year-end data submitted to mWater	WASHCOMs/LGA WASH Unit
December (Q4 WASH TWG)	Year-end performance review; preliminary compliance report to WS4H Steering Committee; next-year budget advocacy	Year-end compliance summary; LGA budget submission for WASH for following year	RUWATSSA/LGA Council

Table 71: Period, Activity, Output, Responsible

Capacity Building and Technical Assistance Plan

The implementation framework will not achieve its targets unless it is supported by a structured, multi-level capacity building programme. Table 70 maps the priority capacity gaps and the corresponding training and technical assistance responses, phased across the plan period.

Actor	Priority Capacity Gap	Training/TA Response	Delivery Mode	Phase
LGA WASH Officers (5)	mWater data management; WASH financing; supervision of WASHCOMs	5-day intensive training (mWater, WASH finance, field supervision protocols) + monthly peer learning sessions	RUWATSSA facilitated; WS4H funded	Phase 1
WASHCOM Executives (245 committees x 5 members)	Tariff setting; account management; mobile money; basic O&M	2-day community-based WASHCOM finance training using RUWATSSA standard curriculum	LGA WASH Officers (ward-level); RUWATSSA-certified	Phase 1-2
Area Mechanics (15 targeted)	Borehole and hand-pump repair; basic piped system maintenance; preventive maintenance scheduling	10-day technical certification course (RUWATSSA ATC or equivalent) + 6-month mentorship by certified mechanic	RUWATSSA ATC or WaterAid Nigeria	Phase 1
Community Health Promoters (400 targeted)	CLTS facilitation (Enhanced); hygiene promotion; menstrual hygiene management; child WASH	3-day CLTS facilitator training; 1-day MHM orientation; refresher annually	LGA WASH Unit/CSO partner	Phase 1-2
LGA Council Supervisory Councillor	WASH sector governance; co-financing protocol; how to read ASR scorecard	2-day governance orientation for incoming and current Supervisory Councillors	RUWATSSA; once per electoral cycle	Phase 1 + Phase 3
Sanitation Entrepreneurs (15 targeted)	Latrine slab production; marketing; customer finance; enterprise record-keeping	WS4H sanitation enterprise development programme (5-day business skills + technical)	WS4H PMU/LGA	Phase 2

Table 72: Yala LGA Capacity Building and Technical Assistance Matrix

Implementation Risk Register

Risk	Likelihood	Impact	Primary Mitigation	Contingency
LGA WASH Unit under-staffed and over-stretched: one officer for 245 communities cannot deliver the Year 1 workplan	HIGH	HIGH	Recruit 2 additional WASH Officers in Q2 2025 (WS4H-funded); clear ward assignment; supervision schedule formalised	If hiring delayed beyond Q3 2025: engage 2 RUWATSSA-seconded officers as interim cover
ODF status lapse in communities without WASHCOM supervision: seasonal migration and drought stress increase open defecation risk	MEDIUM	HIGH	Quarterly ODF monitoring in 80 highest-risk communities; rapid-response protocol for lapsed communities (90-day recovery plan)	Immediate CHP re-mobilisation; RUWATSSA emergency support visit within 30 days of lapse detection
WS4H procurement delays push Phase 2 infrastructure delivery into Phase 3	MEDIUM	HIGH	Pre-position procurement documentation in Q4 2025; LGA completes land	Front-load hand-pump rehabilitation and WASHCOM reform (lower procurement lead

Risk	Likelihood	Impact	Primary Mitigation	Contingency
			verification for all Phase 2 sites by end of Phase 1	time) to maintain visible progress
Contractor underperformance or abandonment on borehole or piped scheme contracts	MEDIUM	MEDIUM	Performance bonds required; site supervision by LGA WASH Officer and RUWATSSA on all WS4H contracts	Performance management protocol in WS4H contract; RUWATSSA right to recommend suspension
Community elite capture of WASHCOM positions, excluding women and vulnerable groups	MEDIUM	MEDIUM	Minimum 40% women in WASHCOM executive required by RUWATSSA WASHCOM registration protocol; annual gender audit by LGA WASH Unit	Community accountability meetings to surface and address exclusion; RUWATSSA arbitration if not resolved at community level
Insufficient masons and skilled artisans in Yala LGA for Phase 2 sanitation construction volume	MEDIUM	MEDIUM	Sanitation enterprise development programme in Phase 1 specifically targets mason skill development; market diagnostic to identify supply-side constraints	Contract with CRS artisan associations for periodic deployment to Yala LGA if local supply insufficient
Cross River State political priorities shift against rural WASH following elections	LOW-MEDIUM	MEDIUM	Cross-party WASH advocacy via LGA Council; ensure WASH is in LGA development plan independent of state priorities	WS4H financing provides partial insulation; RUWATSSA to maintain CRS MWR relationship regardless of political cycle

Table 73: Yala LGA Implementation Risk Register

Critical Path Interdependencies

Figure 9.2 below maps the critical path interdependencies that determine whether the implementation framework succeeds. Seven dependencies are identified as critical path items: delay in any one of them cascades into delays in downstream activities.

#	Critical Path Activity	Downstream Dependencies	If delayed by 3 Months...
CP1	LGA WASH Account opened and operational (Due: 31 March 2026)	WS4H co-financing agreement; first WS4H disbursement cycle; LGA budget release tracking	First WS4H disbursement delayed by minimum one quarter; Year 1 infrastructure programme pushed to 2026
CP2	WASH functionality survey completed and priority list endorsed (Due: June 2025)	Year 1-2 infrastructure procurement documentation; Phase 1 borehole rehabilitation sites confirmed	Procurement documentation delayed; Phase 1 borehole rehabilitation cannot be completed within 2025 budget cycle
CP3	2 additional WASH Officers recruited and deployed (Due: September 2025)	WASHCOM financial reform rollout; harvest-cycle tariff in 80+ communities; mWater data quality	80-community harvest-cycle rollout impossible with single officer; tariff revenue target for Year 1 missed
CP4	WS4H co-financing agreement executed (Due: 30 June 2026)	All WS4H-funded Phase 1 and Phase 2 activities; UNICEF and EU partner activations dependent on WS4H lead	Phase 1 infrastructure programme effectively stalled; UNICEF and EU partner activation delayed
CP5	Harvest-cycle tariff model rolled out in 80 communities (Due: October 2026)	Year 2 tariff revenue projections; WASHCOM sinking fund capitalisation; CapManEx Year 2 target	Year 2 tariff revenue falls short of NGN 52M target; CapManEx reserve undershoots; RUWATSSA compliance report red-flags LGA
CP6	Area Mechanics Network certified and assigned (Due: September 2025)	Preventive maintenance programme; borehole functionality	Non-functional borehole rate increases; Phase 1 rehabilitation

#	Critical Path Activity	Downstream Dependencies	If delayed by 3 Months...
		rate post-rehabilitation; CapManEx deployment capacity	investment at risk of early deterioration
CP7	First Annual Sector Review held (Due: 31 March 2026)	EU Rural Resilience eligibility (3-ASR requirement starts from Year 1); UNICEF year-2 instalment; donor confidence	EU Rural Resilience eligibility clock does not start; UNICEF instalment held pending ASR; credibility of governance architecture questioned by partners

Table 74: Figure 9.2: Yala LGA Critical Path Interdependency Map

Coordination and Reporting Architecture

Effective coordination requires a small number of clearly defined, consistently held meetings with binding outputs. Table 74 sets out the formal coordination architecture for Yala LGA WASH implementation. The WASH TWG is the central coordination mechanism; it is not a consultation forum but a decision-making platform with the authority to resolve resource conflicts, approve annual work plan changes, and recommend escalation to RUWATSSA or LGA Council.

Forum	Membership	Agenda Scope	Key Outputs	Frequency
WASH Technical Working Group (TWG)	RUWATSSA (chair), LGA WASH Officer (co-chair), WS4H PMU, UNICEF, LGA Council representative, civil society observer	Financing performance, work plan progress, partner coordination, escalation resolution, TWG action log review	Quarterly action plan: minutes published within 14 days; unresolved items escalated to RUWATSSA Director	Quarterly
Annual WASH Sector Review (ASR)	All WASH TWG members + LGA Chairman, traditional rulers, press, community representatives	Year-end performance against targets (all three pillars), service coverage data, partner commitments for next year	Public ASR scorecard; endorsed annual work plan; financing gap statement	Annual by 31 March
LGA WASH Unit Weekly Standup	LGA WASH Officers (all 5), WASHCOM coordinators (13 wards)	Field activity progress, issues, next-week priorities, data entry compliance	Weekly activity log updated in mWater; issues escalated within 24 hours if critical	Weekly
WS4H Implementation Review Meeting	WS4H PMU, RUWATSSA, LGA WASH Unit	WS4H procurement progress, site visits, fiduciary compliance, disbursement triggers	Disbursement recommendation; site visit report; compliance certification	Monthly during Phase 2; quarterly in Phase 1 and 3
Community Accountability Meeting	WASHCOM executives, community members, LGA WASH Officer (attending minimum 2 per ward per year)	WASHCOM financial statements, facility status, community concerns, tariff complaints	Documented minutes; complaint register; LGA WASH Officer sign-off	Bi-annual per ward

Table 75: Yala LGA Formal WASH Coordination Architecture

IMPLEMENTATION READINESS: THE SIX-MONTH TEST

The quality of the first six months of implementation (January-June 2026) will determine the trajectory of the entire six-year plan. By 30 June 2026, Yala LGA must demonstrate: LGA WASH Account operational; WS4H co-financing agreement executed; WASH functionality survey completed; mWater deployed; 2 additional WASH Officers in post; and WASHCOM financial reform commenced in at least 50 communities. If all six indicators are green by June 2025, the programme is on track. If three or more are red, RUWATSSA must convene a formal recovery workshop before Q3 activities begin.

Chapter 10:
Monitoring, Evaluation, and Learning Framework

Purpose and MEL Design Principles

The Monitoring, Evaluation, and Learning (MEL) Framework for Yala LGA's WASH Strategic Plan 2026–2031 serves three purposes that sector MEL systems routinely fail to achieve simultaneously: tracking real-time progress against service coverage targets so that course corrections happen during implementation rather than after it; generating structured learning that improves decisions before it is too late to act on them; and producing accountability evidence that satisfies multiple audiences at once, from WASHCOMs reporting on facility functionality to the WS4H Programme Steering Committee reporting to the World Bank.

The framework is designed around five principles that reflect Yala LGA's specific context, constraints, and institutional reality:

Design Principle	Application in Yala LGA
Proportionality	MEL must be operable by five LGA WASH Officers covering 245 communities. Any system that requires external consultants to generate routine data is not proportionate and will not be sustained beyond the first funding cycle.
Integration	MEL is embedded in the same institutional rhythm as planning, budgeting, and coordination. The Annual Sector Review is simultaneously the primary accountability mechanism and the primary learning forum. They are not separate.
Community data ownership	WASHCOMs are primary data generators. Their monthly facility status and financial reports feed directly into the LGA dashboard and RUWATSSA reporting chain without requiring parallel data collection by external parties.
Alignment with international standards	All primary indicators are drawn from JMP service ladder definitions for water and sanitation, WASHNORM guidelines, and SDG 6 targets. This enables national and global benchmarking without bespoke indicator development.
Learning over compliance	The framework explicitly budgets for quarterly learning reviews that are separate from compliance reports. Compliance reports tell partners what happened; learning reviews examine why it happened and what to do differently.

Table 76: Design Principle, Application in Yala LGA

Theory of Change and Results Architecture

The MEL framework is anchored to Yala LGA's Theory of Change: *if reformed WASHCOM governance and agrarian-cycle tariff systems are established (institutional inputs), combined with targeted infrastructure investment prioritising unserved and under-served communities (physical inputs), supported by a capable LGA WASH Unit operating within an accountable governance framework (systems inputs), then communities will progressively transition from Basic to Safely Managed water and sanitation services, ODF status will be sustained and upgraded to ODF Plus, and by 2030, Yala LGA will demonstrate a locally owned, adequately financed service delivery model replicable across Cross River State.*

The MEL framework monitors the critical assumptions embedded in this Theory of Change at each results level: inputs, outputs, outcomes, and impact. Sections 10.3 to 10.5 specify the full indicator framework at each level. The key assumption risks, and how they are monitored, are mapped in the risk register in Section 10.8.

Impact-Level Indicators (SDG 6 Alignment)

Impact indicators reflect long-term change that the plan contributes to, measured at baseline (2025), midline (2027), and endline (2030). They align directly with SDG 6 targets and feed into Cross River State's national JMP reporting through RUWATSSA.

#	Indicator	Baseline (2024)	Midline (2027)	Endline (2030)	Data Source	SDG Link
I1	% of population using at least Basic drinking water services (JMP)	58%	72%	85%	mWater / annual WASH survey	SDG 6.1
I2	% of population using Safely Managed drinking water services	12%	22%	38%	mWater / water quality testing records	SDG 6.1
I3	% of population using at least Basic sanitation services	68% (ODF LGA)	78%	88%	mWater / household survey	SDG 6.2
I4	% of population practising open defecation	0% (ODF)	0% (sustained)	0% (sustained)	ODF monitoring/RUWA TSSA	SDG 6.2
I5	% of schools with Basic WASH (water + sanitation + hygiene)	35%	65%	90%	School WASH survey / LGA LEA	SDG 4.a / 6
I6	% of health facilities with Basic WASH services	40%	70%	95%	Health facility survey / CRS MOH	SDG 3.8 / 6

Table 77: Impact-Level Indicators, Yala LGA WASH Strategic Plan 2026–2031

Outcome-Level Indicators

Outcome indicators track the intermediate changes in institutional performance, service quality, and community behaviour that must occur for impact to be achieved. They are measured quarterly by the WASH TWG and annually through the Annual Sector Review.

#	Indicator	Baseline	2027 Target	2030 Target	Data Source	Frequency
O1	% of water points functional at time of survey	52%	75%	90%	mWater WASHCOM reports + LGA spot checks	Quarterly
O2	% of WASHCOMs with dual-signatory accounts and active mobile money collection	8%	70%	100%	LGA WASH Unit WASHCOM audit	Annual
O3	WASHCOM average tariff collection rate (actual vs. planned annual target)	34%	60%	80%	WASHCOM quarterly financial reports	Quarterly
O4	% of WASHCOMs with active CapManEx sinking funds (min. 20% tariff set-aside)	0%	40%	90%	LGA WASH Unit WASHCOM audit	Annual
O5	LGA WASH Account budget release rate (actual vs. approved allocation)	62%	85%	95%	LGA Finance records / RUWATSSA	Quarterly
O6	Number of communities maintaining verified ODF status	245 certified	245	245 + 80 ODF Plus	LGA WASH Unit annual ODF monitoring	Annual
O7	% of handpumps repaired within 14 days of reported breakdown	28%	70%	90%	mWater breakdown/repair log + Area Mechanics records	Monthly
O8	% of schools with all three functional WASH components	35%	65%	90%	Annual school WASH survey	Annual

#	Indicator	Baseline	2027 Target	2030 Target	Data Source	Frequency
O9	Annual WASH Sector Review held, and public scorecard published by 31 March	Not held regularly	2026 (first)	Every year 2026-2030	ASR report / RUWATSSA records	Annual

Table 78: Outcome-Level Indicators, Yala LGA WASH Strategic Plan 2026–2031

Output-Level Indicators

Output indicators track direct deliverables: infrastructure built, systems established, and people trained. They are the primary basis for WS4H Programme disbursement verification and partner results reporting.

#	Output Indicator	Phase 1 (2025-26)	Phase 2 (2027-28)	Phase 3 (2029-30)	Verification Source
OP1	New boreholes drilled and commissioned	10	55	10 (upgrade/replacement)	WS4H commissioning certificates; mWater
OP2	Non-functional handpumps rehabilitated	45	60	20	Rehabilitation records; mWater functionality log
OP3	Mini-piped schemes constructed or extended	1	8	2	WS4H completion certificates
OP4	Households with improved sanitation (new/upgraded twin-pit)	500	3,500	1,000	Household sanitation survey; CLTS records
OP5	Schools receiving complete WASH package	40	110	50 (upgrade to Safely Managed)	Commissioning records; Education Dept
OP6	Health facilities receiving complete WASH upgrade	8	35	0 (all complete by Phase 2)	Commissioning records; CRS MOH
OP7	WASHCOMs with reformed financial systems (dual accounts + mobile money)	120	245	245 (sustained and audited)	LGA WASH Unit WASHCOM register
OP8	Area mechanics certified and maintaining facilities	15	20	20 (annual recertification)	RUWATSSA certification records
OP9	Community Health Promoters trained in hygiene promotion	150	400	400 (refresher)	Training registers; LGA WASH Unit
OP10	Sanitation enterprises established and commercially active	0	15	15 (annual verification)	LGA business register; WS4H enterprise records

Table 79: Table 10.3: Output-Level Indicators by Phase, Yala LGA WASH Strategic Plan

Condensed Logical Framework

Table 79 presents the condensed logical framework linking the Goal through Purpose, Outputs, and Activities, with their means of verification and critical assumptions. This logframe is the primary reference document for WS4H partner reporting and the basis for the Annual Sector Review scorecard.

Results Level	Narrative Summary	Key Performance Indicators	Means of Verification	Critical Assumptions
GOAL	Universal access to safe, sustainable, equitable WASH in Yala LGA by 2030, contributing to SDG 6 and CRS WASH Policy goals	85% Basic water; 38% Safely Managed water; 88% Basic sanitation; 0% OD; 90% school/HF WASH	JMP tracking; RUWATSSA 5-year sector survey; WS4H final evaluation	CRS state WASH commitment sustained; no climate shock causing permanent displacement
PURPOSE	Functional, locally managed WASH services in all 245 Yala communities, sustained by reformed WASHCOMs, capable LGA WASH Unit, and diversified financing	90% water point functionality; 80% tariff collection; 95% LGA budget release; 80 ODF Plus communities	Annual Sector Review scorecard; mWater dashboard; WASHCOM financial reports	LGA Council maintains support; WS4H disbursement cycle completes; no major conflict
OUTPUT 1	WASH infrastructure delivered at scale: 75 boreholes, 125 handpumps, 11 piped schemes, 200 institutions, 5,000 HH sanitation	OP1-OP6 (Table 10.3)	WS4H commissioning certificates; mWater; LGA supervision reports	Procurement timelines hold; land resolved; contractor capacity available in CRS
OUTPUT 2	WASHCOM governance and finance reformed: 245 dual-account WASHCOMs; sinking funds; 15 area mechanics	OP7-OP8 (Table 10.3); O2-O4 (Table 10.2)	LGA WASH Unit WASHCOM audit; RUWATSSA certification; mWater breakdown logs	Community participation sustained; LGA officers have transport and time
OUTPUT 3	Hygiene behaviour and sanitation market strengthened: 400 CHPs; 245 campaigns; 15 enterprises; MHM in all schools	OP9-OP10; O6 (sustained ODF)	Training records; community hygiene surveys; enterprise records	ODF valued by communities; enterprises remain in LGA; supply chains functional
OUTPUT 4	Institutional and financing systems built staffed LGA WASH Unit; WASH Account; WS4H agreement; mWater deployed	O5 (budget releases); O9 (ASR); OP7	LGA finance records; RUWATSSA compliance; mWater data quality log	LGA Council prioritises WASH budget; state transfers are predictable

Table 80: Yala LGA WASH Strategic Plan Logical Framework (Condensed)

Data Collection Systems and Tools

mWater Platform (Primary Digital Infrastructure)

mWater is the designated primary digital data platform. All 245 communities will be geo-tagged by June 2025. The platform captures: facility location, type, and construction date; monthly functionality status; water quality testing results; WASHCOM contact details and last financial report submission; and breakdown and repair events with resolution timelines. LGA WASH Officers update mWater during monthly field visits. RUWATSSA and the WS4H PMU have read-only real-time dashboard access to the full Yala LGA dataset.

WASHCOM Monthly Financial and Facility Report

The standardised two-page WASHCOM Monthly Report (RUWATSSA-approved template) captures: total tariff revenue collected; collection method breakdown; sinking fund balance; any O&M expenditure; and outstanding repair requests. Reports are due with the LGA WASH Officer by the 10th of the following month. LGA officers aggregate ward-level data and submit to RUWATSSA by the 20th.

Annual WASH Functionality Survey (WSDCMT)

An annual rapid functionality survey is conducted by the LGA WASH Unit using the WASH System Diagnostic and Community Mapping Tool protocol. It covers all water points, sanitation coverage, hygiene status, and WASHCOM governance. Results are the primary data source for the Annual Sector Review and provide midline and endline data for impact indicators I1-I6.

School and Health Facility WASH Annual Surveys

Dedicated annual surveys are conducted in October-November, coordinated with the LGA Education Authority and the LGA Primary Healthcare Development Agency. Both surveys use the JMP WASH in Schools and WASH in Health Care Facilities checklists adapted for Nigeria by UNICEF.

Household Survey (Baseline, Midline, Endline)

A stratified household survey sampling minimum 800 households (by ward and wealth quintile) is conducted at baseline (2025), midline (2027), and endline (2030). It measures water access and collection time, latrine ownership and use, handwashing behaviour via structured observation, and two-week child diarrhoea prevalence as a proxy health outcome. Cost: NGN 3.5 million per round. External facilitation required; RUWATSSA is the commissioning authority.

Reporting Chain and Information Flow

Table 10.5 maps the complete reporting chain from WASHCOM to World Bank, specifying type, frequency, format, and audience at each level. The chain must be fully operational by Q2 2025 for Phase 1 monitoring to function.

Report Name	Produced By	Frequency	Submitted To	Format	Primary Audience
WASHCOM Monthly Facility and Finance Report	WASHCOM Secretary and Treasurer	Monthly (by 10th)	LGA WASH Officer	2-page RUWATSSA template	LGA WASH Officer/RUWATSSA
LGA WASH Unit Monthly Progress Report	LGA WASH Officer	Monthly (by 20th)	RUWATSSA + LGA DPO	mWater export + 2-page narrative	RUWATSSA/LGA Council
WASH TWG Quarterly Scorecard	RUWATSSA (consolidated)	Quarterly	WS4H PMU + TWG members	6–8-page scorecard against all indicators	All WASH TWG members
WS4H Compliance Report (Yala LGA)	RUWATSSA/LGA	Quarterly	WS4H PMU/Steering Committee	WS4H standard template	WS4H PMU/World Bank
Annual WASH Sector Review Report	LGA WASH Unit + RUWATSSA	Annual (by 31 March)	Public + all partners + CRS MWR	Full report + 1-page public scorecard	Broad public and partner audience
Midline Evaluation Report	External evaluator (RUWATSSA-commissioned)	Once in 2027	RUWATSSA + WS4H PMU + CRS MWR	Full evaluation + management response	CRS MWR/WS4H PMU/Donors
Endline Evaluation and Final Review	External evaluator	Once in 2030	All stakeholders + public	Full evaluation + comparative vs. baseline	CRS MWR/WS4H PMU/Donors/Public

Table 81: Table 10.5: Yala LGA WASH MEL Reporting Chain (WASHCOM to Donor)

MEL Budget

MEL without a dedicated budget line will not happen. The most persistent failure in LGA WASH MEL systems is that data collection is deprioritised once operational pressures build. Table 10.6 sets out the annual MEL budget, integrated into both the WS4H and LGA WASH budgets.

MEL Activity	2025	2026	2027	2028	2029	6-Year Total
Annual WASH functionality survey (WSDCMT)	3.5	3.5	3.5	3.5	3.5	21.0
School and health facility WASH survey	1.8	1.8	1.8	1.8	1.8	10.8
Household survey (baseline 2025, midline 2027, endline 2030)	3.5	0	3.5	0	0	10.5
mWater platform subscription + LGA technical support	0.8	0.8	0.8	0.8	0.8	4.8
Annual Sector Review facilitation and report production	1.5	1.5	1.5	1.5	1.5	9.0
Midline + endline external evaluations	0	0	8.0	0	0	12.0
WASHCOM MEL capacity building (officer time)	1.2	1.2	1.2	1.2	1.2	7.2
Data management and dashboard maintenance	0.5	0.5	0.5	0.5	0.5	3.0
TOTAL MEL BUDGET	**12.8**	**9.3**	**20.8**	**9.3**	**9.3**	**78.3**
As % of total annual investment	1.8%	1.1%	2.3%	1.0%	1.0%	1.6% avg.

Table 82: Yala LGA MEL Budget (NGN Million)

MEL budget funded 60% through WS4H Programme MEL component and 40% through RUWATSSA state budget. The 1.6% average as a share of investment is within the WHO/UNICEF recommended range of 1-3% for LGA-level WASH MEL.

Adaptive Management and Learning System

Quarterly Learning Reviews

Two of the four quarterly WASH TWG meetings each year are designated as Learning Reviews rather than compliance reviews. The learning review examines one or two specific implementation questions in depth, drawing on field data, WASHCOM reports, and officer observations. This plan anticipates several high-priority learning questions that will arise during implementation:

Learning Question	Evidence Required	Decision Implication
Why are certain WASHCOMs consistently underperforming on tariff collection despite the harvest-cycle model?	WASHCOM revenue data by community; interview notes on barriers; comparison with high-performing WASHCOMs	Adapt WASHCOM training; revise tariff schedule in specific communities; identify elite capture or exclusion issues
Is the 14-day handpump repair target achievable with the current area mechanics network coverage?	mWater breakdown/repair log with dates; area mechanic coverage map; spare parts availability data	Adjust repair target; expand area mechanic's network; establish spare parts depot in under-served wards
Are Phase 1 borehole yields meeting water quality and quantity standards post-commissioning?	Contractor drilling logs; LGA officer field reports; water quality test results at 6-month and 12-month marks	Revise siting and drilling protocols for Phase 2; escalate to RUWATSSA if systematic contractor quality issues detected
Are women and persons with disabilities benefiting equitably from new water infrastructure?	Household survey disaggregated data; WASHCOM gender audit; distance-to-water data by mobility limitation	Adjust facility siting criteria; strengthen inclusion provisions in WASHCOM formation and CLTS protocols

Table 83: Table 10.7: Learning Question, Evidence Required, Decision Implication

Management Response Protocol

Every Learning Review must produce at least one documented management response specifying: the decision to be changed; who is responsible for changing it; the deadline; and how the change will be tracked. Management responses are logged in the WASH TWG action register and reviewed at the next TWG meeting. This protocol prevents learning from remaining theoretical.

Knowledge Management and Replication

Yala LGA's experience under this plan, particularly its ODF maintenance architecture, harvest-cycle tariff model, and area mechanics network, has direct replication value for other Cross River State LGAs approaching ODF certification or beginning service-level upgrade transitions. RUWATSSA is responsible for annually documenting and disseminating Yala LGA learning through: (1) a one-page learning brief included in each ASR report; (2) a presentation at the annual CRS WASH sector conference; and (3) submission of case studies to the NAWIS (Nigeria WASH Information System) database.

Gender, Equity, and Inclusion in MEL

All primary data must be disaggregated by sex, disability status where feasible, and household wealth quintile. This is not optional: it is a WS4H Programme compliance requirement and a Cross River State WASH Policy equity obligation. Table 10.7 specifies the minimum disaggregation requirements at each indicator level.

Indicator Level	Minimum Disaggregation	Collection Tool	Responsible
Impact (I1-I6)	Sex of household head; wealth quintile (PPI or RUWATSSA proxy means test)	Household survey; annual WASH survey	External evaluator at baseline/midline/endline
Outcome (O1-O9)	Sex disaggregation for WASHCOM governance indicators O2 and O4; distance-to-water disaggregated by mobility limitation proxy	Annual WASH survey; LGA spot checks	LGA WASH Officers
Output (OP1-OP10)	Sex of WASHCOM executives trained (OP7, OP9); disability inclusion in school and health facility WASH design (OP5, OP6)	Training registers; commissioning site checklists	WS4H PMU/LGA WASH Unit

Table 84: Minimum Disaggregation Standards by Indicator Level

Gender equity benchmarks embedded in MEL targets: minimum 40% women in WASHCOM executive roles (monitored under O2); minimum 30% male Community Health Promoters (to address male disengagement from hygiene promotion); and all school WASH facilities must include gender-segregated latrines and a dedicated MHM facility for girls (monitored under OP5).

MEL Non-Negotiables: Five Standing Commitments

THE FIVE MEL NON-NEGOTIABLES FOR YALA LGA

1. mWater deployed and all 245 communities geo-tagged by June 2025: without this, there is no credible real-time data infrastructure and RUWATSSA cannot certify WS4H compliance.
2. Annual WASH Sector Review held, and a public scorecard published by 31 March every year from 2026: this is the primary accountability mechanism for all financing pillars and the EU Rural Resilience eligibility gate.
3. Baseline household survey completed by Q3 2025: without a verified baseline, midline and endline comparisons are indefensible and impact claims cannot be substantiated.
4. All MEL budget lines included in the WS4H annual work plan from Year 1: MEL that is not budgeted will not happen under field conditions.

5. All primary data disaggregated by sex and wealth quintile from Year 1: this is a WS4H reporting requirement and a Cross River State WASH Policy compliance obligation that cannot be retrospectively applied.

Chapter 11:
Sustainability Strategy

Sustainability is the hardest problem in rural WASH programming in Nigeria, and Yala LGA is not immune to the patterns that have made it hard. The evidence from Cross River State and from similar ODF-certified LGAs across the country is consistent: services built through externally funded projects have a median functional lifespan of three to five years before significant deterioration begins, unless four conditions are met simultaneously. Communities must be managing and financing their own infrastructure. Local government must be consistently allocating and releasing a dedicated maintenance budget. Area-level technical support must be routinely available, affordable, and accessible within the community's response time window. And the overall governance architecture must be strong enough to absorb political transitions, donor exits, and climate shocks without collapsing.

This chapter directly addresses all four conditions. It is organised around five sustainability dimensions, each with a specific diagnosis of current status, a reform trajectory, and a set of measurable sustainability indicators that will be tracked through the MEL framework established in Chapter 10. The five dimensions are: Financial Sustainability, Institutional and Governance Sustainability, Technical Sustainability, Environmental and Climate Sustainability, and Social and Community Sustainability.

YALA LGA'S SUSTAINABILITY STARTING POINT: A MIXED PICTURE

Yala LGA begins this plan period with one significant sustainability asset and four significant sustainability liabilities. The asset: verified ODF status across all 245 communities, which demonstrates the community behaviour change capacity that is the hardest precondition for long-term WASH sustainability to build from scratch. The liabilities: (1) 48% of water points non-functional at baseline; (2) WASHCOM tariff collection averaging only 34% of planned targets; (3) LGA WASH budget releasing only 62% of approved allocations; (4) no certified area mechanics network providing routine preventive maintenance. This plan is designed to convert all four liabilities into assets by 2030.

Financial Sustainability

The Sustainability Cliff and How to Prevent It

The sustainability cliff is the point at which a donor-funded project ends and the LGA's own financing systems are insufficient to sustain service delivery. For Yala LGA, this cliff is projected to materialise at the end of the WS4H Programme cycle unless concrete actions are taken during the programme period to build a self-sustaining local financing architecture. Chapter 8 sets out the full financing strategy. This section focuses specifically on what needs to be true at the end of 2030 for WASH services to continue to be maintained without perpetual external subsidisation.

The sustainability threshold, defined here as the minimum financing combination that can sustain service delivery without new capital investment, is estimated as follows:

Financing Stream	Annual Requirement (NGN M)	Sustainability Target by 2030	Assessment of Achievability
WASHCOM Tariff Revenue (all 245 communities)	145 (CapManEx + OpEx)	NGN 145M/yr by 2030 (harvest-cycle model, 80% collection rate)	ACHIEVABLE: Requires full WASHCOM reform by Year 2 and harvest-cycle model operational in all communities
LGA WASH Account (budget allocation)	96 (Year 2030 target)	8% of capital budget, ring-fenced	ACHIEVABLE WITH DISCIPLINE: Requires sustained political commitment through minimum one LGA electoral cycle
Cross River State/RUWATSSA structural transfer	85 (post-WS4H baseline)	Formalised annual state WASH transfer, independent of project cycle	MEDIUM RISK: Requires CRS MWR policy commitment; currently project-dependent

Financing Stream	Annual Requirement (NGN M)	Sustainability Target by 2030	Assessment of Achievability
Minimal donor support (post-2030 maintenance grants)	100 (transitional)	Reduce from NGN 514M/yr (2029) to NGN 100M/yr (transitional post-2030)	ACHIEVABLE IF DONOR EXIT IS MANAGED: Requires proactive transition planning from Year 3
SUSTAINABILITY FLOOR TOTAL	**426**	Minimum annual financing to sustain services without new capital investment	Represents 52% reduction in annual financing need from peak Phase 2 investment

Table 85: Financing Stream, Annual Requirement (NGN M), Sustainability

The Donor Exit Strategy

WS4H Programme support to Yala LGA is not permanent, and planning as though it would be the single most irresponsible assumption this Strategic Plan could make. The donor exit strategy must begin in Year 3, not Year 5. Three actions in Year 3 are non-negotiable for a managed exit:

#	Exit Preparation Action	Why Year 3	Responsible
1	Commission a financial sustainability assessment to model Yala LGA's post-WS4H financing capacity using verified tariff and LGA budget data from Years 1-2	Year 1-2 data provide first tangible evidence of whether the financing reform trajectory is on track or needs adjustment	RUWATSSA/ WS4H PMU
2	Formally negotiate a post-WS4H Transition Financing Agreement between CRS MWR, RUWATSSA, and LGA Council, specifying the state structural transfer commitment post-2030	Securing this agreement while WS4H is still active and LGA Council is incentivised to comply is far easier than negotiating it at programme close	RUWATSSA/ CRS MWR
3	Initiate graduation pathway discussions with UNICEF and EU partners for a lower-volume, sustainability-focused follow-on engagement from 2031, rather than a complete exit	Full donor withdrawal in 2030 is the highest-risk scenario; a bridging engagement at reduced volume allows institutional learning to continue while local systems mature	RUWATSSA/ LGA

Table 86: Exit Preparation Action, Why Year 3, Responsible

Institutional and Governance Sustainability

LGA WASH Department as the Institutional Anchor

The LGA WASH Department is the single most important institutional asset for long-term WASH sustainability in Yala LGA. Unlike WASHCOMs, which are community-level and community-accountable, and unlike RUWATSSA, which is state-level and state-accountable, the LGA WASH Dep sits at the intersection of community demand and state supply. It is the institution that can translate community problems into government responses and government resources into community-level service improvements.

For the LGA WASH Unit to fulfil this role sustainably, it must achieve three transitions during the plan period: from external funding dependency (where officers are paid through project funds) to LGA establishment (where officers are permanent public servants on the LGA payroll); from paper-based record-keeping to a digital data management culture anchored in mWater; and from reactive problem-solving to proactive service monitoring with predictive maintenance scheduling.

Institutional Transition	Current Status	Target by 2030	Critical Condition
LGA WASH Officer staffing to LGA establishment	1 officer, project-funded; 2 to be added under WS4H	All 5 WASH Officers on LGA establishment by 2028; WS4H-funded positions absorbed into LGA payroll	LGA Council passes WASH Unit establishment resolution by Year 2
Digital data management culture	No digital system; paper reports only	All WASH Officers using mWater as primary data tool; zero paper-only reports by Year 3	mWater deployed and officers trained by June 2025; consistent use incentivised through RUWATSSA reporting requirement
Maintenance scheduling from reactive to proactive	Reactive only: responds to breakdowns after they occur	Preventive maintenance schedule for all motorised facilities by Year 2; predictive failure alerts from mWater data patterns by Year 4	Area Mechanics Network operational; mWater data quality sufficient for predictive analysis
WASH TWG from ad hoc to institutionalised	TWG meetings irregular; no published agenda or action register	TWG meeting four times per year on fixed dates, with published minutes and tracked action register, in perpetuity	TWG governance charter adopted by RUWATSSA and LGA Council in Year 1

Table 87: Institutional Transition, Current Status, Target by 2030,

WASHCOM Governance Sustainability

WASHCOMs are the operational foundation of community-level WASH service delivery in Yala LGA. Their sustainability depends not on external support in perpetuity, but on three internal characteristics that must be built and verified during the plan period: financial self-sufficiency (the ability to cover routine OpEx and CapManEx from tariff revenue without depending on project handouts); technical self-sufficiency (the ability to manage routine maintenance and respond to minor breakdowns using the area mechanics network without requiring RUWATSSA or LGA intervention for every repair); and governance legitimacy (the community-validated perception that the WASHCOM is representative, transparent, and accountable to all community members, not just the elite).

The WASHCOM Sustainability Index (WSI) is introduced as an annual tracking tool to monitor these three dimensions. Table 11.2 defines the WSI components and scoring thresholds.

WSI Dimension	Indicator	Score 1 (Weak)	Score 2 (Developing)	Score 3 (Sustainable)
Financial	Tariff collection rate vs. annual plan	Below 40%	40-70%	Above 70%
Financial	Sinking fund balance (months of CapManEx)	No sinking fund	1-2 months	3+ months
Technical	% of breakdowns repaired within 14 days	Below 30%	30-70%	Above 70%
Technical	Preventive maintenance schedule in place and followed	No schedule	Schedule exists; not followed	Schedule followed; records kept
Governance	Women as % of WASHCOM executive	Below 20%	20-40%	40% or more
Governance	Community accountability meeting held bi-annually with public records	Not held	Held once in year	Held twice; records publicly displayed

Table 88: WASHCOM Sustainability Index (WSI) Components and Scoring

WSI is scored annually by the LGA WASH Officer for each of the 245 communities. A composite score of 12-18 = Sustainable. Score 7-11 = Developing (support-eligible). Score 6 or below = Weak (priority intervention). All communities must achieve minimum Developing status (score 7+) by end of Year 3 and Sustainable status (score 12+) by 2030.

Technical Sustainability

Area Mechanics Network as the Maintenance Backbone

The single most important technical sustainability investment in this plan is not the infrastructure itself; it is the 15-person Area Mechanics Network described in Chapter 9. Without a functioning, geographically distributed, financially viable area mechanics network, every borehole and every handpump installed under this plan will be non-functional within five years of the last donor-funded maintenance visit. This is not speculation; it is a consistent finding from two decades of rural water scheme monitoring across northern and eastern Nigeria.

For the Area Mechanics Network to be technically and financially sustainable, it must be designed from the outset not as a subsidised service but as a viable local enterprise. Table 11.3 specifies the sustainability conditions for the network.

Sustainability Condition	Required Design Feature	Failure Mode if Ignored
Financial viability	Each area mechanic covers a minimum of 12-15 water points to generate sufficient call-out revenue; WASHCOM maintenance contracts agreed upfront at NGN 15,000-25,000 per facility per year for preventive maintenance	Mechanics earn insufficient income from WASH work alone; migrate to other income sources within 2 years; maintenance network collapses
Technical competence maintenance	Annual re-certification and refresher training through RUWATSSA ATC or equivalent; access to updated spare parts list as new pump models is introduced under WS4H	Mechanics' skills become obsolete as technology is upgraded; cannot service newer systems installed in Phase 2 and 3
Spare parts supply chain	LGA WASH Unit negotiates a standing supply agreement with a Cross River State hardware supplier for the 10 highest-demand spare parts; stock maintained at LGA Secretariat	Mechanics arrive at breakdown sites without parts; response time exceeds 14-day target; communities lose confidence
Ward coverage mapping	All 15 mechanics assigned to named wards with no gaps; coverage map published in mWater and at ward offices	Communities do not know who to call; mechanics are underutilised in some wards and overwhelmed in others
Accountability mechanism	Mechanics report all callouts and repair completions to LGA WASH Unit within 48 hours via WhatsApp or mWater; LGA WASH Officer verifies 20% of repairs monthly	No data on response performance; poor mechanics retained; excellent mechanics not incentivised

Table 89: Area Mechanics Network Sustainability Design Conditions

Technology Choices for Long-Term Sustainability

Technical sustainability is partly about management systems and partly about the physical technology choices made during infrastructure delivery. Table 11.4 sets out the technology selection principles that must guide WS4H procurement decisions for Yala LGA, prioritising sustainability over cost minimisation.

Table 11.4: Technology Sustainability Principles for Yala LGA WASH Infrastructure

Technology Domain	Preferred Approach	Sustainability Rationale
Hand-pump type	Afridev or India Mark II; no proprietary brands without locally available spare parts	Spare parts available within CRS; mechanics already trained; 15+ year lifespan with proper maintenance
Borehole casing and sealing	Heavy-duty steel casing; concrete apron with drainage channel; lockable headworks	Prevents contamination and vandalism; extends borehole lifespan by 10+ years vs. PVC casing
Motorised borehole power supply	Solar-powered pumping systems preferred over diesel for Phase 3 upgrades; gravity-fed storage tanks with 24-hour supply	Eliminates fuel dependency; 20–25-year solar panel lifespan; removes single largest OpEx driver for motorised schemes

Technology Domain	Preferred Approach	Sustainability Rationale
Latrine construction materials	Locally available materials (concrete ring, brick, zinc roof) preferred over imported pre-cast units	Locally repairable by community members; spare parts available; stimulates local economy
School and health facility WASH	Ceramic tiles and stainless-steel fixtures for institutional facilities; separate male/female/staff blocks	Higher upfront cost offset by 20+ year lifespan; reduces annual maintenance cost by 60% vs. standard finishes

Environmental and Climate Sustainability

Climate Risk Profile for Yala LGA

Yala LGA's WASH services face three documented and increasing climate risks that must be integrated into sustainability planning rather than treated as exceptional events: intensification of dry-season water scarcity (Gurara River tributaries in the northern sub-district show reduced dry-season flow trends since 2018, threatening boreholes that depend on shallow aquifer recharge); increased rainfall intensity during the wet season creating flash flooding that contaminates shallow water sources and damages sanitation infrastructure; and seasonal land degradation from intensifying cultivation pressure on catchment areas, reducing groundwater recharge and increasing turbidity in surface-dependent water sources.

None of these risks is existential for Yala LGA's WASH services in the short term. But all three will become significantly more disruptive by 2030-2040 if not addressed during the current plan period. The environmental and climate sustainability strategy below addresses each risk explicitly.

Climate Adaptation Measures

Climate Risk	Adaptation Measure	Implementation Lead	Target by 2030
Dry-season water scarcity (deepening aquifer stress)	Phase 3 solar-powered borehole upgrades in 30 most affected systems; rainwater harvesting at 50 schools and health facilities as supplementary source; groundwater recharge protection zones established around 15 highest-yield boreholes	WS4H PMU/LGA WASH Unit/CRS MoEnv	30 boreholes solar-powered; 50 institutions with RWH; 15 recharge zones gazetted by CRS
Wet-season flooding and source contamination	Raise concrete aprons on all rehabilitated boreholes to 15 cm above 10-year flood level; establish rapid water quality testing protocol (post-flood E. coli testing) for all community water sources; review 30 highest-risk boreholes for sanitation buffer zone compliance	LGA WASH Unit/Area Mechanics	100% of boreholes with flood-compliant aprons by 2027; rapid testing kits in all 13 ward offices
Catchment degradation and turbidity increase	Partner with CRS Ministry of Environment and LGA Agriculture Department to establish catchment protection byelaws in 20 most critical water source zones; integrate tree-planting (shade and catchment species) and raise the water well edge to prevent external water entering into school WASH programme as extracurricular activity	LGA Council/CRS MoEnv/RUWATSSA	20 catchment protection byelaws enacted: tree-planting programme in 80 schools by Year 3
Climate event preparedness (general)	Commission Year 1 climate vulnerability assessment for Yala LGA water sources; update emergency WASH response protocol with LGA Emergency Management Committee; maintain a dry-season emergency water	RUWATSSA/LGA WASH Unit	Vulnerability assessment published; emergency protocol adopted; trucking contract in place by 2026

Climate Risk	Adaptation Measure	Implementation Lead	Target by 2030
	trucking contract with a pre-vetted supplier		

Table 90: Climate Risk, Adaptation Measures, and Implementation Timeline

Environmental Protection Principles

All infrastructure delivery under this plan must comply with the Cross River State Environmental Impact Assessment guidelines. Key environmental protection principles, enforceable through WS4H procurement conditions, include: no borehole sited within 30 metres of a latrine, solid waste dump, or animal enclosure; all latrine pits designed with 1-metre clearance above the seasonal high water table; all piped scheme designs incorporating overflow and drainage to prevent waterlogging and mosquito breeding; and all construction sites subject to a post-construction environmental restoration obligation, ensuring topsoil, vegetation, and drainage are restored to pre-construction condition.

Social and Community Sustainability

ODF Sustainability: Beyond Certification to Behavioural Permanence

Yala LGA's ODF status is its most valuable sustainability asset. But ODF certification is a threshold event, not a permanent state. Communities that become ODF through externally facilitated CLTS programmes without building the internal social norms, community peer pressure mechanisms, and infrastructure quality to sustain open defecation-free behaviour beyond the programme period frequently relapse. Nationally, a considerable proportion of ODF-certified communities in Nigeria show ODF relapse rates of 15-25 percent within three years of certification.

Yala LGA's ODF sustainability strategy is built on four reinforcing mechanisms that go beyond annual re-verification to address the underlying drivers of sustained behaviour:

ODF Sustainability Mechanism	Description	Evidence for Effectiveness
ODF Plus transition as aspiration	Frame ODF Plus (improved latrines + handwashing + waste management) as the aspirational next step for ODF communities. ODF Plus communities receive visible recognition (signboards, LGA Chairman certificate) and priority for Phase 2 household sanitation upgrade support.	Communities with a higher service aspiration are more likely to sustain ODF status; the transition creates positive forward momentum rather than defensive maintenance of a threshold
Community ODF Champions Network	In each community, at least two ODF Champions (one male, one female) are trained and recognised as community-level behaviour change agents. Champions are reactivated by LGA WASH Officers quarterly. Champions report any observed open defecation to the WASHCOM within 48 hours.	Peer-to-peer social norm enforcement is more effective and more durable than external verification visits; Champions are invested in community status
Ward-level ODF peer review	Communities in the same ward conduct annual peer review visits to each other, observing ODF practices and sharing learning. The visiting community submits a one-page observation report to the LGA WASH Officer. This creates lateral accountability between communities rather than vertical accountability to external authorities.	Lateral accountability between peers is less adversarial and more motivating than top-down monitoring; well-documented in South Asia ODF literature
LGA ODF status as a political asset	Brief LGA Council members annually on Yala LGA's ODF status as a reputational and competitive asset for attracting development partner investment. Political leaders who publicly champion ODF sustainability create a protective political context for the programme.	Political ownership of ODF status is a documented protective factor against budget cuts and institutional neglect during election periods

Table 91: ODF Sustainability Mechanism, Description, Evidence for Effe

Inclusion and Equity Sustainability

Sustainable WASH services in Yala LGA must work for all community members, not just for those with voice, mobility, and social power. Three equity sustainability requirements are non-negotiable in this plan:

Equity Dimension	Sustainability Requirement	Monitoring Mechanism
Gender	Minimum 40% women in WASHCOM executive roles, sustained through each WASHCOM election cycle; all new water points sited within 500 metres of the most distant household, including female-headed households in peripheral settlements	Annual WASHCOM gender audit; inclusion of siting criteria in commissioning checklist
Disability	All institutional WASH facilities (schools, health centres, market toilets) designed with accessible latrine cubicle (ground-level entry, grab rails); community water points sited and fitted with accessible apron and collection platform where mobility-impaired residents are identified	Commissioning checklist includes accessibility score; household survey disaggregates by mobility limitation
Socioeconomic inclusion	Tariff levels set through participatory willingness-to-pay assessments that identify the lowest-income quintile and apply the CRS WASH Policy ceiling (maximum 3% of monthly income); WASHCOM hardship waivers documented annually	Annual WASHCOM financial report includes number of households on hardship waiver; LGA WASH Officer spot-check

Table 92: Equity Dimension, Sustainability Requirement, Monitoring Mec

Community Ownership and Social Capital

The deepest form of sustainability is community ownership: the state in which communities do not wait for external instruction or external resources to maintain their water and sanitation infrastructure, but act because they understand it as their own. This is built over years, not months, and is expressed in three observable behaviours: WASHCOMs that call the area mechanic before a breakdown becomes a failure; communities that collectively enforce ODF norms without LGA intervention; and tariff payers who voluntarily increase their contribution when a facility needs repair rather than abandoning it. All three of these behaviours are observable and trackable through the MEL framework, and all three are targets of the capacity building and community mobilisation programme described in Chapter 9.

Sustainability Scorecard: 2026-2031 Tracking Framework

Table 11.6 provides a consolidated sustainability scorecard that will be reviewed annually at the WASH TWG and publicly presented at each Annual Sector Review. It condenses all five sustainability dimensions into a single, readable accountability instrument. The scorecard uses a three-tier RAG (Red-Amber-Green) rating system.

Table 11.6: Yala LGA Annual Sustainability Scorecard Template

Dimension	Sustainability Indicator	2026 Target	2028 Target	2030 Target	RAG
Financial	LGA WASH Account release rate (% of approved budget)	80%	90%	95%	
Financial	WASHCOM average tariff collection rate	50%	70%	80%	
Financial	% WASHCOMs with active sinking funds	30%	70%	90%	
Financial	Donor dependency ratio (% of total WASH financing from external sources)	85%	65%	60%	
Institutional	All 5 LGA WASH Officers on LGA establishment (not project-funded)	2 of 5	4 of 5	5 of 5	

Dimension	Sustainability Indicator	2026 Target	2028 Target	2030 Target	RAG
Institutional	WASH TWG meeting 4 times per year with published minutes	Yes	Yes	Yes	
Institutional	WASHCOM Sustainability Index: % of communities scoring 12+ (Sustainable)	10%	50%	90%	
Technical	% water points functional at time of survey	70%	80%	90%	
Technical	% of handpump breakdowns repaired within 14 days	55%	75%	90%	
Technical	Area Mechanics Network: % of wards with assigned, active mechanic	100%	100%	100%	
Environmental	% of boreholes with flood-compliant concrete aprons	50%	90%	100%	
Environmental	Climate vulnerability assessment completed and findings implemented	Completed	Actions 60% implemented	Actions 90% implemented	
Social	All 245 communities maintaining verified ODF status	245	245	245 + 80 ODF Plus	
Social	% WASHCOM executives who are women	35%	40%	45%	
Social	% communities with active ODF Champions Network	40%	80%	100%	

RAG column is completed annually at the ASR. Green = on target or ahead; Amber = within 10 percentage points of target; Red = more than 10 percentage points below target. Any Red indicator triggers a formal management response in the ASR action plan.

Replication Potential and Knowledge Transfer

Yala LGA's sustainability model, if successfully implemented, has direct replication value for two categories of LGAs in Cross River State and beyond: (1) other ODF-certified LGAs that need a pathway from ODF certification to Safely Managed service levels without returning to an infrastructure-intensive project model; and (2) LGAs that are approaching ODF certification and need a post-certification sustainability framework to prevent relapse and underpin continued service development.

RUWATSSA has a formal responsibility under the WS4H Programme to document and disseminate the Yala LGA model, and this plan supports that role in three ways. First, the Annual Sector Review reports are designed to be publicly available and technically accessible, not just internal compliance documents. Second, the harvest-cycle tariff model, the WASHCOM Sustainability Index, and the Area Mechanics Network design are documented as replicable tools in the appendices of this Strategic Plan. Third, Yala LGA's LGA WASH Officers are available to serve as peer mentors for WASH Officers from other LGAs as part of RUWATSSA's capacity development programme, beginning from Year 2.

Closing Commitment: What Sustainability Looks Like in 2030

Sustainability in 2030 does not mean Yala LGA needs no further support. It means that the support Yala LGA needs in 2031 is qualitatively different from what it needed in 2025. In 2025, the LGA needed a project to fund its infrastructure and its staff. In 2030, the LGA should need a partner to help it solve specific, technically complex problems: transitioning to Safely Managed water services at scale, financing climate adaptation measures, and supporting its most capable WASHCOMs to become models for the next generation of Yala communities.

That shift, from project dependency to technical partnership, is what this Sustainability Strategy is designed to achieve. It is achievable. It requires discipline in Year 1 with the

institutional foundations, it requires consistency through Years 2 and 3 in the WASHCOM reform and financing transitions, and it requires political will in Years 4-6 to absorb staff, protect the budget, and hold the governance architecture together through electoral cycles. None of these requirements is beyond Yala LGA's capacity. What they require is the deliberate, consistent, coordinated effort of the institutions whose mandates are described in this plan.

THE SUSTAINABILITY COMMITMENT: A SHARED ACCOUNTABILITY

Sustainability in Yala LGA is not RUWATSSA's responsibility alone, or the LGA Council's responsibility alone, or the WASHCOMs' responsibility alone. It is a shared accountability that this Strategic Plan makes explicit and measurable. RUWATSSA commits to providing consistent technical backstop and publishing annual performance data. The LGA Council commits to ring-fenced budget releases and LGA establishment of WASH Officers. WASHCOMs commit to transparent tariff management, sinking fund discipline, and community accountability. Development partners commit to a managed transition rather than abrupt exit. This plan is the documented expression of those commitments, and the Annual Sector Review is where they are publicly assessed each year.