World Health Organization

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Report of a Consultation

Report of the
First Consultation on Post-2015 Monitoring of Drinking-Water and Sanitation
Berlin, 3-5 May 2011

WHO/UNICEF Joint Monitoring Programme for Water Supply and Sanitation (JMP)

CONTENTS

EXECUTIVE SUMMARY

If the MDG target for drinking-water and sanitation is met, there will have been a 50% reduction of those without access from the baseline year of 1990 to the target year of 2015. However, even if this target is met, in 2015 there will still be huge numbers of people without access to improved drinking-water sources (an estimated 700 million), and even more without access to improved sanitation (an estimated 1.7 billion; however, current trends indicated that this target will be missed by one billion, and that by 2015 2.7 billion will lack access). Using stricter definitions to include drinking-water quality and collection time, and environmentally-sound wastewater management, would result in significantly higher estimates of people without sustained access.

Therefore, global targets for drinking-water and sanitation after 2015 are still necessary. Moreover, given that access is defined by the WHO/UNICEF Joint Monitoring Programme for Water Supply and Sanitation (JMP) as 'basic' or in minimum terms, there are significant developmental benefits that would result from populations receiving safer and more efficient, affordable, reliable, convenient and environmentally-sound drinking-water and sanitation services. Hence, future targets should give a comprehensive vision to which populations, government and sector professionals aspire, and indicators should be defined to measure progress towards it.

In 2010, the United Nations General Assembly recognized access to safe drinking-water and sanitation as a human right essential to the full enjoyment of life and all other human rights. Later that year, the United Nations Human Rights Council affirmed this human right.

Fundamental to the human rights framework is the concept of progressive realization: governments cannot solve the drinking-water and sanitation situation overnight, but they must make tangible and expedited progress towards the realization of this human right. Human rights principles also define various characteristics against which the enjoyment of the right can be assessed: availability, safety, acceptability, accessibility, affordability, participation, non-discrimination and accountability. If the recognition of the human right to safe drinking-water and sanitation is to have any meaning, future targets and monitoring systems must endeavour to take all these various aspects into account. A distinctive feature of the human rights framework is the principle of non-discrimination, requiring looking beyond average attainments and disaggregating datasets according to prohibited grounds of discrimination.

The objectives of the consultation on post-2015 monitoring of drinking-water and sanitation, held in Berlin on 3, 4 and 5 May 2011, were, through broad stakeholder representation, to review the current global drinking-water and sanitation monitoring landscape, identify the strengths and weaknesses of the current MDG target, explain and discuss the relevance to future targets and monitoring of the human right to water and sanitation, design a process of related target and indicator development, and reach agreement on a roadmap towards having functional indicators ready for use by 2015.

There was broad agreement throughout the three days that global goals, targets and indicators are necessary, and that more attention should be directed to ensuring that future monitoring systems are defined to respond to the informational needs of decision-makers

and capacities at national level, as well as at regional and international levels. The global and national monitoring systems should feed into national decisions on overall resource allocations, targeting of services, and selection of interventions to meet equity and coverage goals.

There was much debate on the options and needs for the post-2015 targets and monitoring system – Should the monitoring system be left as it is? Should it be adjusted? Or should it be replaced altogether? Indeed, there were many criticisms of the current indicators measuring access and the system to monitor them, especially their usefulness at national level.

There was a general consensus among participants that an altogether new monitoring system is unnecessary, too difficult to implement and ultimately counter-productive. The existing system can and should be improved to address the concerns raised during the consultation and previously in other forums. Therefore, the preferred option would be to find a way of recalibrating existing targets, using a range of basic versus more advanced indicators based on the technology category or service ladder concept. This would reflect, where feasible, the most measurable and important human rights criteria. A large number of expectations for indicators were listed during the consultation (e.g. measurable, comparable, policy-relevant, time-bound, cheap to collect). Two linked types of monitoring would be needed to meet the different needs at different levels:

For monitoring future global development targets: to keep basic access in the centre of global targets, with special attention to the human rights criteria, and to ensure consistency with current monitoring; to explore the inclusion of more water supply and sanitation indicators; to explore different standards for rural and urban areas; and to propose indicators for capturing the equity dimension.

For more detailed sector and human rights monitoring: to expand the set of indicators using a number of service level and human rights criteria - indicators that would be collected and monitored partially through strengthening the existing national water sector monitoring infrastructure and operations in the rural and urban sub-sectors, and partially through additional human rights monitoring. Non-discrimination and equity would become central components of monitoring. A large number of expectations for indicators referred to above invites the working groups to rise to the challenge of proposing indicators that respond best to these expectations.

Furthermore:

The attainment of universal coverage through at least basic access to both drinking-water and sanitation services should be reflected in the future targets. This aspiration was common among participants both within the sector as well as those representing the human rights community. However, there was no consensus on whether this question would be relevant for post-2015 development goals, given that the time horizon for future goals remains unclear and thus the attainability of any 100% goal among a new set of goals is doubtful.

Given that sanitation is more off-track globally than drinking-water, it was recommended that ‘sanitation’ should be placed before ‘water’ in the text of any new goals or targets.

Given their centrality in development, many participants concurred with the proposal of exploring whether water and sanitation can be raised to the level of a ‘goal’ (under the current MDG classification).

The importance of raising a hygiene behaviour indicator to the level of a target was emphasized on several occasions: a hygiene task force will assess the feasibility of formulating an appropriate global target for hygiene, with corresponding indicators.

Future indicators could distinguish between urban and rural areas. Urban-specific indicators should preferably capture intra-urban disparities, distinguish between urban and periurban or single out slum areas.

As well as the longer time horizon of future targets (expected to be between 15 and 30 years), it is necessary to set interim 5-yearly targets to motivate as well as hold to account politicians and sector leaders for the medium-term political and planning horizon. Note that accountability is through two separate but linked commitments by governments – commitments to achieving future development goals, and commitments to human rights.

The crucial role that nationally owned and led monitoring systems play in sector development was raised as a key issue that cannot be ignored in sector monitoring post-2015. National systems should be based on local monitoring and decision-making needs. However, given the enormity of this task and the limited JMP resourcing, other sector partners will continue to play a major role in developing national monitoring capacity.

Reporting of sub-indicators for a range of marginalized groups was also considered crucial to measuring impact. Wherever relevant and possible, concerns of non-discrimination and equity related to fulfilling the right to access to water and sanitation should be reflected in future indicators.

Next steps

The participants commended WHO and UNICEF and thanked the host government for their vision in organizing this consultation at this time, when there is a real opportunity to shape the future of drinking-water and sanitation monitoring.

The key elements of the roadmap were outlined in session 4:

1. advancement of the post-2015 monitoring process;
2. identification of global targets and indicators;
3. integration with broader political and environmental agendas.

These three elements should be developed over the coming 6-12 months in a coordinated manner (see table). Specifically, WHO and UNICEF should lead or oversee the following activities as a matter of priority (in chronological order):

- Circulate the meeting report among participants and confirm the conclusions of the consultation.
- Share the report with the Steering Committee of the Sanitation and Water for All partnership and other key stakeholders.
- Agree on the composition of a larger consultative group for taking the post-2015 process forward – ensuring a stronger representation of developing countries, including the human rights community and key regional partners such as development banks, and representatives from bilateral cooperation – and establish a consultative process and communication platform. This will include:
    - formulating and circulating a roadmap, a work plan and a communication strategy, including resourcing plans and offers of contributions;
    - establishing terms of reference and membership for a limited number of working groups for development of post-2015 targets and indicators, including issues such as equity, economics and global versus national monitoring, either as cross-cutting issues within the water, sanitation and hygiene working groups, or as stand-alone but linked working groups;
    - establishing a peer and partner group made up of high-calibre individuals, led by developing countries, who are able and ready to challenge world leaders and conventional wisdom;
    - defining research needs arising from the preceding components, and the time scale needed for their accomplishment.
- Sensitize sector professionals and politicians on the integration of the human rights framework into post-2015 water and sanitation monitoring.
- Seek early feedback from (selected) countries on the proposed new targets and indicators, before the proposals are taken to countries through the official United Nations process.
- Identify and lobby relevant decision-makers from the larger development and environment community on the specific process and timelines for agreeing future water and sanitation targets within the broader process of deciding future (global) development goals. To succeed in this, it was suggested that short key advocacy messages should be formulated, in coordination with (selected) United Nations Member States, including both developing and developed countries.

Elements of a roadmap to post-2015 monitoring

Objective	Process / activity	Timeline	Lead / responsibility
Advancement of the design of the post-2015 monitoring process	Single coherent roadmap formulated and agreed	Third quarter 2011	JMP
	Communication strategy for post-2015 process	Fourth quarter 2011	JMP
	Link and communicate with larger United Nations processes and MDG summits	On-going	UNSGAB, JMP
	Web platform for communication of consultation stakeholders	First quarter 2012	JMP
	Increase participation from developing countries, and engage with countries and regions	Fourth quarter 2011–second quarter 2012	JMP, regional banks
	Comprehensive proposal for targets and indicators completed	Fourth quarter 2012	
dentification of global targets and indicators	Create working groups for post-2015 monitoring	Third quarter 2011	JMP, other lead agencies
	Working groups conduct their work (meetings, reviews, research)	Fourth quarter 2011 – second quarter 2012	Designated working group leads
	Clarify roles and responsibilities on monitoring the 'enabling environment'		JMP / GLAAS
	Broader consultations	First half 2012	JMP
Integration with broader political and environmental agendas	Communicate this process with political bodies and financiers	Fourth quarter 2011 – first quarter 2012	UNSGAB, JMP
	Agree monitoring mandates within United Nations	On-going	JMP, UNSGAB
	Link water, sanitation and hygiene sector to environmental agenda	On-going	Designated organizations

JMP, WHO/UNICEF Joint Monitoring Programme for Water Supply and Sanitation; UNSGAB, United Nations Secretary-General's Advisory Board on Water and Sanitation.
Notes: JMP implies the joint leadership of WHO and UNICEF; the timelines and lead agencies are indicative and not exhaustive, and have not been committed to.

INTRODUCTION

In the year 2000, heads of state gathered at the United Nations headquarters in New York and adopted the Millennium Declaration, which formed the basis for the formulation of eight Millennium Development Goals (MDGs). Goal number 7, on environmental sustainability, included a target (target C) initially on access to drinking-water, to which later, at the World Summit on Sustainable Development (Johannesburg, 2002), a sanitation component was added: "To halve, by 2015, the proportion of people without sustainable access to safe drinking-water and basic sanitation." This target is one of 22 MDG targets, giving rise to two out of a total of 60 indicators.

Currently there is no global framework looking beyond the target year 2015. While globally drinking-water is on-track to meet the target, sanitation is struggling.[1] In both cases, however, there are significant discrepancies between different regions of the world and, at the level of individual countries, between rural and urban areas. Furthermore, even to meet the target would result in only a 50% reduction of those without access from the baseline year of 1990. Indeed, in 2015 there will still be huge numbers of people without access to improved drinking-water sources (an estimated 700 million), and even more without access to improved sanitation (an estimated 2.7 billion). Using stricter definitions to include drinking-water quality and environmentally-sound wastewater management, the number of people without sustained access would be significantly higher.

Access to a minimum amount of safe and clean domestic water and access to sanitation have long been recognized as a basic human need. In July 2010, they were recognized by the Member States of the United Nations as a human right. Hence, to progressively realize human rights obligations to meet basic human needs, considerable further efforts are required to increase accessibility of basic services. Monitoring progress towards the current target is based solely on the access to an improved facility, but the definition of 'improved' is such that it does not take into account other important parameters, such as the drinking-water quality, the overall availability of adequate quantities of water for domestic use, the distance to a water source or sanitation facility, the time members of a household spend on access and use of sources and facilities, the number of hours the service is available, social obstacles to access for certain population groups, maintenance of the infrastructure, whether excreta and polluted water are safely disposed of, or whether the services and facilities are affordable for the people for whom they are intended. Indeed, populations actively demand safe, affordable and accessible services. Therefore, continual improvement of existing services is needed for societies to enjoy the full social, economic and environmental benefits potentially associated with such improvements.

Monitoring these improvements is critical to maintain the focus, to optimally target resources, and to ensure the continued political will that is needed as development and human rights goals gradually coalesce.

[1] Between 1990 and 2008 an estimated 1.77 billion people gained access to improved sources of drinking-water and 1.26 billion gained access to improved sanitation; yet, by the end of 2008, some 884 million people still lacked access to improved water sources and more than 2.6 billion people did not have access to basic sanitation. The MDG region of sub-Saharan Africa is off-track for both the drinking-water and the sanitation target.

In order to support and help realize these further efforts, the development community is looking to extend international targets for drinking-water and sanitation beyond 2015. The question is, then: what will the post-2015 goals, targets, indicators and monitoring systems look like? This question was at the heart of the First Consultation on Post-2015 Monitoring of Drinking-water and Sanitation.

OBJECTIVES

The stated objectives of the consultation were, with broad stakeholder representation, to:

- review the current global drinking-water and sanitation monitoring landscape, and identify the strengths and weaknesses of the current MDG target;
- inform interested parties about the WHO/UNICEF Joint Monitoring Programme for Water Supply and Sanitation (JMP) 2010-2015 strategy, the related Global Analysis and Assessment of Sanitation and Drinking-Water (GLAAS) 2011-2016 strategy and the links to Sanitation and Water for All;
- explain the human right to water and sanitation to an audience of water and sanitation policy-makers and practitioners, with details on the underlying principles, the mechanisms to exert the right and national implementation plans;
- create a common understanding of the criteria contained in the framework for the human right to water and sanitation, reach consensus in principle on their potential as post-2015 water and sanitation targets, and determine the scope and boundaries of these targets;
- design a process of related indicator development, and agree a roadmap towards having functional indicators ready for use by 2015.

The expected outputs of the consultation were:

- a report of the consultation, with conclusions and recommendations;
- a consensus among key interested parties on the feasibility and potential of adopting the criteria in the framework for the human right to water and sanitation as post-2015 targets;
- a clear scope and boundaries for post-2015 global monitoring targets for drinking-water and sanitation;
- a roadmap and defined process for the development of functional indicators related to these targets;
- awareness and understanding of the implications for the monitoring process of the human right to water and sanitation.

BACKGROUND

Monitoring in the past

Setting targets is believed to be a fundamental driver of socioeconomic development. Targets require the development and measurement of indicators, and in turn, indicators help with programme and project management.

A structured approach towards monitoring what, in the terminology of the time, was called the "provision of drinking-water supply and sanitation" started at the Mar del Plata Conference in 1977. Following this, the United Nations General Assembly declared the 1980s as the International Drinking-Water Supply and Sanitation Decade, with the explicit target to achieve universal coverage by 1990. The World Health Organization (WHO) established the framework and procedures for monitoring progress towards achieving this target. The information collected essentially originated from national water and sanitation authorities, and focused on infrastructure, utilities and service provided.

By 1990, the provision of drinking-water and sanitation had reached coverage levels that were unlikely to have been achieved without the advocacy, promotion, investment and monitoring efforts extended associated with the International Drinking-Water Supply and Sanitation Decade. But the state of affairs was far from that of universal coverage. Important lessons had nevertheless been learned about target setting and about monitoring.

In 1991, WHO and the United Nations Children's Fund (UNICEF) decided to maintain the momentum of the International Drinking-Water Supply and Sanitation Decade by establishing the Joint Monitoring Programme for Water Supply and Sanitation (JMP). This marked the start of an on-going interagency collaboration, which initially continued to perform according to the same procedures, i.e. collection of information through questionnaires sent out to national authorities.

During the 1990s new monitoring methods and procedures evolved. These were backed up by international quality control surveys, in particular the Multiple Indicator Cluster Surveys (MICS), supported by UNICEF, and the Demographic and Health Surveys (DHS), supported by the United States Agency for International Development(USAID). These initiatives entailed household surveys carried out by national statistical offices, thus partially overcoming the shortcomings of the previous approach.

In the lead-up to the 2000 JMP report, it became clear that the collection of data from national authorities was unsatisfactory because of the inconsistencies inherent in the data, and the lack of comparability between countries and over time. Starting in the 2000 report, the JMP underwent a paradigm shift and started using available survey data on the use of drinking-water and sanitation. In practice, this meant measuring access at the household level, rather than infrastructure and service provision. After the adoption of the Millennium Declaration, JMP became the official instrument to measure progress towards achieving the MDG drinking-water and sanitation target.

What might post-2015 monitoring look like?

On 28 July 2010, the United Nations General Assembly recognized safe and clean drinking-water and sanitation as a human right essential to the full enjoyment of life and

other human rights. It voiced deep concern that nearly 900 million people in the world do not have access to improved sources of drinking-water, 2.6 billion people lack access to improved sanitation, and approximately 1.5 million children less than 5 years of age die every year as a result of diseases linked to the lack of access to water and sanitation.

Subsequently, at its 15th session in September 2010, the United Nations Human Rights Council affirmed that the right to water and sanitation is derived from the right to an adequate standard of living and inextricably related to the right to the highest attainable standard of physical and mental health, as well as the right to life and human dignity. The right to an adequate standard of living is guaranteed by the Universal Declaration of Human Rights, but also by other legally binding treaties such as the International Covenant on Economic, Social and Cultural Rights (ratified by 160 States), the Convention on the Elimination of All Forms of Discrimination against Women (ratified by 186 States), the Convention on the Rights of the Child (ratified by 192 States) and the Convention on the Rights of Persons with Disabilities (ratified by 98 States). For example, the International Covenant on Economic, Social and Cultural Rights stipulates that State Parties are obliged to "to take steps, individually and through international assistance and co-operation, especially economic and technical, to the maximum of its available resources, with a view to achieving progressively the full realization of the rights". As a combined effect of United Nations General Assembly and Human Rights Committee resolutions, the right to water and sanitation will be anchored in the human rights framework, making it legally binding like any other of the rights inscribed in these treaties. Furthermore, the Committee on Economic, Social and Cultural Rights, the body charged with monitoring implementation of the International Covenant on Economic, Social and Cultural Rights, also considers that water and sanitation are rights covered by Article 11 of the Covenant on the right to an adequate standard of living. The United Nations Special Rapporteur on the human right to safe drinking water and sanitation, Catarina de Albuquerque, has on occasion expressed her support for the position that the right to water and sanitation is derived from the right to an adequate standard of living.

Fundamental to the human rights framework is the concept of progressive realization: governments cannot solve the shortcomings of the drinking-water and sanitation situation overnight, but they must make tangible progress towards the realization of this human right. Human rights principles also define various criteria against which the enjoyment of the right can be assessed, namely: availability; safety (with reference to the WHO Guidelines for Drinking-water Quality); acceptability; accessibility; affordability; participation; non-discrimination; and accountability. These criteria constitute a complex framework; however, if the recognition of the human right to water and sanitation is to have any meaning, future targets and monitoring systems must endeavour to take all these various aspects into account. The framework has the advantage over the current MDG target that it does not look at the parameters in proportional terms, but rather in an absolute way, with the outlook of achieving universal coverage.

Another distinctive feature of the human rights framework is the principle of non-discrimination. This requires looking beyond average attainments, and disaggregating datasets according to prohibited grounds of discrimination. Such disaggregated data provide the basis for accountability, and allow monitoring to ensure that the most marginalized and disadvantaged are not being overlooked in the process of increasing

access, as required by the human rights obligations. In her 2010 report to the General Assembly dealing with the MDGs and human rights, the then Independent Expert recommended that disaggregation by gender and wealth quintiles should be prioritized, and that, in addition, a contextualized approach to disaggregation is required.

In this context it is important to underline that 122 States have voted in favour of the United Nations General Assembly resolution that recognized the right to water and sanitation, and that no State has voted against it. Furthermore, in Geneva the Human Rights Council decided by consensus that the right to water and sanitation is derived from the right to an adequate standard of living and inextricably related to the right to the highest attainable standard of physical and mental health, as well as the right to life and human dignity. This is a clear sign of political will and commitment by United Nations Member States to bring human rights into water and sanitation policies. This momentum and the political will behind the right to water and sanitation are timely foundations on which to start the process of developing strategic future JMP indicators.

JMP task forces

As part of the implementation of its 2010-2015 strategy,[2] JMP has begun to establish task forces addressing specific technical matters. In July 2010, a task force reviewed the area of sanitation and methods, and in November 2010 another task force reviewed the subject of monitoring drinking-water quality. In 2011, a task force will review the monitoring of access to drinking-water and sanitation in periurban areas and in urban slums. New task forces could address aspects of monitoring related to the characteristics laid down in the human rights framework and referred to above.

First of all, however, it has now become urgent to achieve broad stakeholder buy-in into the concept of post-2015 drinking-water and sanitation targets. Furthermore, given the adoption of drinking-water and sanitation as a human right, it is important to arrive at a common position on the boundaries of what is to be measured in the post-2015 period, derived from the framework of the human right to water and sanitation. Hence, a key objective of the First Consultation on Post-2015 Monitoring of Drinking-Water and Sanitation was to arrive at a consensus on the process of indicator development to measure progress towards the targets, and to forge agreement on the platform role that WHO/UNICEF JMP can play in the management of this process. These issues were addressed in the first consultation on this subject, which is reported on in the present document.

OPENING SESSION

The welcome was given by the host of the meeting, the German Government, represented by Mr Christoph Merdes from the German Federal Ministry for Economic Cooperation and Development (Bundesministerium für wirtschaftliche Zusammenarbeit und Entwicklung - BMZ).

[2] See : www.wssinfo.org/fileadmin/user_upload/resources/1268142297-JMP_strategy_2010_2015.pdf

Opening statements were made by representatives of the World Health Organization (WHO) and the United Nations Children's Fund (UNICEF). On the second day, an address was given on behalf of the German Government by Dr Friedrich Kitschelt, Director-General for Africa, Global and Sectoral affairs, Federal Ministry for Economic Cooperation and Development (BMZ), which is reported here first. Dr Kitschelt relayed apologies from Dr Hans-Jürgen Beerfeltz, State Secretary, who was unable to deliver the address because of a change in his schedule.

Dr Friedrich Kitschelt, Director-General for Africa, Global and Sectoral affairs, Federal Ministry for Economic Cooperation and Development (BMZ) reported that Minister Dirk Niebel remains convinced that water and sanitation constitute a strategic intervention area in development and that the human right to water and sanitation is key. It is the fundamental prerequisite for sustainable development and serves as a starting point for German development policy. Germany’s commitment to the MDGs is grounded in the legal entitlement of individuals to a life of dignity. MDGs need human rights. Human rights obligate States to avoid discrimination and to combat it in a targeted manner. Hence, the poorest and most discriminated-against individuals and groups move to the centre of development measures.

The current coalition government in Germany has started a comprehensive reform process, including a reform of its development policy. The intention is that development contributions will become more efficient and more effective, concentrating increasingly on results-based cooperation approaches. Greater focus will be on increasing the opportunities of people to enjoy a decent life with dignity and freedom, and to unfold their self-help potential and private initiative through education, health, water, sanitation, micro-finance, small and medium enterprise development and job creation. German development cooperation will actively strengthen civil society in partner countries through transparent, accountable and development-oriented governance, and systematically include and use private investments for development on a win-win basis.

Water and sanitation are important priorities of German development cooperation, with annual investments of well beyond US$ 500 million in bilateral development cooperation alone.

Most essentially, on a more practical level, the human rights approach challenges us to focus efforts on people lacking access, especially in slums, people who pay excessive water charges to uncontrolled informal vendors, people who have to go long distances to fetch water, and people who live in an environment contaminated by their own and their neighbours’ human waste. Human rights criteria such as availability, accessibility, affordability and safety, as well as participation, non-discrimination and accountability provide a good and politically sound framework for monitoring principles for implementation. Good data are key, providing the foundation for the work of decision-makers.

Dr Kitschelt concluded by stating that this consultation bore the potential to become a milestone in achieving the above objectives. Participants were reminded of the key objectives of the consultation, and that this will be the first step in a participatory process led by the international community towards post-2015 water and sanitation targets, a viable

monitoring system, and a step towards universal access to safe drinking-water and sanitation for all.

Dr Maria Neira, Director, Public Health and Environment, World Health Organization (WHO): Since 2000, the MDGs have been a bright shining light, guiding us in our progress in all areas contributing essentially to poverty alleviation in the world, resulting from a post-Cold War optimism, various United Nations summits and collective hopes for the new millennium. Undeniably, the sustained level of progress we have witnessed would not have been achieved without the focus and intensity of efforts fostered by the MDGs.

Water and sanitation are a case in point. Since 1990, almost 2 billion people gained access to improved sources of drinking-water. Yet, the MDGs also served to put the spotlight on issues where we dramatically lag behind. In 2008, 2.6 billion people had no access to basic sanitation. The JMP, a collaboration of WHO and UNICEF and supported by many other organizations, globally monitors progress towards achieving the MDG drinking-water and sanitation target .

Monitoring is measuring, and measuring allows good management. It allows all interested parties to adjust their priorities and redirect their efforts so that limited resources are used to the greatest possible benefit. Monitoring draws our attention to where the needs are, and it also highlights the success stories. The JMP provides a global common good, an information source in the public domain for all to take advantage of, but also needing support from all.

Ensuring that people have access to safe and clean water and basic sanitation is not the end-point for WHO – it is the key pillar in the primary prevention strategy that supports WHO's vision: the attainment by all peoples of the highest possible level of health. At the end of April 2011, the latest WHO diarrhoeal disease mortality figures came out and they indicate that in 2008 globally 2.5 million people died of the consequences of diarrhoeal disease, of which 1.3 million were children under five years of age.

We have been, and continue to be, faced with multiple crises – in energy, food and finance - and with climate change-related extreme weather patterns. The 2015 MDG target is a harbour, but not the final destination. What is our next port of call? What next for development goals at large? What next for water and sanitation in particular?

The United Nations resolutions confirming the human right to water and sanitation open new perspectives and opportunities. They will lead to new conversations between the water and sanitation community and the human rights community. To begin the discussions, and set out a roadmap for drinking-water and sanitation monitoring after 2015, is the challenge of this consultation.

Ms Clarissa Brocklehurst, Chief, Water, Sanitation and Hygiene Section, United Nations Children's Fund (UNICEF): This consultation brings together many water and sanitation global leaders with different disciplinary backgrounds, lawyers, as well as representatives of key United Nations organizations and regional development banks. As a partnership operating between national and international levels, JMP responds to the data needs of the sector. By drawing on the comparative advantages of WHO and UNICEF,

JMP has achieved significant impact in the sector. Indeed, now there is a wealth of data available and we should collectively utilize these data appropriately to move forward and formulate key advocacy messages. This consultation offers us an opportunity for 'blue sky' thinking. We have learned a lot during the first 20 years of JMP and obviously we need to be more nuanced in how we approach targets and indicators in the future. For one, UNICEF is interested to strengthen the equity focus of JMP. However, we also need to be as pragmatic as possible.

Procedural matters

A welcome was given by Dr Robert Bos (WHO), representing the organizers of the consultation. A handout giving participants' biographical data was referred to in lieu of a full round of introductions (see Annex A for participant list). The rapporteur (Dr Guy Hutton) was introduced.

The consultation schedule and thematic arrangement of sessions were introduced (presented in Annex B). The structure of the consultation is also reflected in the structure of this report: day 1 – setting the stage for both monitoring and the human rights framework; day 2 – scope and focus of post-2015 targets; and day 3 – the roadmap for indicator development.

A quick review of all the background papers (list presented in Annex C) concluded the opening session.

PROCEEDINGS

Conference keynote address: L**essons learned from monitoring progress towards the MDG 7c Target for water supply and sanitation, and the implications for future targets and monitoring**

Professor Jamie Bartram, Director, Global Water Institute, University of North Carolina, Chapel Hill, USA: Our actions in the drinking-water and sanitation sector should be steered by the influence we are seeking to exert. Influence results from both the targets we set and the monitoring of those targets. The outcome of this consultative process is crucial because both United Nations Member States and external support agencies develop spending plans based on MDG targets.

An insight was provided into the specific formulation process of the drinking-water and sanitation MDG target. Three points to note in the process were: first, the indecision about whether to focus access on an affordability or a sustainability criterion (with the eventual selection of the word 'sustainable'); second, the after-the-fact inclusion of sanitation in the target (at the World Summit on Sustainable Development, held in Johannesburg in 2002); and third, the lack of an apparent rationale for selecting the 1990 baseline, given that the baseline was chosen in 2004 and given the very limited robust coverage data available for 1990.

A brief history of the different declarations on water and sanitation made in the 20th century shows that not much has changed in the aspirations of mankind for improved access for all, but the context has dramatically changed. One example of such a contextual change is the massive shift of populations to urban centres. More recently, 'sustainable' services and 'giving more priority to the less privileged' are issues that have come to the fore.

With current international development goals expiring in 2015, there are opportunities for change, enhanced by the momentum created by the adoption of the human right to water and sanitation. Future monitoring will have to be more responsive to individual country contexts, including a greater focus on marginalized groups and, for emerging economies, a strong motivation to continue investing in a higher level of water and sanitation services. No single benchmark will perfectly reflect every country situation. Inconsistency will always exist between global monitoring and country monitoring. Even within countries, there are different standards such as urban versus rural.

New declarations for water and sanitation should be formed around a well-defined purpose that includes health, poverty/development, dignity and human rights elements, with the aim of achieving access to drinking-water and sanitation for all. The formulation of a target needs to take into account these multiple benefits. Multiple levels should be recognized beyond the household – at both intra-community and inter-community levels - such as in the case of waste management.

We are faced with at least four alternative courses of action:

- Business as usual: keeping the same indicators in post-2015 monitoring. The advantages are that it is a proven system, that it provides continuity with the past, that it is simple to understand and communicate, and that, for some, it is motivational.
- Recalibrate existing targets: including stricter definitions of improved services. Such an option is felt by many to be necessary to respond to different audiences. However, it would lead to major changes in coverage figures. Defining 'coverage' as household-level services would lead to a drop in water coverage from 87% to 57%. Including a safety benchmark would lead to a further drop in water coverage from 57% to 52% and a drop in sanitation coverage from 61% to 29%.
- Service ladder index: this incorporates the idea of universal and progressive realization of different levels of target. It is more sophisticated, allowing us to include complex ideas like 'equity'. This option has already been explored, and it was found to be less easy to understand, hence less powerful in advocacy, and it offers less historical continuity.
- Other ways of measuring progress: various options are possible, such as through measuring environmental contamination with *E. coli*, rather than toilet counting.

An improved system of monitoring should be purpose-driven, universal (relevant to all), comparable internationally but harmonized with country systems, easily understood and communicated, internally consistent, compelling and cheap, and should reward progress (progressive realization).

The keynote address closed with a call to action. If change is to happen, it is urgent. Improvements to monitoring are achievable and there are diverse options to consider.

Contributions made by Patty Chuang, Rachel Baum and others to the materials presented were acknowledged.

Session 1. The lay of the monitoring land

Session keynote: The Decade, MDGs and their targets - the broad picture, and where to go after 2015

Mr Jan Vandemoortele, Belgium: The MDGs have been used for dialogue and to exercise pressure for change; the statistics have improved; and more money is flowing to development. In a survey on developing country perspectives on what should come after the MDGs, three-quarters of respondents say the MDGs are a good thing and 87% that there should be some kind of overarching framework after 2015.

On the other hand, the MDGs provide an imbalanced view of the world. Only one MDG (number eight) applies to developed countries, and this has the least defined and measurable targets and indicators. The MDGs are overly technocratic and largely exclude politics from the debate, which is a major bottleneck in MDG realization. One aim of the MDGs was to broaden the development agenda beyond just economic growth, but the central position of economic growth (combined with foreign aid and good governance) leaves it as a precondition for MDG achievement. Future development efforts are jeopardized by inequalities within countries, global trading challenges - including the Agreement on Trade-Related Aspects of Intellectual Property Rights (TRIPS) - and the effects of climate change.

Table 1 shows five common misunderstandings of the MDGs and the proposed corrections.

Table 1. Common misunderstandings of the MDGs and proposed corrections

Five misunderstandings	Five corrections
MDGs should apply to each country.	MDGs are collective targets based on global trends of the 1970s and 1980s.
MDGs are as easy or as hard to meet for all countries.	MDGs are hardest to achieve for countries with low initial human development (consequently, Africa is always most off-track).
MDGs reflect global aspirations.	MDGs express a feasible world, based on global trends and not aspirations or norms.
There are too many gaps in the MDGs.	MDGs targets some major development challenges but are not meant to be exhaustive.
The strategy for meeting targets is missing.	The MDGs represent ends, not means.

After 2015, development targets should remain clearly formulated as global in nature and should not be pushed onto countries. The most important feature continues to be that targets are measurable. The equity dimension should be better captured in the future. Water and sanitation would be better served if given their own goal, and not hidden under environmental sustainability.

Future global development goals are ideally: concise and comprehensive; measurable and principled: simple but reflecting complexity; country-specific and universal; and both expressing ends and explaining means.

In preparing to move beyond 2015, it is recommended to establish a peer and partner group – composed of high-calibre individuals led by the developing countries, who are able and ready to challenge world leaders and conventional wisdom. By September 2013, options and proposals regarding the next framework will need to be on the table for consideration by the United Nations General Assembly, and they should be based on wide consultation and reflection. As 15-year or 25-year targets are too long-term for most politicians, future targets should include interim targets (milestones) to improve political accountability.

Presentation: **Monitoring global goals and targets on drinking-water and sanitation: an historical perspective**

Dr Tessa Wardlaw, UNICEF: The JMP has greatly expanded since its inception in 1990. It provides reliable estimates and trend analyses for all countries and at the regional and global levels. It provides disaggregated estimates for urban and rural areas, types of drinking-water sources and sanitation facilities, and, most recently, progress by wealth quintiles. International and national development partners recognize the JMP reports as the main source of reference data to support their decision-making.

In the first part of her presentation, Dr Wardlaw focused on key milestones of the JMP and the challenges of compiling country data, beginning with: the International Drinking Water Supply and Sanitation Decade (1980s); the establishment of JMP in 1990; the goals of the World Summit for Children in 1990 (universal access to safe drinking-water and sanitary means of excreta disposal by 2000; elimination of guinea-worm disease by 2000); and various milestones of JMP reporting. The 1996 report was based on yearly questionnaires returned by ministries of health and on provider-based data; but it had poor response rates (<60%), it had no standard definitions of access, it suffered from non-comparability of data and it was not independently verifiable. In 1997, linear regression was introduced based on a mix of provider- and user-based data.

Over time, the increasing availability of datasets generated by household surveys – DHS from 1986 onwards and MICS from 1995 – created an opportunity for change, and since 2002 JMP has used such datasets as its exclusive source. It has been found that, for country-level monitoring, survey data are much more consistent and reflect use rather than services installed (see Figure 1)[3]. Global coverage by the monitoring efforts has increased from around 70 countries in 1992 to around 190 countries in 2008.

In 2003, WHO and UNICEF initiated, as a pilot study, the Rapid Assessment of Drinking-Water Quality (RADWQ) with the objectives:

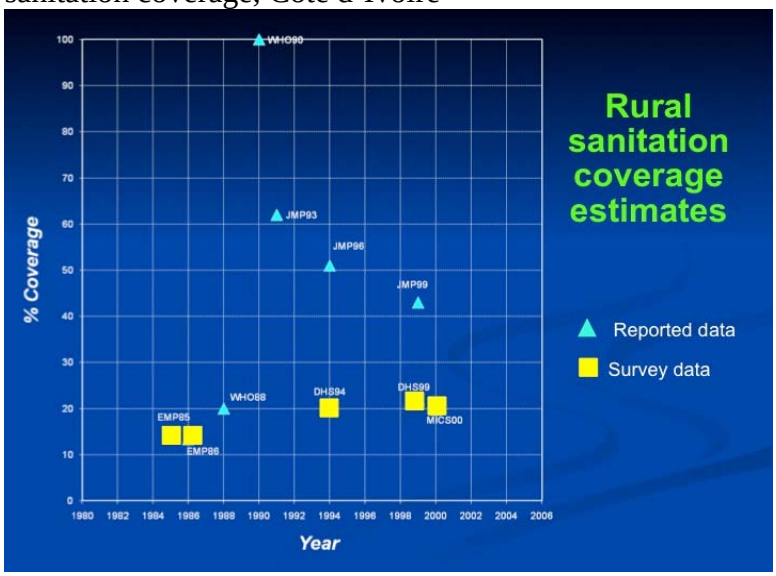
- to obtain nationally representative data on drinking-water quality;
- to test a survey approach for its compatibility with MICS/DHS surveys for scaling-up to global the collection of water quality data.

The RADWQ pilot study was conducted in six countries: China, Ethiopia, Jordan, Nicaragua, Nigeria, and Tajikistan.[4] The pilot study led to the conclusion that its methods and procedures are too complex to incorporate into MICS or DHS. Hence, the preferred

[3] Figure 1 provides an example of a mix of estimates reported by the Ministry of Health in Côte d'Ivoire and data from household surveys. The wide spread in estimates indicates that different reports are likely to be using different definitions of what constitutes access to sanitation. The yellow squares represent data from household surveys, data that are comparable year-to-year because the definition of sanitation usually can be standardized across these surveys. The spread of these yellow squares indicates that the survey data are much more comparable then the data reported by the Ministry of Health.

[4] Country reports for Ethiopia, Jordan, Nicaragua, Nigeria and Tajikistan are available at www.wssinfo.org/water-quality/introduction/

Figure 1. Example of variation between provider-based data and survey data on rural sanitation coverage, Côte d'Ivoire



option is to conduct stand-alone water quality surveys. As an average outcome of the six assessments, 15%-35% of improved drinking-water sources were found to be contaminated. Tailor-made assessments turned out to be expensive (US$100 000 to US$150 000 per stand-alone survey) but cheaper when led by governments themselves. The pilot assessment required substantial initial investments in equipment and materials, and they resulted in unquantifiable beneficial outcomes, such as in Nigeria where RADWQ led to a general strengthening of the federal water quality management framework. In 2010, a JMP technical task force on water quality monitoring endorsed the RADWQ approach.[5]

Under the JMP technical advisory group in 2004/2005, a task force addressed the harmonization of questions between MICS and DHS. It formulated additional questions and reviewed aspects to measure sustainable access – agreeing on standard questions on drinking-water and sanitation for household surveys. In 2005, the first task force on monitoring slum areas met, and concluded that there are difficulties in identifying slum areas in large national surveys. The task force recommended the oversampling of slum areas where appropriate in national surveys or the conduct of slum-specific surveys. The rural/urban divide was emphasized in the 2006 JMP progress report. The 2008 JMP progress report focused on sanitation and hand washing. In 2004, trend analysis by wealth quintiles was initiated. The 2010 report built on this initial work, showing for example that the largest sanitation improvements had been made in the middle three quintiles in India, with no improvement in the lowest quintile. Other recent activities include regional and country-level meetings to compare national and international monitoring methods, and comparison of definitions of line ministries with definitions of national statistical offices.

[5] See: www.wssinfo.org/fileadmin/user_upload/resources/JMP-Task-Force-Meeting-on-Monitoring-Drinking-water-Quality.pdf

This reconciliation process has a strong component of national capacity development. Regional snapshots have been produced in support of international conferences. The JMP website now offers a statistics-compiler function.

In closing, several future monitoring challenges were identified:

- approaches to monitor quality and sustainability (such as reliability, accessibility and affordability) of water and sanitation services at national level;
- approaches to monitor the safety of drinking-water at national and global level;
- review of the classification of shared sanitation facilities;
- ways to strengthen national monitoring capacities;
- harmonization of national definitions and data collection mechanisms;
- effective analysis and use of data at national level;
- identifying the poor and those benefiting least from water and sanitation services;
- sub-national monitoring, including monitoring of urban slum areas.

Presentation: **The role and value of JMP for the drinking-water and sanitation sector, or "what do we do it all for?"**

Dr Clarissa Brocklehurst, UNICEF: The JMP serves as a basis for other monitoring mechanisms, such as the African Ministers' Council on Water/World Bank/Water and Sanitation Program country status overviews and the Global Analysis and Assessment of Sanitation and Drinking-water (GLAAS), country processes (e.g. joint sector reviews), and for use in academic analyses and analyses by other United Nations agencies. As well as provision of the basic statistics for MDG monitoring, the JMP has had an impact in advocacy, prioritization and the development of programming approaches:

- Sanitation advocacy - "Without a sharp acceleration in the rate of progress, the world will miss the sanitation target by half a billion people".[6] Drawing attention to sanitation in the 2004 report helped lead to the International Year of Sanitation 2008.
- Pinpointing key regional differences - in 1990, open defecation was practised by 66% of the population in South Asia, whereas in Africa 64% already used some kind of latrine. This has implications for programmatic approaches.
- Good news stories - JMP has publicized stories about substantial progress made, such as the global reduction in open defecation.

[6] Statement from the 2004 JMP report – in the latest, 2010 JMP progress report, it is estimated that the sanitation target will be missed by one billion people.

- Challenges to progress - though millions of Africans gained access, the total number of un-served people increased in absolute terms, partly as a result of population growth.
- Focus countries for global achievement of MDGs - some countries have bigger problems than others; 81% of 1.1 billion open defecators live in 10 countries.
- Equity breakdowns and gender analysis - for example, women shoulder the largest burden in water collection. Coverage by quintile has shown interesting patterns – for example, in Bangladesh benefits from improvements in sanitation between 1995 and 2008 are fairly evenly distributed over all wealth quintiles, and, dramatically, sanitation coverage in the lowest income quintile has increased over that period from 11% to 33%.
- Many agencies and initiatives rely on the JMP data. For instance, the data were instrumental in making the case at the first High Level Meeting of Sanitation and Water for All that more priority should be given to water and sanitation by national governments and donors. The World Bank uses JMP data, and so does the Mo Ibrahim prize - to calculate their governance index!

Presentation: **Global Analysis and Assessment of Sanitation and Drinking-water (GLAAS) – monitoring the enabling environment**

Mr Federico Properzi, WHO: Responsibilities for drinking-water and sanitation are fragmented over a number of sectors. As a result, information on water and sanitation is equally fragmented. At the international level, UN-Water is the coordinating body for 28 organizations and programmes in the United Nations system whose mandate includes aspects of the management of fresh water resources. Two flagship reports are produced under its aegis: the World Water Development Report and the GLAAS report; the WHO/UNICEF JMP report, which preceded the establishment of UN-Water, is published in affiliation with UN-Water.

GLAAS analyses the evidence to make informed decisions in sanitation and drinking-water and is the major resource for the initiative known as “Sanitation and Water for All: a Global Framework for Action”. The first GLAAS report was published in 2010 and covered 42 countries in Africa, Asia, and Latin America and the Caribbean.

GLAAS identifies constraints to the production of outcomes dependent on limited inputs (funds) and processes (strategies, plan implementation, consultation). The combination of inputs and processes produce outputs (facilities that are demanded) and lead to outcomes (greater use of water, sanitation and hygiene, and better health).

The enabling environment is a major focus of the GLAAS analysis, based on the country status overview framework, applied previously in Africa:

- Policies and institutions - analysis by GLAAS has shown the need to: better define and operationalize institutional roles and responsibilities; promote local stakeholder participation; and institutionalize a review process. More than half the countries included in the GLAAS analysis do not have an annual review

process for either drinking-water or sanitation. One of the most common constraints to effective planning, monitoring and evaluation turned out to be the lack of capacity and resources at the local level. Nearly one third of countries do not have sanitation policies in either urban or rural areas. However, more than half of the countries indicated positive trends, and none indicated negative trends.

- Financing - countries reported insufficient financial resources to meet the sanitation and water MDG target. Of the costs for operation and maintenance of existing systems, 75% are recurrent. Most aid to Africa is in the form of loans.
- Human resources - most countries have a human resources development plan but some could not provide information on this at all, and frequently the reason for staff shortages can be tracked down to inadequate budgets.

The main knowledge gaps identified for further evidence collection and review in the 2012 GLAAS report are in the areas of financing and human resources for sanitation and drinking-water.

Presentation: **African Ministers' Council on Water country status overviews of water and sanitation 2010**

Mr Eduardo Perez, Water and Sanitation Program, World Bank: The country status overview is a partnership between the African Ministers' Council on Water and the World Bank Water and Sanitation Program. Country status overviews essentially aim to understand sector trends, benchmark service delivery pathways, and provide guidance to line ministries and development partners. They are country-based, and aggregate to regional level and country groupings. Vulnerability assessment and political economic classification of countries give interesting insights into good performers. For example, stable low-income countries have achieved bigger increases in country status overview scores than others.

A country status overview identifies and scores three categories of service supports: enabling supports (policy, planning and budget); developing supports (expenditure, equity and output); and sustaining supports (maintenance, and expansion through, for example, markets or use).

A categorization of sector advancement allows general guidance on what types of reform and support are needed:

- Capacity development - building basic oversight capacity for implementation within the line-ministry, and initiating development of economy-wide capacity for construction and scheme operation. The recommendations for these African countries include: project grants and loans channelled to the sector ministry; programmatic earmarked grants and loans for the sub-sector but channelled through the ministry of finance, linked to conditional intergovernmental transfers.

- Transitioning - fostering linkages between the sector institutions and core government systems, deepening economy-wide capacity for construction, and broadening options for scheme operation.
- Post-transitioning - consolidation of the sub-sector institutional linkages with core government systems, and stepping up the autonomy of economy-wide capacity for sustaining service delivery. The recommendations for these African countries include: budget support channelled through the ministry of finance linked to intergovernmental block transfers.

For example, the Senegalese urban service delivery pathway is well-performing:

while the Ethiopian urban water supply is moderately performing:

A country status overview provides four opportunities to catch up with frontrunners:

- Demonstrating sector leadership drives a virtuous cycle of increasing capacity and financing.
- Connecting to core government systems extends the reach and rate of implementation capacity.
- Aid is spreading to fragile countries.
- Judicious use of aid modalities can advance the transition to country-led service delivery.

To provide more detailed insights into the potential use of indicators at sub-national level, the performance monitoring and benchmarking example of India was presented. A four-stage process was followed: select indicators (input, output, process, and outcome); assign scores plus weighting of indicators; create benchmarks; and disseminate. Significant

improvements were observed at district level in Himachal Pradesh State from 2007 to 2011. Performance data made available on the web can have a major impact on performance, with better public knowledge, and competition between districts. In partnership with the state government of Himachal Pradesh, the Water and Sanitation Program identified and agreed on a set of key performance indicators that linked upstream inputs with downstream results. Performance report cards were provided and periodic reviews were conducted.[7]

Dominic de Waal (Water and Sanitation Program, World Bank) was acknowledged for his contributions to the presentation.

Presentation: **Access to water and sanitation: indicators to support post-2015 global goals**

Mr Gérard Payen, Member of United Nations Secretary-General's Advisory Board on Water and Sanitation (UNSGAB) and Chair of UNSGAB Monitoring Group first reminded the audience of UNSGAB's mission: to improve the quality of data and statistics in the water and sanitation sectors, to strengthen the capacity of governments and the international system to monitor policies and actions, and to assess progress made towards the water and sanitation goals.

In June 2008, an assessment was made by UNSGAB on the state of global water and sanitation monitoring. It found that there were various discrepancies between country and global level data, and that JMP data focused on basic access and did not reflect aspects such as availability, time, quality, and affordability. MDG monitoring of the "improved" target by JMP is a poor proxy for drinking-water quality, availability, affordability and access, considering the MDG target supposedly is about safe and sustainable access. Access to "improved water sources" may be far from satisfactory in urban areas, thus creating a perverse effect in measuring progress towards the MDG target as it has led to an underestimation of the need to address drinking-water provision. Taking all criteria properly into account, lack of access to safe water is likely to be closer to 3 billion than the currently estimated 900 million. There are no data on waste water pollution, and access to sewerage systems is no longer reported on by the JMP. On the other hand, access to shared sanitation facilities, which was not reported, is now included as a separate item, as is open defecation.

The UNSGAB assessment led to several actions. UNSGAB recommended to the United Nations Secretary-General to broaden the scope of JMP from global 'MDG' monitoring to global 'access to water and sanitation' monitoring. The expectations are that reporting on more types of access through additional use of national surveys (disaggregation of current categories), reporting on other parameters such as quality and availability, and better knowledge of water economics will lead to the formulation of more ambitious global policies.

[7] See www.nirmalbharat.org for an online tool.

On water, the following distinctions are proposed:

- tapwater: continuous supply (24/7: 24 hours per day and 7 days per week) versus irregular piped water supply;
- other improved: public standpipe versus tubewell, protected spring or well and rainwater;
- unprotected dug well or spring and surface water versus vendors, bottled water and tanker trucks.

While global data show good progress in rural water and sanitation for indicators monitored between 2000 and 2008, in urban areas the indicators have shown average increases in unserved populations over the same time period. The situation in urban areas is aggravated by urban migration.

The question was posed whether, after 2015, governments should target universal access to 'improved' water sources (i.e. serving the second half) or, instead, access to a better level of service (with quality, time, affordability and availability criteria), or both? In the opinion of UNSGAB it should be both. More ambitious policies need to be supported by more ambitious targets and monitoring.

Question and answer session, moderated by Gérard Payen

In the ensuing question and answer session, a number of points were raised. There was a clear understanding that the JMP, in its current form, relied on the incorporation of a set of questions into a large compilation of household survey questions. This is considered to be both efficient (because it reduces survey costs) and effective (because it allows for further analysis of correlations and for options to disaggregate). The question was raised of how much room there was to add more questions to existing surveys. In response, it was explained that adding more questions was a matter of serious concern as questionnaires were already long and further questions would challenge data quality. There were already about 15 questions on water, sanitation and hygiene in DHS and MICS surveys.

The nature of the sampling methods for DHS and MICS surveys was questioned, and it was explained that all surveys were nationally representative. It was not true that significantly larger sample sizes were needed for bigger countries to be nationally representative. Sample sizes of 8000-10 000 were the norm. However, sample sizes had been growing over time, thus enabling further disaggregation and sub-analyses. Confidence intervals were published for key indicators. Some components of the questionnaires were applied to a sub-sample only; water and sanitation estimates were, however, based on the full sample.

In answer to the question of whether, even if more indicators were collected in the future, we could still have 'big' single indicators for high-level target audiences and donor fund-raising, it was agreed that both the 'big' numbers and the detailed statistics were needed, for different audiences.

The best means of capturing quality and affordability indicators could include existing surveys or new surveys such as Rapid Assessment of Drinking-Water Quality (RADWQ).

There was a word of caution, as there has been a proliferation of new surveys (malaria, AIDS, nutrition) and we should avoid creating new ones. There may, however, be space for RADWQ surveys. One water quality indicator (E. coli) is being pilot tested using a rapid assessment method, as part of DHS. Many countries with regulatory bodies are looking at monitoring and surveillance of water quality – and therefore may be well positioned to provide the information we are looking for.

This session closed with the comment that industrialized countries are faced with the challenge of climate finance. In the coming years it is expected that there will be major shift of resources towards climate finance from traditional areas of aid. Therefore, retaining elements of sustainability as indicators or targets has the potential benefit of obtaining future financing. In terms of the place of water and sanitation in any post-2015 framework of development goals, there may be value in staying within an environmental niche.

Presentation: **The national perspective**

Mr Roland Werchota, Water Sector Reform Program, Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ), Kenya: Two distinct systems of service provision - and therefore for monitoring - are under development at the country level: for rural and for urban situations. In urban water supply and sanitation, there is an emerging professionalism within new, autonomous providers, as well as within sector institutions providing regulation, e.g. ONEA in Burkina Faso, Regulator NWASCO in Zambia and WASREB in Kenya, and this is leading to major changes and improvements. These changes lead to an increased transparency in the sector and among the institutions, and to formalizing service provision, which is accompanied by rising attention to low-income areas, including urban slums. Annual reporting by utilities is becoming more common, covering access, water quality, tariffs and prices, hours of supply and cost-recovery structure, average consumption, etc. Sector baselines (surveys) are emerging for example in Kenya, the United Republic of Tanzania, and Zambia. Water sector institutions and providers are moving into the successful promotion of sanitation, as observed in Burkina Faso, Kenya and Zambia. In rural monitoring, on the other hand, progress is limited. Some examples of good practice are emerging, such as from Burkina Faso and from the preparation of sector inventories for water points in Burundi.

The expectations of national decision-makers with respect to monitoring at the global and regional level include the reporting of progress and trends at all levels, awareness raising, influencing development agency resource allocation, showcasing best practices and assisting in national sector monitoring. At national level, sector monitoring covers policy targets, planning procedures, gaps in knowledge, provision of guidance, allocation of sector funds and alignment of donors to national systems.

The JMP should also rely on existing and emerging national sector monitoring systems and, as part of the process, convince donors to rely on them as well and align with them. Through reconciliation processes (e.g. the harmonization of definitions), it should explain differences within and between countries. It should use utility service information as a proxy in urban areas, and strengthen the comparability of the outcomes of household surveys and censuses with the outcomes of other water sector specific surveys and

monitoring approaches. The information generated must become available in a timely fashion, as politicians are looking for results and the sector needs continuous policy support to reform.

There are few examples as yet on the integration into national legislation of criteria in the human rights framework on water and sanitation. One example is provided by Kenya, where the human right to water and sanitation has been included in the new Constitution, as well as in the policy and strategic framework. However, Kenya has yet to document progress on the fulfilment of these rights – and it will need to adjust the scope of its monitoring efforts beyond reporting on infrastructure and type of source.

Panel discussion: national perspectives on targets and the process of indicator development, moderated by Dr Fred Arnold, Senior Fellow, ICF Macro, USA

Mr Salihu Lonis, Principal Scientific Officer, Federal Ministry of Water Resources, Nigeria: In the past, monitoring water and sanitation in Nigeria has been problematic. No adequate institutional framework and infrastructure exist, and there is limited communication between upper and lower levels within responsible organizations. Indicators have been defined and consultants have provided support, but these are largely external initiatives. Data gathering for project baseline indicators is not harmonized, but for some time JMP has provided the standard definitions and reporting format. Little has been done in terms of developing a monitoring system, but more recently efforts in this direction are being initiated. The large difference between national datasets and JMP statistics can be explained by the fact that the use of shared facilities is common in urban areas. New housing developments usually have two housing units sharing one facility – and although the toilets in principle represent improved sanitation facilities, since they are shared they are counted by JMP as unimproved.

Mr Idrissa Doucoure, Director General, Centre Régional pour l'Eau et l'Assainissement (CREPA), Burkina Faso: CREPA operates in the countries of West Africa, and a recent CREPA review has shown mixed results concerning monitoring – in particular, its inconsistency between countries. A big change has been to get countries to work towards agreed targets. Before the MDGs, there were no national water and sanitation targets. With targets in place, the ongoing process of monitoring is helping an evolution of the sector and is supporting the development of national strategies. Burkina Faso, for example, is making progress, as a sector-wide approach is evolving for water and sanitation, and JMP data have played a catalytic role. Because they are controversial, JMP reports have led to a useful discussion at country level on such questions as what to measure and how to measure. In Mali, a platform was created for resolving data discrepancies. One source of discrepancies originates from the effort required to monitor different parameters: counting urban sewerage connections by utilities is easier than counting latrines in rural areas. In monitoring, there is no one-size-fits-all – countries need different targets and indicators to meet their specific conditions. In Benin, a clear national monitoring framework and link to national policies was developed, but it was donor-funded and not fully owned by the country. In Burkina Faso, the new monitoring system has yet to show results. In Mauritania, sector monitoring is still weak, and updating the national database has been a challenge. Post-2015 indicators will need to focus on

marginalized groups if universal coverage is to be reached, and the scope of monitoring will need to be expanded to include, inter alia, wastewater management, gender, equity (income quintile analysis), health outcomes, economic benefits and sustainability.

Dr Kepha Ombacho, Chief Public Health Officer, Ministry of Public Health and Sanitation, Kenya: A sector-wide approach provides opportunities for dealing with matters such as drinking-water and sanitation that stretch across several ministries. It facilitates the alignment of annual work plans, with the use of performance indicators that are reported on a quarterly basis and with MDGs a major focus of monitoring. In several countries, intersectoral forums exist with representation of various stakeholders. Not much analysis is provided by JMP at sub-national level, but local stakeholders know the level of performance of different regions in their country. In Kenya, sanitation has become a constitutional matter, which is expected to result in increased resources, including for monitoring. Some refinement of indicators is needed, such as in regard to shared facilities for the informal sector. It is recognized that shared facilities may still pose added health risks, and as diarrhoeal disease continues to be the second leading cause of morbidity in Kenya, the health system is prepared to address these issues. There is a need to identify the cheapest but at the same time most appropriate technologies, and user knowledge needs to be increased. The formulation of a national sanitation policy has been almost completed. With its partners, the Kenyan Ministry of Health is putting together a databank to which all sector partners will contribute and which will be widely accessible.

Mr Eduardo Perez, Water and Sanitation Program, World Bank: There has been only limited focus of the JMP on developing national monitoring systems, even though it is a JMP objective. New efforts to strengthen national monitoring systems are urgently needed. Any national monitoring system needs to be based on performance monitoring of the programme under implementation, so that it can be understood how the targets will be achieved and, in retrospect, what factors contributed to the targets being achieved or not. For a sector-wide approach, monitoring systems need to be robust, but until now the monitoring for sector-wide approaches seems to be largely ad hoc. There needs to be an incentive for having good quality national monitoring systems that are used and that are sustainable. Rewards systems need to be based on credible and verifiable monitoring systems (a good example is India), and rewards can be a powerful incentive for their improvement. There is a need to move from counting infrastructure to monitoring behaviour change and there are several successful examples of this from the health sector (e.g. breastfeeding, condom use, and the use of insecticide treated mosquito nets). In rural areas, it is important to know the access of the population to water and sanitation 'products and services' – such as which masons, markets and stores are selling hardware. The potential of new communication technology is increasingly tapped to collect and aggregate data from the community (e.g. mobile phones for sending information on wells). The traditional bias towards collecting water data rather than sanitation data needs to be addressed and overcome.

Ms Li Xiaocui, Senior Project Officer, Ministry of Health, China: The monitoring network on rural drinking-water quality and sanitation covers 1726 counties throughout China. Data collection methods include censuses (every 10 years), urban household surveys covering 56 000 households, rural household surveys covering 68 000 households,

national health services surveys, annual reporting on rural water supply and sanitation by the Patriotic Health Campaign Committee (national, provincial and county levels), and agricultural censuses. There are some discrepancies between national statistics and JMP statistics for China – as a result of different definitions as well as statistical sources. Currently, the Chinese authorities are developing a unified approach to monitoring with support from WHO and UNICEF. In future, the focus of monitoring indicators will be on safety: drinking-water quality, and sanitary latrines. The national plan 2010-2015 has a strong focus on drinking-water and sanitation, with substantial budget allocations, and it covers the expansion of infrastructure as well as the promotion of behaviour change.

Session 2. The human right to water and sanitation

Session keynote: **The human right to water and sanitation: what, why, and by whom?**

Mrs Catarina de Albuquerque, United Nations Special Rapporteur on the human right to safe drinking water and sanitation: Whichever viewpoint we represent, we all want the same thing. We want a world where everyone has access to sanitation and water; where people do not get sick from the water they drink; where people do not have to choose between taking their child to the doctor and paying their water bills; where everyone has the opportunity to engage in democratic processes; and where governments are accountable to their people. This world is achievable.

Human rights may articulate it differently, but much of it is common sense. What the human rights approach offers is a set of norms and legal standards to back up these very sensible arguments. Human rights shift the focus from charity to entitlement, from benevolence to empowerment. This means that water and sanitation are much more than merely a good idea. Good ideas are not legally binding, good ideas are subject to revocation, good ideas are presented and withdrawn according to political impulse, and good ideas are not claimable.

There are some false disagreements or misconceptions associated with the human right to water and sanitation. The language of human rights has been widely used, and it means many different things to different people. The rights contained in legal instruments and guaranteed under international law are often not conveyed accurately in public discourse.

- First misconception - The human right to water means that water must be free. This is not true. The human right to water requires that water is affordable to everyone. This means that an assessment needs to be made of whether people can afford to pay, and where people are genuinely unable to, the State must design measures to address this reality.
- Second misconception - The human right to water and sanitation prohibit private sector participation. Again, not true. Human rights do not take a side on the public versus private debate. What we look at is the impact on the enjoyment of the rights. This requires regulatory systems to monitor these impacts, regardless of whether services are provided by a public or private entity.

- Third misconception - The human right to water and sanitation means that everyone is entitled to a tap and flush toilet tomorrow. Again, no. Human rights do not expect overnight solutions to these problems. Instead, these are obligations of progressive realization, which means that States are obliged to take steps towards the full realization of the rights.

The human right to water and sanitation provides for a certain standard to be achieved. This is embodied in the normative contents of the right, which has been described in terms of five interrelated elements:

- Availability: the human right to water and sanitation is limited to personal and domestic uses. The amount of water available, and the number of sanitation facilities, must be sufficient for these uses.
- Quality: water has to be safe to drink and use. Sanitation facilities must be hygienically and technically safe to use. Access to water for cleansing and hand washing after use is also essential.
- Acceptability: sanitation facilities, in particular, have to be culturally acceptable. This will often require gender-specific facilities, constructed in a way that ensures privacy and dignity.
- Accessibility: water and sanitation services must be accessible to everyone in the household or its vicinity on a continuous and reliable basis.
- Affordability: sanitation and water must be affordable, and this is not the same thing as free.

Under the human right to water and sanitation, the critical question is also asked of who does not have access and why. The ‘who’ refers to the most excluded, the most marginalized, those living in poverty. The ‘why’ may stem from a number of reasons. There might be technical problems or resource constraints in regard to extending the water and sanitation network to remote rural areas. The bigger problem is political will - or lack of it. It is usually the same people who are excluded: the poor and indigent, the ethnic minorities, the migrants, the slum dwellers, women and people with disabilities, among others.

The MDG monitoring framework presents challenges for monitoring human rights. In the future, the JMP should be more holistic in its understanding of access, and include a break-down of who has access and who does not (e.g. by region, gender, wealth quintile, and security of tenure status). Data on quality, reliability and continuity are essential. Also, the focus of GLAAS on the process of achieving outcomes - equitable, participatory, accountability – will be key to rights monitoring. While the JMP and GLAAS will not, and should not, become human rights monitoring tools in and of themselves, these instruments can make significant contributions to better human rights monitoring.

If we consider the obligation of progressive realization, we can look to whether States have recognized the rights to water and sanitation, and translated these into national action plans. The obligation to use the maximum of available resources towards the progressive realization of the human rights to water and sanitation will point our focus to funding flows, budgeting and targeting of resources.

Panel discussion: Better understanding the human right to water and sanitation, moderated by Mr Christoph Merdes, Federal Ministry for Economic Cooperation and Development **(BMZ), Germany**

Dr Mac Darrow, Chief MDGs Section, United Nations Office of the High Commissioner for Human Rights, remarked upon the recent history of the MDGs and human rights debate. While initially marked by misunderstandings and tensions, many points of convergence have come to be recognized, including the need to focus on equity and to devise ways of assessing the adequacy of the legal and policy environment - including fiscal and policy effort - as well as traditional MDG outcomes measures. A human rights perspective can bring important new points of view to development efforts and to policy-making generally. Insofar as monitoring is concerned, human rights based strategies can help to strengthen local and national demand for data, promote consideration of cross-sectoral linkages and the pursuit of efficiencies in data collection and use, and provide a morally compelling and legally binding framework for tailoring or customizing MDG targets and indicators to national particularities. A human rights perspective may call for a higher level of ambition in target-setting. At the global level, prioritization in target-setting and indicator development should take into account: the human rights criteria; empirical evidence of where the major bottlenecks are towards attaining the water and sanitation goals; evidence of what are the most clearly proven interventions in local contexts; survey and statistical feasibility; and what proxy measures may be viable.

Dr Ashfaq Khalfan, Economic, Social and Cultural Rights Policy Coordinator, Amnesty International, United Kingdom: Human rights generate a demand for indicators at the national and international level. At the national level, the number of countries recognizing the right to water in their national laws rose from at least six to at least 24 in the past decade and the number is increasing. Courts in countries such as Argentina, India and South Africa are addressing complaints based on these rights. At the international level, government performance on obligations under the economic, social and cultural rights framework is scrutinized by United Nations human rights treaty monitoring bodies, by special rapporteurs and by a peer review process at the Human Rights Council. Each of these institutions and individuals examine the situation through the lens of the human rights criteria. Governments have to show that they are taking steps within their ability to realize the rights to water and sanitation. They cannot do so without having at least adequately assessed the scale of the problem. In fact, human rights standards stipulate that governments have an obligation to collect data to the extent that they are able to do so. It is not feasible, however, for global monitoring to collect quantitative data for every aspect of human rights. Taking accountability as an example, there are better prospects to address this human rights criterion through qualitative analysis of government laws, policies and practices – analyses such as those carried out by GLAAS – i.e. the assessment will focus on process indicators rather than outcome indicators. Areas that should be prioritized in quantitative indicators include hygiene awareness, collection time, water quality, access in schools and the workplace, and quantity of water used (the latter as an indirect way to capture financial barriers to access).

Questions and answers

In the context of accountability, the question was raised of who has the responsibility for ensuring non-violation of human rights. Access to safe and clean water requires actions of several stakeholders all along the supply chain (from source to tap), up to and including the household itself. It was clarified that, in regard to responsibilities and accountability, the human rights framework cannot be prescriptive. Governments have to assess to whom regulation has to be particularly targeted. The mix between government role and private responsibility will vary from context to context. Reference was made to guidance in the Manual on the right to water and sanitation.[8]

With respect to the contextual nature of the right to water and sanitation, can interim targets be specified differently for different countries based on their level of development? Given that we cannot address all the criteria simultaneously, some prioritization will be needed. Therefore, what is the hierarchy of the different human rights criteria? The concept of progressive realization takes this into account, and it also includes progressive coverage by an improved monitoring system. The service ladder approach reflects well the progressive realization in the human rights framework. The emphasis is on the State having a vision and a plan to cover those not served, especially the marginalized. There must be an enabling environment so that everyone can exercise his or her rights, and to help governments understand the nature and magnitude of the problem.

The human rights framework represents a paradigm shift. The human rights framework does not impose one-size-fits-all solutions. National and local governments are expected to know best what is relevant and appropriate for their populations, guided by substantive human rights standards and 'good process' principles. MDGs allowed countries to choose whom to provide with access and, where it was easier, to provide such access to political supporters or respond to lobby groups. The human rights framework requires all groups to have access, over time, within the maximum extent of available resources. So the policy framework will have to be essentially different to cover all the obligations, and to secure all funding requirements (e.g. for the most isolated communities). Are resources to be explicitly allocated to address the needs of these most disadvantaged groups? In this shifting context, JMP should include more dimensions – current indicators do not capture equity and dignity. We need to measure how to give appropriately enhanced attention to the most disadvantaged, on the basis of which such groups will be more empowered.

The panel discussion was closed by the moderator, Mr Christoph Merdes, who reminded the audience that a human rights monitoring system exists – and that it clearly cannot be fully merged with the JMP monitoring as they are distinct tasks, but that they can complement each other. Therefore, agreement is needed on which elements are monitored quantitatively and which qualitatively at global level, and which at national level.

[8] Produced by COHRE, AAAS, UN-HABITAT and SDC. See: http://www.unhabitat.org/pmss/listItemDetails.aspx?publicationID=2536, also available in French and Spanish

Debate on the motion: "From a practical perspective, the human right to water and sanitation calls for criteria which do not help very much for meaningful global monitoring of water and sanitation post-2015", moderated by Zeinab Badawi, BBC World

The intention of including a debate at the end of the first day of the consultation was to bring to the surface issues that may not have come out in earlier discussions. By bringing to the table a provocative motion, such issues could be discussed as well, leaving no room for them to remain festering in the background. The debate was structured so as to give three speakers supporting the motion and three speakers opposing it each five minutes to make their case for or against the motion, starting with a supporter, and alternating between speakers for and against the motion. Following this there was an opportunity for all consultation participants to raise issues and get reactions from the debaters. At the end, each speaker was given a maximum of one minute to make conclusive remarks. A vote by raising hands was held prior to the debate and again afterwards.

Note that the debaters participated in the debate in their personal capacity, having been requested by the organizers of the consultation to speak either in favour of or against the motion. The statements made by them do not necessarily reflect the policies or views of the organization to which they are affiliated.

FOR THE MOTION

Mr Graham Alabaster, Senior Human Settlements Officer, UN-HABITAT: MDGs are a soft goal. It is easier for governments to invest in the rich. No synergies have yet materialized with human rights, so why would this happen now? Who will pay for and fund the additional monitoring? Institutionalizing the MDGs at country level has been very difficult. We would be further complicating it by linking the goals to human rights criteria. A new system of tools would be needed for human rights monitoring, and it is difficult to introduce new tools. New rights can upset governments, as was the case with the right to housing and secure tenure. Governments show little interest in recognizing the rights of slum dwellers. As a result there has been no implementation, and time-frames have been long. Human rights criteria for water and sanitation divert resources from other issues. The cost of JMP is higher than the JMP budget – there are hidden costs of DHS and MICS surveys. We should move monitoring from being driven from the outside to be nationally demanded and provided.

Professor David Bradley, London School of Hygiene and Tropical Medicine, and Oxford University: We need a vision such as the right to water and sanitation as an aspiration and as a yardstick for setting goals and measuring access, to understand who is neglected or who is worse off. However, there is a logical objection to the human right to water and sanitation, as to all proposed human rights to goods and services. This is a Kantian position, as expounded fully by O'Neill. Such so-called rights lead to perverse outcomes and adverse practical difficulties in resource allocations. The right to freedom, security, absence of torture, for example, is a defendable right – it is universal, and everyone has the duty and responsibility to fulfil it. The rights and the obligations are congruent. In contrast, one cannot demand universal rights to goods and services: whose

resources are to be used in meeting human rights to services? Against whom are the rights claimable, and who is responsible when they have not been fulfilled? This is not clear. The rights and obligations are not congruent. In delivering on the human right to health, for example, how do you allow for untreatable diseases and the fact that mortality is inevitable? How to decide between rights when we have to choose? Should society spend its resources on delivering water to the most isolated populations when it costs a thousand times their annual salary? The proliferation of human rights – health, food, etc. devalues their overall impact. It would be better to start with duties and responsibilities. The right to water is based on human need, universality and equity – which are good guides, but turning water and sanitation into a 'right' brings unnecessary baggage with it. We cannot use human rights criteria to decide between quantity and quality of a service. There is a need for quantitative studies of consequences to guide the trade-off. The Manual on the right to water and sanitation has 178 pages and will slow down rather than speed up access. As an alternative, it is best to focus on needs directly.

Dr Frank Rijsberman, Director, Water, Sanitation and Hygiene, Bill and Melinda Gates Foundation: Given that JMP has focused on providing data for MDG monitoring, currently the database is insufficient to monitor more ambitious goals (such as affordability). Yes, monitoring is key to the human rights framework, and JMP may be a critical component of that monitoring. However, the human rights framework should not dictate our sector monitoring – the scope and focus of sector monitoring is clearly not fully adequate for human rights monitoring. Data additional to those compiled and analysed by JMP, which can be used for human rights monitoring, are available from regulators and utilities; and monitoring should be closely linked to needs for providing actual services and not dictated by high-level initiatives. Monitoring should not be limited to outcomes and there should be more focus on inputs.

AGAINST THE MOTION

Mr Tom Slaymaker, Senior Water Analyst, WaterAid: No trade-off is necessary between principles and practicality. The question under debate is one of evolution rather than revolution. The human right to water and sanitation has the potential to make global monitoring more meaningful and more relevant to the needs and priorities of the unserved poor. There is no need to throw out the existing system, but rather it should be strengthened in order to better inform decision-making and accelerate progress on the ground. Principles and criteria outlined in the human right to water and sanitation can help us address three significant shortcomings of the existing system: it can help to shift the focus of discussion beyond what we monitor to focus on why we monitor; it encourages us to think beyond the water, sanitation and hygiene silo and consider linkages to outcomes in a range of sectors (e.g. health, education, poverty); and it can help us to address the political failure of the sector to attract resources at different levels (especially for sanitation). Furthermore, the human right to water and sanitation can help us move beyond monitoring as simply an end in itself towards strengthening accountability for results. Establishing mechanisms for participation of a range of different stakeholders (e.g. water, sanitation, hygiene, health, statistics, civil society, and user groups) is key to building consensus on the way forward. The human right to water and sanitation can help focus

political attention on progress towards policy and financial targets, which in turn increases demand for better monitoring. It also encourages us to increase our ambition to address growing inequities and to target the bottom quintile. MDG progress masks growing inequities. Further disaggregation (e.g. by wealth and gender) is crucial. Reaching the next 50% will be much harder and we need new tools to reach poor, excluded and marginalized populations.

People lack access as a result of decisions taken, or not taken, by people in power. Sometimes governments need to be upset by someone pointing out where there are gaps. We need better monitoring in order to inform decision-making and to enhance accountability for decisions taken. The resolution on the human right to water and sanitation can help us to think in a principled and pragmatic manner about how we monitor inputs, processes, outputs and outcomes in order to accelerate progress on the ground. We should embrace the challenge.

Ms Nina Odenwälder, Assistante Technique Assainissement, GIZ Burkina Faso: Practical challenges of monitoring cannot be blamed on the human rights approach. We can rephrase the question as "What do we need for a meaningful monitoring of the human right to water and sanitation post-2015? What do we wish to monitor?" At the consultation, there have been no objections from the technical side against the human right criteria. To fit the development purpose, we need to clarify what is improved versus unimproved, and how to take the poverty aspect into account in the indicators. We also need to distinguish between urban and rural settings. We should welcome the human rights framework as guidance, e.g. on what proxy indicators to choose, and support to help us achieve our own goals.

Mr Ashfaq Khalfan, Economic, Social and Cultural Rights Policy Coordinator, Amnesty International, United Kingdom: The argument that adopting human rights considerations in the post-2015 monitoring equates to creating a new monitoring system misses the point. Rather, human rights criteria help us in refining current systems. For example, the report of the JMP Task Force on Water Quality shows how human rights were cited as a reason to monitor water quality at point of use rather than at point of delivery. The examples cited of governments resisting the right to housing referred to their resistance to naming and shaming violators. However, collecting data on lack of enjoyment of the rights to water and sanitation is not naming and shaming. Such data identify the gaps, but there is only a violation if a government has not taken steps that are in its power – and no one is proposing that JMP should carry out detailed monitoring of government performance in order to identify violations.

The argument for the motion that asked us to focus on needs rather than rights overlooks an important point: everyone has different views as to what are needs. How can people hold their governments accountable if governments decide unilaterally what needs are important? Furthermore, the Manual on the right to water and sanitation has been used already. Compared to other current guidelines, 220 pages is not much. While human rights may require more resources to monitor, these can be found from less high priority areas. For example, the number of international conferences could be reduced. The concept of progressive realization is a realistic concept. The argument that you cannot make everyone perfectly healthy and you cannot avoid death is a misreading of this right, which is the

right to the 'highest attainable' standard of health, not to an unachievable goal. In regard to the argument that one does not know against whom the rights are claimable, human rights standards make it clear that people can hold their governments to account for their conduct, including any failure to regulate other actors, such as providers.

Comments from the floor

Question: What happens if not all governments are convinced that there should be an extended monitoring of human rights?

Response (from the "against" side): No objections have been made so far. In fact, scepticism is part of discussing the best system.

Further comment: The Kenyan government is already struggling to internalize all the indicators related to human rights.

Comment (from the "against" side): While there are obviously costs to monitoring, what is the cost of not improving our monitoring system?

Response (from the "for" side): Governments are extremely cash-strapped, but quantum leaps in service provision will only be made if governments actually commit to the human right. Donors throwing in more money is not the solution.

Comment (from the "against" side): First we need to increase the demand from governments through getting them to adopt human rights in law.

Response (from the "for" side): The right to housing has made no impact on coverage.

Question: There are more than 500 criteria listed for monitoring water quality in the WHO Guidelines for drinking-water quality – so too many to monitor. How do we define reliability?

Response (from the "against" side): There is expertise to address these concerns and define the indicators. We should remember the objective of progressive realization. Also, qualitative analysis will be important where quantitative analysis is not possible.

Comment: Historically, water has been perceived as a right by many populations and for this reason it has been difficult to charge for it at full cost. The human right to water and sanitation potentially creates damage as it affects sustainable financing. In extreme cases, people have been arrested for not having household sanitation.

Response (from the "against" side): So it seems the expectation of the right to water came before the resolution. The rights to water and sanitation refer to 'affordable' not necessarily free services.

Question: What key datasets are missing from current monitoring systems (JMP and GLAAS)? The main one is water quality monitoring.

Response (from the “for” side): Yes, but you do not need the human rights framework to decide this.

Question: The sector is already fragmented. Will human rights further fragment the sector, or will it bring the fragments together?

Response (from the “for” side): It is likely that the cake will be split into more pieces, so who will take the ultimate responsibility for monitoring? It seems likely that – in practice – a new monitoring initiative will be born under the human rights component.

Response (from the “against” side): There can be simple practical adjustments to current monitoring systems. Some monitoring can be country-specific as it is not needed for global level.

Comment: If people disagree with the criteria under the human rights framework (access, sustainability, reliability, etc), then surely JMP should be closed down, as that is what JMP measures.

Response (from the “for” side): That is the point; JMP has been monitoring these criteria, and what we are discussing now is the improvement of monitoring post-2015. Therefore, the human rights framework does not add anything of practical relevance to the debate.

Response (from the “against side): While criteria are seemingly easy, technically they are difficult to define and measure – so currently the system is not very transparent. The human rights framework will help us to define how to actually measure these criteria. Although there is no perfect one-size-fits-all solution, we need this consultation to move towards a better system.

Questions (not responded to): Current monitoring is not done well enough, and a lot of existing data are not used. So can we be sure that more indicators will lead to a better analysis? How can we change incentives to improve the analysis and use of data in the countries? Is there evidence that systems will improve? Hence, is investing in the development of more indicators good value for money?

Question (not responded to): The human rights framework does not include sustainability criteria, so what are the upper limits of water use?

Questions (not responded to): Would universal coverage targets by 2015 have led to better coverage figures now? Do we need lawyers and a legal enforcement process to achieve our goals?

The result of the pre-debate vote was: the overwhelming majority of members of the audience were against the motion, two were in favour of the motion, and six were undecided. The result of the vote following the debate was: 27 members of the audience were against the motion, 16 were in favour of the motion, and four were undecided. So while there remained a clear majority against the motion (i.e. a majority felt that the human rights criteria in practical terms can contribute meaningfully to global monitoring of drinking-water and sanitation post-2015), it was also clear that the arguments put forward in the debate had raised or crystallised doubts in the minds of a considerable number of members of the audience or at least had created an environment where participants felt free to express such doubts. One outcome is that, while most participants expected benefits from the human rights criteria, many of these criteria were already being taken into consideration by water and sanitation practitioners in their work. Hence, the water and sanitation practitioners saw no practical contribution of human rights to framing a global post-2015 monitoring agenda for water and sanitation.

A more immediate outcome was that, both sides of the question having been strongly expressed and heard, the two constituencies settled down to work together constructively to make collaborative progress for the whole of the meeting.

Session 3. Setting the scope and boundaries

Session keynote: **Taking a service delivery approach to progress monitoring water supply in low-income areas and implications for JMP**

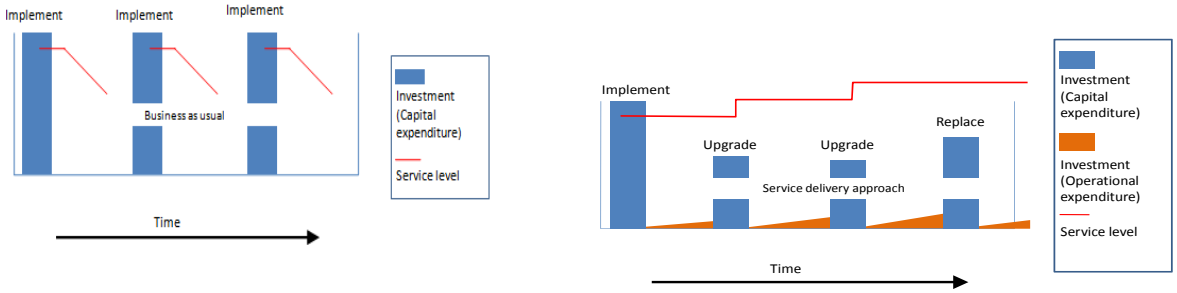
Mr Ton Schouten, International Water and Sanitation Centre (IRC): Two challenges plague the water and sanitation sector. First, the quality of the service is often basic and sub-standard. Second, infrastructure experiences high levels of breakdown (e.g. an estimated 30%-40% non-functioning hand pumps in Africa). Indicators to measure services vary between the international level (access to improved sources) and the national level (number of systems built and nominal numbers of people served by them).

A service delivery approach focuses on the actual service delivered to and accessed by users, described in terms of a user's ability to reliably and affordably access a given quantity of water, of an acceptable quality, with a given round-trip time (often also measured in terms of distance to where the service is delivered and the number of people sharing the access point – tap, borehole etc.).

Figure 2 illustrates the essential differences between the traditional service approach and the service delivery approach. Under a traditional service approach, the service level drops soon after initial investment as a result of breakage or lack of appropriate operations. Under a service delivery approach, ongoing operational expenditure and timely upgrades are included. Therefore the costing methodology of IRC has moved from costing technologies to costing services. The new methodology monitors the actual level of service accessed and experienced by the end user, the sustainability of water systems and performance of service providers. Table 2 shows the service level definitions adopted by IRC. It is both based on country norms and comparable at international level. It has engagement from local and national government, and has involved more than 6000 household surveys and surveys at national or district level.

Figure 2. Comparison of implementation approaches

Traditional service approach *Service delivery approach*



Measuring functionality works well for point sources such as hand-pumps but less so for piped water systems which may have more gradual declines in performance over time. Information about functionality tells us nothing, however, about the underlying factors that may make a service sustainable or not, and/or whether the poor are served or not. It is a start, but it is not good enough. This was illustrated by examples of indicator scoring for water provision in Nicaragua and for tariff-setting in Ghana.

Data on the costs of water, sanitation and hygiene have been used in adaptive management through analysing trends, supporting service providers, setting targets and improving service delivery, adapting policies, allocating resources, and sharing data with stakeholders.

Such detailed data collection costs money. There are recent developments in the sector such as handheld applications for mobile phones, which can reduce costs, and enable faster data analysis, and faster transfer of data from field to district, regional or national levels. Two examples include a mapping tool developed by WaterAid and Field Level Operations Watch (FLOW) developed by Water for People and applied by the World Bank Water and Sanitation Program in Liberia. Setting up such a system will involve costs for data collection, storage, analysis and capacity building, but will save money by enabling corrective and preventive action (and better services), thus stopping the inefficient cycle of building and breakdown that has characterized efforts to increase coverage in many areas.

There have been three distinctive uses of provider and survey data:

1. Service provider-based data - This is the operational information to: inform day-to-day management decision-making; improve services and service delivery; and strengthen accountability. Collecting and analysing these data costs money, as it requires both collecting and cascading information to higher levels, but will reduce the frequency of breakdown.

2. National use of survey-based data - This serves for larger scale comparison, and for policy and decision-making at national level. It enables country specific (political and technical) choices about the sort of services, service levels, and the acceptability of performance. It provides a cross-check for overly optimistic assessments by service providers, it increases the independence of assessments and is cheaper to keep going over time.
3. Global use of survey-based data - This is a political instrument of the international community. Global indicators are needed to highlight trends in progress, to advocate for financing and cost-effectiveness, and to encourage countries to strengthen their commitments to delivering sustainable water and sanitation services (within a human rights framework). This information will not only highlight the need for more investments in the sector but also help advocate for more effective use of investments

Table 2. Water service levels (IRC categories)

Service level	Quantity	Quality	Accessibility - distance and crowding	Reliability
High	>= 60 litres per capita per day	Meets or exceeds national norms based on regular testing	Less than 10 minutes (water available in the compound or household)	Very reliable = works all the time
Intermediate	>= 40 litres per capita per day	Acceptable user perception and meets or exceeds national norms based on occasional testing	Between 10 and 30 minutes (less than 500m and <= normative population per functioning water point)	Reliable/secure = works most of the time
Basic (normative)	>= 20 litres per capita per day			
Sub-standard	>=5 litres per capita per day	Negative user perception and/or no testing	Between 30 and 60 minutes (500m to 1000m and/or more than normative population per functioning water point)	Problematic =suffers significant breakdowns and slow repairs
No service	<5 litres per capita per day	Fails to meet national norms	More than 60 minutes (more than 1000m)	Unreliable/insecure = completely broken down

Presentation: **Reflections on global goals and targets, indicators and data collection mechanisms**

Dr Tessa Wardlaw, UNICEF: Under the current MDG framework, there are eight goals, 22 targets and 60 indicators. UNICEF and WHO are responsible for monitoring 23 of the 44 development indicators. The United Nations Statistics Division coordinates input for the preparation of the United Nations Secretary-General's annual MDG report. There is important interaction between sector specialists, monitoring specialists, data collection specialists and academia.

MDG monitoring has led to the establishment of a series of interagency MDG monitoring groups. Interagency monitoring groups play a critical role in harmonizing monitoring work

across partners, developing new methodologies, standard indicators and monitoring tools, building statistical capacity at country level, and developing joint estimates. There are eight such groups that are health-related, of which JMP is one.

The characteristics of global development targets are determined by ten criteria:

- They serve a larger common goal (poverty alleviation).
- They are policy relevant at global and national level.
- They are limited in number to provide focus.
- They are measurable in quantitative terms.
- They are based on an in-depth assessment of current and future trends.
- It is realistic and feasible to achieve them.
- They are built on existing targets.
- They are time-bound.
- They are easy to communicate for advocacy.
- They are capable of galvanizing global action.

Global indicators must:

- be measurable across all countries
- be comparable between countries
- be measurable in a cost-effective way
- ensure comparability over time
- be easy to communicate for advocacy.

The measurability of indicators relies on reliable and affordable data collection mechanisms. It will have to be ensured that the most critical issues are measured – if they go unmeasured they will be forgotten. Many indicators are collected through household surveys – status of undernutrition, child mortality, immunization, maternal health (5 indicators), HIV/AIDS, malaria, other diseases (8 indicators), water and sanitation, and education. In two decades, the number of countries conducting surveys including questions on undernutrition has risen from 30 to 118. Household surveys provide information not available from administrative records. The advantage of stratification through these surveys is reflected in geo-zones, residence (urban, urban-poor, rural), gender, education, age, wealth, ethnicity/religion/language, other stratifiers, and combinations of the above

Data sources must be cost-effective, highly standardized, population-based, comparable across countries and over time, and contribute to strengthening national monitoring capacity.

Presentation: **Reflections on global goals and targets, indicators and data collection mechanisms** (continued)

Mr Gareth Jones, Strategic Advisory Group member for JMP and GLAAS: In the 1990s, monitoring methods and procedures moved from collecting information from providers to being user-based. Data from providers showed inconsistencies from year to year and did not allow comparison between countries. However, the switch to user-based information was only seen as an interim stop-gap measure, as it does not measure quality and sustainability.

So the question now presents itself: we should change, but change to what? Drinking-water needs biological and chemical testing to ensure quality, and drinking-water systems and services also need sustainability, affordability, reliability, accessibility and continuity. Similarly, there are challenges in interpreting sanitation indicators, such as how to classify shared facilities, pit latrine design and hygiene activities, and how to deal with the consequences of extreme weather events such as flooding or droughts, which, again, leads us to question our current indicators. Do we need to consider more drastic indicator changes?

We need to be aware of how long it can take to implement new indicators that are not captured in current data collection systems. Development in indicator measurement tools may take 2-5 years. Then the new tools need to be applied consistently in a substantial number of countries. With 3 to 5 year cycles of existing surveys, it will take some time even to get a baseline in some countries. Therefore, initial reporting of a new baseline takes from 7 to 12 years. Capturing changes following that baseline takes a further 5 years. As well as the technical side, we also need to recognize that countries will need time to understand and accept changes in indicators and implied changes in population coverage.

This adds a number of questions to be discussed by the working groups that are to meet as part of the consultation. Is JMP the appropriate entity to guide the above process in a consistent and effective manner, particularly recognizing the time scale? What is needed now is to develop and test measurement tools, to provide support in consistent application of tools, and to work with existing country infrastructure where possible.

Working groups: scope of targets

Six working groups were composed and they were all presented with the same set of questions:

- What should be the scope, timeline, scale and focus of new targets, and what are the mechanisms to link national and global targets?
- How should targets be formulated so they promote a correct balance between sanitation and drinking-water, and where does hygiene fit in?
- Where do human rights targets interface with traditional sector development targets, and where do they not?

The following section summarizes the ideas and suggestions that emerged from the groups' work when the outcome of their deliberations was explored in a subsequent

plenary session, which was moderated by Dr Barbara Evans, Senior Lecturer, University of Leeds, United Kingdom.

Scope

- There was almost unanimous agreement that the future target should be "Universal access to sustainable and equitable drinking-water and sanitation services", with the following additional observations:
  - There should be separate targets for water and sanitation.
  - There should be a rural versus urban distinction, and if possible, a periurban (or slum) distinction.
  - The water target should incorporate water quality dimensions.
  - The environmental protection aspect of sanitation is seriously lagging behind and needs to be a focus of new targets that relate to waste and wastewater management.
- Hygiene behaviour was often mentioned as deserving its own indicator, although consensus was not reached on which specific aspect of hygiene should be measured (e.g. presence of hand-washing facility or soap versus actual behaviour change). It was mentioned that hygiene could possibly be incorporated into the MDG health targets rather than be part of the drinking-water and sanitation target.
- While the importance of including indicators on enabling environments was often mentioned, it was pointed out that this is taken into account in the UN-Water GLAAS which brings together the various inputs, processes and outputs.
- Participants were, on the whole, strongly supportive of the effort to measure human rights criteria within JMP, insofar as the data can be collected within existing data collection systems.
- A proposal to establish a global goal for water and sanitation at the MDG level received some support, but several participants questioned how we would argue the case, especially as other sectors would also be calling for their areas to be made global goals.

Timeline

- The majority of participants expressed the view that the dates to meet future targets should be a minimum of 15 years and a maximum of 25-30 years away. However, in a group 'line-up' exercise with 2015 as the starting date, the visual answer to the question of how long it would take to achieve universal access showed a variation anywhere between 5 years (up to 2020) and until at least the end of this century, with the median being in the 2050s.
- There was a strong feeling among participants that, even if overall targets are 15 to 30 years in the future, interim 5-year targets should be set, and

monitoring should focus on those interim targets, to be more relevant to politicians, most of whom tend to have a short time horizon.

- Urgency is needed in proposing and agreeing on the post-2015 targets and indicators – the need to present them at the September 2013 United Nations General Assembly was recalled.

Scale

- Targets and indicators at national and global levels were considered most relevant.
- Regional level aggregations of indicators, and possibly region-specific targets, were also cited as useful for some purposes.
- While recognized as being of key importance for decision-making and implementation, targets and indicators at sub-national level were not considered of primary relevance for JMP.

Focus

- To assist monitoring of progressive realization and to be of relevance to a wider number of countries (e.g. emerging economies), most participants agreed that basic access indicators (such as those linked to the current MDG target) as well as higher service level indicators would be required in measuring progress to the post-2015 targets.
- To ensure equitable allocation of scarce resources, interim targets should be focused on the most marginalized groups.
- Many participants felt that it would assist in highlighting the lagging indicators in the MDG target if the phrasing of the post-2015 goal or target put sanitation before water.
- Future targets should set an endpoint for achieving universal access, as opposed to the current MDG target of reducing by a certain percentage the proportion of those without access.
- In messages of sector progress, more emphasis should be on positive messages, such as the numbers of population gaining access to water and sanitation, as well as talking about those still without basic services.

Mechanism

- Two sets of views emerged from the discussions on how the targets should be set:
  - Many participants felt strongly that targets must be formulated by countries themselves, and these targets aggregated to global level. This makes the targets at country level more realistic and achievable, increases ownership and enables countries to be better held to account.
  - Others felt that, if universal access will be the goal for all countries, then the new targets can be set centrally, and interim targets defined based on the

rate of progress required to achieve that endpoint. This does not necessarily imply that the timeline of universality should be the same for all countries, given the different starting points.

  - The challenge for some (poor) countries to make progress in the face of low baseline coverage, continued rapid population growth as well as urban migration reminds us to be realistic about what we can expect from these countries.

- In terms of the process of measuring indicators and monitoring progress towards targets:
  - Many participants called for a stronger monitoring process led by countries, or at least with countries more involved, rather than a top-down JMP process. This could be partly achieved through the future integration of provider data and regulators' monitoring and surveillance data into JMP monitoring, though issues related to numerators and representativeness continue to be of concern when using provider-based data. To be sustainable and useful, national systems have to be need-based and not imposed from the outside.
  - Participants were reminded by various colleagues of the challenges of country-level monitoring – and the fact that the current staffing levels of JMP imply that its functions cannot be decentralized.
- To be more inclusive and responsive to country-level needs, increased participation of developing country participants in the post-2015 process is an essential requirement.

Other comments from the floor during discussion

- An 'affordability' indicator is not enough to measure poverty impact.
- We need to agree what is better monitored at global level and what is better kept to monitoring by regulators at the national level – and how to coordinate these various monitoring efforts.
- From experience, national monitoring leads to greater dynamism in country processes and enhanced sector outcomes.
- While equity is a subject that is talked about a lot, we need to better understand and define how we are going to measure it in a standard way.
- Regional development banks are a key resource and an important interested party in the monitoring business: we need to take the opportunity to increasingly involve them.

Panel discussion: targets, scope and boundaries, moderated by Mr Dick van Ginhoven, Senior Water and Sanitation Advisor, Ministry of Foreign Affairs, The Netherlands

The aim of the panel session was to gather perspectives from a range of stakeholders involved in funding, implementation and technical studies in water and sanitation, in order to stimulate discussion on the extent to which the expectations and criteria arising from the human rights framework can be incorporated into future sector monitoring.

Ms Archana Patkar, Water Supply & Sanitation Collaborative Council: Resources are limited and there is a strong case for investing in the poorest and most vulnerable, not only because this is guaranteed to give strong returns but because there are compelling reasons to believe that the better-off are unlikely to be left behind. The converse is not true - i.e. trickle down has failed, and gains tend to be captured by the better-off (as demonstrated by UNICEF's poverty quintile work).

The human right to water and sanitation is already inherent in some countries' constitutions but that does not amount to much unless it is justiciable. This year, at the 4th South Asian Conference on Sanitation (Sacosan IV, Colombo, Sri Lanka 4-7 April 2011)[9] it was made clear that when the right is made justiciable, its implementation becomes mandatory and ordinary citizens can demand accountability through legal processes. Without justiciability, the right may not mean much to poor people.

In view of these considerations, should this discussion on targets not also include the matter of process? Meaningful participation, information flow and listening to "voices" are all important process dimensions that come into play in helping us reach the intended targets. The needy are not just the poorest but also the socially excluded. However, their needs are not exclusive to sanitation and water alone. Perhaps the overall MDG discussion can consider a broad based springboard that includes participation and non-discrimination, from which all other targets can emanate. In addition, the process of formulation needs to shift focus to developing countries, to national governments and to the need for contextualizing to suit country typologies.

The focus of the MDG target on household sanitation and hygiene contradicts a well-understood and accepted public health rationale. Unless we take on a much more holistic approach to sanitation and hygiene to include where people work, play, socialize and travel (in other words, adopt the concepts of sanitation and hygiene in their broadest sense, from household to the environment at large), the full benefits are unlikely to be realized.

Mrs Catarina Fonseca, Senior Programme Officer, IRC International Water and Sanitation Centre: A key question that keeps coming up is how we will be addressing the poorest and the excluded when measuring post-MDG indicators. At the moment, in the human rights framework and in the group discussions at this consultation, the indicator chosen to address poverty is the 'affordability' indicator. It is not enough to use 'affordability' if we want to address the poorest. The meaning of 'affordable' is very context specific and cannot be translated to a global level; the concept of affordability only makes sense in cash economies and then only to those who are paying for water and

[9] See: www.sacosan4lk.org/

sanitation. It assumes that exclusion from a service is based on financial criteria and it does not reflect the level of service being provided. Furthermore, in the literature, there does not seem to be a correlation between how affordable services are and their coverage levels. If we seriously want to address poverty and exclusion (which can be based on gender, caste, occupation, etc.) we have to address poverty not as an indicator but in the analysis of the data. The standard measurement when there is reliable income information is per quintile. Other indicators of poverty used in different countries include the occupation of head of household, land ownership and asset ownership, and these can be set at national level to differentiate the poorest, the poor and the non-poor.

Mr Manuel Thurnhofer, Programme Officer Water and Natural Resources, Swiss Agency for Development and Cooperation (SDC): A first argument is about the need to increase participation of participants from developing countries in international meetings, such as the World Water Forum. Future international development goals should be global, but the targets should be regional – this will help increase their visibility at a level that countries can associate themselves with. Communication is a key aspect of the JMP work – getting the water and sanitation message out across audiences in all relevant sectors – and therefore there should be more messages on what has already been achieved, and not just what is missing (in line with what other sectors do). Also, targets have to be written in a language that is understandable to those not immediately involved in drinking-water and sanitation. Can regional targets be set in such a way that they provide more motivation than global goals?

Dr Anupma Jain, Social Sector Specialist, Asian Development Bank (ADB): In looking beyond 2015, we have to learn from past experience on how useful the targets have been, and therefore what would be truly useful in the future for the national level. But if we are having trouble discussing criteria for indicators here, member countries will have even greater trouble translating them to and measuring them at national level. We also need to agree what is better monitored at the global level and what is better kept limited to monitoring at the national level, such as disparate data collected by regulators. It is the role of regional development banks to help translate global targets to country level, based on what countries are able to achieve. Indeed, sometimes the country targets are higher (more ambitious) than what the global targets imply. But it becomes problematic for a regional player such as ADB when it has to attempt to reconcile differences in definitions of improved services between countries.

General discussion

In the ensuing discussion, it was observed that process indicators are crucial to our understanding of what outcomes we seek, and therefore they are also motivating. For example, the health sector monitors the delivery of services and various aspects of accountability with respect to maternal mortality, as well as the maternal mortality rate as an outcome indicator. This principle should also be applied to monitoring drinking-water and sanitation.

With respect to disadvantaged groups, it remains unclear how traditional surveys can collect data that bring to light important information in this connection. The information

exists on the gap between rich and poor, but for further analyses, surveys would have to be redesigned and more analysis would need to be made.

The panel confirmed the existence of a lot of equity and poverty data, which need to be analysed for their correlation with the water and sanitation status. The possibility was brought up that we could also be capturing the quantity of water consumed by households as a key proxy indicator for affordability. IRC confirmed that its water, sanitation and hygiene cost project had captured this, using both country-level and international norms. Finding other ways of monitoring and measuring affordability using proxy indicators instead of direct financial ones is important.

The point was also made that we should not have to choose between affordability and equity indicators – we need both. Affordability gives important additional information. A straightforward question was whether we can produce a reliable indicator, such as the Gini coefficient in economics, to measure equity globally in water and sanitation.

When introducing the concept of 'progressive realization' how can we ensure that it does not encourage countries to misuse the concept by defining under-ambitious targets? This possible risk underlined the need to set clear milestones, linked to ambitious but context-specific targets.

The poor sustainability of some national monitoring systems was recalled - the systems collapsed after the initial inputs and motivation. To prevent this from happening, monitoring systems must be kept or made a priority during sector reforms. This phenomenon is possibly related to the fact that no needs assessment was done prior to strengthening these national monitoring systems. Hence, generating and meeting local demand for information is crucial to the success of national monitoring systems. Usually it is the national statistics office that has the mandate to monitor coverage. Limited responsibility resides with the line ministry, and consequently there is little incentive to report on service coverage. It reflects poorly on the institutional framework if line ministries are not interested in monitoring. In fact, the involvement of the line ministry is important to enable the national statistics office to fulfil its function in monitoring (and interpretation).

One might wonder about the need for regional targets. Surely targets should be taken as close as possible to the national level. In the end, it is up to the countries that make up the regions to decide on this – a regional perspective potentially increases ownership, provides political pressure, and can help guide country efforts. Regional efforts should also be within the vision of the global framework, so that they assume a linkage function between the two levels. In the end, more is achieved at country level by regional players and events (such as regional conferences) than by global-level initiatives. Possibly a combination of these regional activities with JMP will be more powerful than any regional effort by itself. Adjusting definitions applied at a regional level so they become more relevant at the national level proved a useful initiative in the Inter-American Development Bank region of Latin America and the Caribbean.

Presentation: **The role of economic evaluation** in developing post-2015 indicators for monitoring drinking-water and sanitation.

Dr Guy Hutton, Consultant, Switzerland: JMP targets and indicators influence water, sanitation and hygiene policies and programmes of governments and other agencies. Therefore, knowing the various costs and development impacts of achieving the JMP targets is fundamental. Economic evaluation can help answer a number of policy questions:

- How much do water, sanitation and hygiene services cost and how long do they last? Costs include investment costs, recurrent costs, replacement and rehabilitation costs.
- How will water, sanitation and hygiene services be financed? How to raise the funds? For this it is important to determine who benefits and who is willing and able to invest. For governments and investors, we need to make the economic case – such as the costs of inaction, or the returns on investment.
- How should the funds be spent? It is necessary to evaluate the economic performance of different options, and include the non-quantified, non-monetary aspects.

The current use of economic evaluation is limited to programme budget assessments (i.e. affordability) and, for utilities, financial feasibility. Also, a range of country studies shows the estimated costs of inaction (damage costs of inadequate water and sanitation) to support advocacy efforts. Some studies show good economic returns for both water supply and sanitation: their results are used mainly for advocacy and to support funding decisions. At national level, financial cost-benefit analysis justifies project feasibility for donors and for utility schemes (based on comparing feasible tariff levels with costs). The full cost of the sustainable operations and maintenance of services is often ignored, and this leads to breakdown or sub-optimal operation of services. Few country-level efficiency studies are conducted from a societal perspective (i.e. all the positive externalities of water, sanitation and hygiene services included). Also, evidence is used in an ad hoc manner, and an explicit decision-making framework is rarely used in a practical way in guiding decisions (e.g. multi-criteria analysis, cost-benefit analysis).

In discussing targets and indicators, we need to understand the actual impact of different service levels. Table 3 shows the strength of the association between different service level criteria and the various development impacts.

Various economic benefits are related to the different service criteria for both water and sanitation services. For example, water access implies time savings and – when increased quantity is involved – improved health outcomes. Dimensions rarely quantified in economic evaluations include gender dimensions (e.g. impact on school attendance), social preferences and different capacities to benefit, by wealth quintile. Water quantity assumes adequate supply, but in many contexts there is water scarcity, competition and pollution, for which costs must be estimated. For example, deeper wells cost more to drill and maintain, and lead to dropping water tables. Water storage (e.g. dams) and transport (e.g.

Table 3. Determining the link between water, sanitation and hygiene service levels and development impacts

Service aspect	Health	Time savings	Environment	Intangible	Social	Wider economic
Water supply						
Access		√√√		√	√√	√
Quantity	√	√	x	√		√
Quality	√√√	√		√		√
Reliability	√	√		√		√
Sanitation						
Access	√√	√√√	√	√√	√	√
Use (quality)	√√√			√√	√	√
Reliability	√		√	√√		√
Environment	√√√		√√√	√		√

Source: Author's own assessment – illustrative only - not for quotation. Number of ticks reflects possible strength of benefits. A cross indicates possible negative or adverse impacts.

pipelines) require considerable capital costs. Therefore, some key measures can be informed by economics, such as demand management (e.g. charge at full long-run cost) or reducing water loss (non-revenue water) and inefficient consumer use.

Water quality can be achieved in various ways, each with different degrees of effectiveness and cost. Source protection can be cheap but not highly reliable. Point of use (household level) treatment can also be cheap but relies on behaviour change and safe storage. For utility regulation, an institutional framework is a prerequisite that leads to increased reliability and resilience. Bottled water is the most costly per cubic metre of water consumed and leads to generation of plastic waste, but – assuming there is effective regulation of bottled water producers – provides access to a safe supply of water. An added complication is that, certainly internationally, recommended standards for bottled water come under food safety rather than water quality.

In terms of sanitation service levels, improved physical access provides time benefits as well as convenience. In some contexts it provides greater security for women and children who do not have to travel far after dark, and also in the case of heavy rains or cold conditions, it avoids the difficulty or discomfort of waiting until weather improves. An 'improved' facility provides health benefits and also the enjoyment of clean and hygienic facilities. A private rather than shared facility provides dignity and social status, an option to install a shower and, furthermore, conflict avoidance and time savings. It is more likely to be taken care of, with positive implications for health and regular usage. Appropriate isolation and/or treatment of human excreta provides environmental benefits such as averted pollution of water resources and improved aesthetics, especially in towns, cities and slums. External health benefits (from avoiding other peoples' waste) are also enjoyed. However, the monetary benefits of avoided environmental impacts are hard to quantify, and thus the marginal costs of achieving environmental protection appear to be high compared to the monetized marginal benefits. Consequently, wastewater management options do not perform so well using the cost-benefit criterion. Because of differing

standards, it is important to have a clear definition of acceptable service levels for protecting the environment (should soakaway pit latrines be included? How regularly should a septic tank be emptied and where should the sludge be dumped? What should be the wastewater effluent standards?).

Key findings are:

- Economic benefits can accrue from unimproved water, sanitation and hygiene:
  - Shared toilet avoids time loss.
  - Water supplied by tanker truck avoids time loss.
  - Bottled water has time savings and health benefits.
- Costs and benefits vary significantly within and between countries for similar service levels.
- In many countries, finance or spending is not sufficient to meet even current JMP standards and international targets.
- Measuring outcomes can lead to a finer distinction in definitions and extended data collection to capture development impacts.

Informed by the economic perspective, service level standards and targets should be defined taking into account the cost-benefits of each marginal water or sanitation improvement. Research and tools should enable context-specific target-setting. Based on the broader economic benefits, we should seek new financing sources. However, we need to be realistic about what financing can be raised to cover higher service standards.

Presentation: Discriminatory obstacles

Ms Lucinda O'Hanlon, United Nations Office of the High Commissioner for Human Rights (**OHCHR)**: The MDGs have done little to reach the poorest of the poor, those who are most excluded, those who are hardest to reach. Efforts by governments and development actors have focused principally on those who are easy to reach. If we are concerned about the poorest of the poor and those who are systematically excluded, why are our efforts not explicitly directed to these groups?

The prohibition of discrimination is a central tenet of human rights law. Human rights treaties have specifically addressed racial discrimination, discrimination against women, as well as the rights of persons with disabilities, and the rights of the child. The prohibition of discrimination is also a central feature of most national Constitutions and laws.

De jure discrimination is rare with respect to water and sanitation - although there are examples of laws requiring certain ethnic groups to take water from a different tap or to use a different toilet. Much more often we see de facto discrimination. This type of discrimination is often a result of neglect: a product of social and cultural structures which treat certain members of society as 'second class' citizens. Thus, the design and implementation of policies are not undertaken with these people in mind, but rather those who hold power. There is no trickle-down effect when it comes to excluded groups. Human rights identify this gap, and require specific attention to those who are not represented, whose voices are not heard. Broadly speaking, de facto discrimination

manifests itself in administrative barriers (e.g. needing birth certificate or land ownership to get a water connection), geographic or regional barriers (arising from household location), physical barriers (people with disabilities and children), gendered barriers (lack of participation of women in decision-making) and economic barriers (unaffordable prices to gain access).

How do we address discrimination? Tackling discrimination requires: first, knowing which groups of individuals suffer discrimination, which requires disaggregated datasets (for instance, by region, land tenure, wealth quintile, gender and disability); and second, undertaking various measures to ensure that they enjoy equal rights with regard to water and sanitation. To fully guarantee these rights, governments will need to actively engage with marginalized groups.

Question and answer session

In follow-up to these presentations, several questions and comments from the audience related to whether existing surveys adequately capture disadvantaged populations, for example slum populations and those with disabilities, given the poor coverage of these populations in the surveys. There was concern that this is not sufficiently the case, and the opportunity to address this at the JMP task force meeting on monitoring water and sanitation in urban settings, to be held in June 2011, was emphasized.

It was also observed that there is a need to factor economics into the actual setting of targets, and not just assess the costs of reaching groups after the targets have been set. For example, what targets give us the biggest returns on delivering services to the extremely poor and excluded? We should also include more data collection on improvements in quality of life and subjective well-being, as well as objective health measures such as disability-adjusted life years (DALYs).

Group work: Assessing criteria for 'improved' services - Relevance of human rights criteria and economic assessment for selection of indicators

Tables 4 and 5 summarize the outcome of discussions that took place during the group work on sanitation and water led, respectively, by Mr John Borrazzo, Environmental Health Advisor, USAID, and Dr Barbara Evans, University of Leeds, United Kingdom.

The human rights criteria are listed in the first column. For each criterion an assessment was made of whether it should be adopted at global level for monitoring water and sanitation progress. Where there was disagreement, this is noted, and the arguments for and against measuring these indicators are included in the comments column. The data sources and candidate monitoring platforms are also provided for each criterion.

Table 4. Relevance of criteria for sanitation*

Criteria	Global indicator	Info Source	Monitoring Platform (global/regional/ national)	Comment
Accessibility (physical)	YES	MICS/DHS /utility providers	Global/national by JMP	Social access?
Affordability	YES and NO (disagreement)	MICS/DHS (total time/ % of income)	National more relevant – by national monitoring system Tariff setting at national/ regional (GLAAS/ country status overview)	YES – desirable from equity perspective NO – lacks meaning at global level; cannot reflect all contexts and service levels; hard to define 'affordability'
Availability (quantity)	NO			Not relevant for sanitation.
Quality	YES	MICS/DHS (sanitary inspection); utility providers/regulators	JMP + national providers GLAAS/country status overview	Quality of facility **and** of environment
Acceptability	NO	National surveys	National	National relevance of sanitation options
Non-discrimination /equity	YES	MICS/DHS; utility providers; national equity audits	JMP GLAAS /country status overview	Various disaggregations proposed
Participation	YES / NO (disagreement)		GLAAS/country status overview	Difficult to quantify; cannot aggregate to global level
Accountability	YES / NO (disagreement)		GLAAS/country status overview	Difficult to quantify; cannot aggregate to global level
Sustainability	YES / NO (disagree-ment)	MICS/DHS; utility providers	JMP GLAAS/country status overview	What standards for environmental sustainability?
Reliability	YES	Utility providers/ regulators	JMP	
Hygiene practice	YES	MICS/DHS	JMP GLAAS/country status overview	Existence of facility for hand washing with soap or behaviour change

JMP, WHO/UNICEF Joint Monitoring Programme for Water Supply and Sanitation; MICS, Multi-Indicator Cluster Surveys; DHS, Demographic and Health Surveys; GLAAS, Global Analysis and Assessment of Sanitation and Drinking-Water.

Table 5. Relevance of criteria for water*

Criteria	Should be global indicator	Existing information source	Candidate monitoring platform	Comment
Accessibility (physical)	YES	MICS/DHS /utility providers	Global/national by JMP	Clarify distance/time and social access.
Affordability	YES and NO (disagreement)	MICS/DHS (total time or % of income)	National monitoring system (providers - tariff setting) or regional level such as GLAAS/CSO	YES – desirable from equity perspective NO – lacks meaning at global level; cannot reflect all contexts and service levels; hard to define 'affordability'
Availability (quantity)	YES	MICS/DHS/utility providers	Global/national by JMP	Lower limit on usage should be identified for domestic purposes, not just personal consumption
Quality	YES	JMP- MICS DHS (E coli testing, sanitary inspection); utility providers/regulators	JMP +national providers GLAAS/CSO	*E coli* testing need to determine frequency of measurements. What about other quality indicators?
Acceptability	NO	National surveys	National	
Non-discrimination /equity	YES	MICS/DHS; utility providers; national equity audits	JMP GLAAS / CSO	Various disaggregations proposed
Participation	YES / NO (disagreement)		GLAAS/CSO	Difficult to quantify. Cannot aggregate to global level.
Accountability	YES / NO (disagreement)		GLAAS/CSO	Difficult to quantify. Cannot aggregate to global level.
Sustainability	YES / NO (disagreement)	Piped water providers	GLAAS/CSO, SWAp	Already included in other aspects - linkages with reliability, affordability and quantity (e.g. environmental limits, leakage). Difficult to measure sustainability of behaviour change.

Reliability	YES	Utility providers	JMP	Use non-revenue water as a proxy indicator. Seasonal variation in service availability
Hygiene Practice	YES	MICS/DHS	GLAAS/CSO JMP	Related to domestic water (quantity and quality) Existence of facility for hand washing with soap

JMP, WHO/UNICEF Joint Monitoring Programme for Water Supply and Sanitation; MICS, Multi-Indicator Cluster Surveys; DHS, Demographic and Health Surveys; GLAAS, Global Analysis and Assessment of Sanitation and Drinking-Water.

* Note: the information in this Tables 4 and 5 is incomplete and does not reflect a consensus.

In general, all criteria were considered to be relevant for global and/or national monitoring – although for some indicators such as acceptability, participation, accountability and reliability there were questions around whether they can be consistently quantified at the country level, and aggregated to global level in a meaningful way. Hygiene indicators were also considered as they relate to both water and sanitation. It should be noted, however, that the reported results were derived with limited time for discussion and are not based on carefully documented analyses.

Session 4. The roadmap up to 2015 and beyond

The discussion on the roadmap up to 2015 and beyond was moderated by Dr Barbara Evans, University of Leeds, United Kingdom.

The group was reminded of the various relevant key meetings, conferences and political gatherings as milestones over the timeline of the coming three years:

- 16-24 May 2011 – 64th World Health Assembly, Geneva
- 6-9 June 2011 – meeting of the JMP Task Force on Monitoring Drinking-water and Sanitation in Low-income Urban Communities, Nairobi
- 19-21 July 2011 – 3rd African Conference on Sanitation and Hygiene (AfricaSan), Kigali
- 21-26 August 2011 – 21st Stockholm World Water Week
- 9-14 October 2011 – Water Supply & Sanitation Collaborative Council (WSSCC) Global Sanitation Forum, Mumbai
- 21-24 November 2011 – 2nd International Water Association (IWA) Development Conference, Kuala Lumpur
- 12-17 March 2012 – 6th World Water Forum, Marseille
- 4-6 June 2012 – United Nations Conference on Sustainable Development (CSD) Rio +20 Conference, Rio de Janeiro

- August 2012 – 22nd Stockholm World Water Week
- May 2013 – 66th World Health Assembly, Geneva
- September 2013 – Targets discussed and determined at the United Nations General Assembly, New York.

Given the current lack of clarity on the broader process of future target setting, it is important to focus and agree on the underlying issues to be incorporated into the post-2015 monitoring system.

Following this introduction, the participants split into working groups to discuss the elements, process and expected outputs relating to indicator development. The plenary discussion sampled the ideas that were generated in the groups, and the following summary consolidates the information documented by the working groups as the outcome of their discussions.

Working groups: roadmap development

The outcomes with respect to the roadmap are summarized in Table 6 under the main objective to advance the post-2015 monitoring process. This specifically includes the identification of global targets and indicators, and - more broadly - the integration of water and sanitation monitoring with the wider political and environmental agendas. Further details relating to each of these objectives are described in the section that follows.

Advancement of the post-2015 monitoring process

Participants concurred that the first consultation was only the beginning of an important process that is expected to conclude with the successful establishment of post-2015 drinking-water and sanitation goals and targets, and the design and trial of associated indicators, following broad-based consultations. The first step, following the consultation, is for WHO and UNICEF to draft and invite inputs into a roadmap that will meet this objective. Once agreed and finalized, the roadmap, will need to be communicated to a broad audience of stakeholders both directly and indirectly responsible for drinking-water and sanitation systems and services. Up to September 2013, on-going efforts will link with, keep abreast of up-to-date information on, and actively influence the broader United Nations post-2015 monitoring landscape. For ease of communication and coordination, and to aid transparency and inclusion, it was proposed to create a dedicated web platform.

Calls were made by several participants for greater outreach to ensure the representation of developing countries through leadership of high-profile individuals with a proven track record in advocating for development issues and/or in politics. Part of bringing developing countries more fully on board also involves the further development of relationships with regional development banks, who have the resources, in-country presence and strong relationships with governments to contribute crucially to acceptance and implementation of future monitoring efforts.

Questions were also raised on how, and to what extent, we should work with private and non-State providers and capture civil society and media voice in monitoring. There will be important roles for UNSGAB and for UN-Water to support adequate communications within the United Nations system (e.g. around the World Water Forum session in 2012 on

water monitoring) and ensure that the new goals and targets are optimally integrated into the broader framework of international development and human rights goals, and that new indicators link effectively with those for other health goals. These roles will need to be clearly defined in the roadmap.

Table 6. Elements of a roadmap to post-2015 monitoring

Objective	Process / activity	Timeline	Lead / responsibility
Advancement of the design of the post-2015 monitoring process	Single coherent roadmap formulated and agreed	Third quarter 2011	JMP
	Communication strategy for post-2015 process	Fourth quarter 2011	JMP
	Link and communicate with larger United Nations processes and MDG summits	On-going	UNSGAB, JMP
	Web platform for communication of consultation stakeholders	First quarter 2012	JMP
	Increase participation from developing countries, and engage with countries and regions	Fourth quarter 2011- second quarter 2012	JMP, regional banks
	Comprehensive proposal for targets and indicators completed	Fourth quarter 2012	
Identification of global targets and indicators	Create working groups for post-2015 monitoring	Third quarter 2011	JMP, other lead agencies
	Working groups conduct their work (meetings, reviews, research)	Fourth quarter 2011 – Second quarter 2012	Designated working group leads
	Clarify roles and responsibilities on monitoring the 'enabling environment'		JMP / GLAAS
	Broader consultations	First half 2012	JMP
Integration with broader political and environmental agendas	Communicate this process with political bodies and financiers	Fourth quarter 2011 – First quarter 2012	UNSGAB, JMP
	Agree monitoring mandates within United Nations	On-going	JMP, UNSGAB
	Link water, sanitation and hygiene sector to environmental agenda	On-going	Designated organizations

JMP, WHO/UNICEF Joint Monitoring Programme for Water Supply and Sanitation; UNSGAB, United Nations Secretary-General's Advisory Board on Water and Sanitation.

Notes: JMP implies the joint leadership of WHO and UNICEF; the timelines and lead agencies are indicative and not exhaustive, and have not been committed to.

Identification of global targets and indicators

Among the participants and organizations represented, there was widespread agreement on the need to create working groups to identify, prioritize and propose global targets and indicators for post-2015 monitoring in the following three areas: water supply, sanitation, and hygiene.

Other cross-cutting and specific topics that were raised continuously throughout the three days of the consultation, and which require further work, include:

- equity, on account of the highly inequitable nature of water and supply coverage and human development impacts;
- economics, on account of the cost implications and diverse development impacts of the different targets and indicators;
- sustainability, on account of the inconsistent use and application of the term 'sustainability' and the crucial linkages to climate change and resource constraints (e.g. water scarcity, waste reuse);
- the urban context, in particular slums, on account of the increasing populations in urban areas, the nature of the settlement patterns and the related dangers, and the lack of relevance of current indicators for improving urban services (e.g. new indicators are especially needed for piped water quality, wastewater management and sewage/septage management);
- enabling environment, as a key factor in scaling up drinking-water and sanitation services (in particular, because GLAAS and the country status overviews already measure enabling environments, the overlap between JMP's future responsibilities on monitoring sector outputs and GLAAS's current responsibility on monitoring sector inputs and processes needs to be addressed).

There was a proposal for the creation of a working group to deal with the development of indicators adapted for fragile States, as well as a working group to examine new technologies for monitoring water, sanitation and hygiene. There was also a proposal for a technical evidence summit to build consensus on what we know and what we do not know relative to each anticipated dimension of the target.

The group work and ensuing discussion identified a wide range of tasks for the working groups. Generic tasks are listed below:

- Achieve consensus on the appropriate definitions of improved water supply and sanitation that: are measurable; and influence water, sanitation and hygiene policies and implementation. The compatibility and consistency of new (post-2015) targets and indicators with current MDG targets needs to be assessed. Indeed, continuity of reported indicators is vital for enabling performance comparison over time (both for sector needs and representing the sector to the outside).

- Define how the human rights framework can and should be integrated within the post-2015 monitoring framework.
- Propose how global targets should be set and how they should relate to the goal of universal access. Should targets be initially defined globally or should countries be asked to define their own realistic targets, to be consolidated in a global target?
- Consider what indicators will best promote wise and rapid movement towards the targets and goals, with the minimum of perverse incentives being created (such as setting of global targets that do not incentivize some high performing developing countries).
- Identify and evaluate alternate data sources for identified potential post-2015 indicators from:
  - existing questions in nationally representative surveys, such as DHS and MICS;
  - potential new questions (in the case of additional questions in existing surveys, propose indicators and wording for the questions);
  - new surveys designed for improved water, sanitation and hygiene monitoring (such as RADWQ);
  - other country-level data sources, such as regulators, utilities and other surveys.
- For all new data sources, assess the time horizon for availability of baseline data, and the regularity of data collection, as well as the assessment of cost/effort versus benefit for the national and global levels.
- Assess the potential (with strong and weak points) of Internet/technology-sourced data sources.
- Assess the feasibility of integrating other, diverse data sources into global monitoring.
- Examine the feasibility of monitoring non-household sources (public places, schools, health facilities) on a routine basis.
- Review the potential for expanding JMP analyses, such as assessing household coverage of more than one service (what proportion of households have access to both water and sanitation?).
- Determine which indicators are best collected and reported by JMP, and which should instead (or as well) be reported in GLAAS. How can the two mechanisms be most effectively integrated to ensure complementarity?
- Assess linkages between global, regional and local targets, and define mechanism to improve linkages between national and global monitoring.

- Assess the implications of possible recalibration (tightening) of water and sanitation indicator definitions, given the change in coverage figures this may lead to and define how this transition is best managed.
- Define research needs arising from the proposed targets and indicators, and the timescale needed for their accomplishment.
- Draw lessons from history – better understand the role and impact of indicators and targets in past decades.
- Consider the importance of seasonality in quality and quantity of drinking-water, and how such a consideration can or should be incorporated into global and national monitoring.

The working groups should seek inputs from diverse audiences, obtaining regional and country buy-in and ownership, linking to global and regional events (e.g. AfricaSan, Stockholm World Water Week, Water Supply & Sanitation Collaborative Council Global Forum, International Water Association Malaysia, World Water Forum). Partners from developing countries should be invited to play a prominent role in the working groups. Where linkages are possible with sustainability agendas, such as climate change and water scarcity, proposals should be made to take advantage of the synergies emerging from such linkages (e.g. reduce water leakage losses, reduce water pollution, resilience assessment, and financing from the carbon market or carbon funds).

During the meeting, representatives of several organizations made offers to support financially or be involved in the leadership of different working groups. WHO and UNICEF have taken note of these statements, and will follow up with the relevant organizations.

Integration with broader political and environmental agendas

While this element of the roadmap could easily be comprised within the first objective in Table 6, it is also presented as a separate objective to ensure that it receives the level of attention it requires.

Given that the political and environmental agendas are already overburdened, integrating water and sanitation into these agendas presents a considerable challenge. First, some reflection is required on how best to marry water and sanitation with politics, development and the environment. What are the entry points in terms of arguments and issues, and what are the existing political organizations and thematic bodies? A separate but linked discussion will need to take place within the United Nations system on monitoring responsibilities, to increase efficiency in data collection, compilation and analysis, and to increase the policy uptake of evidence. The role of UNSGAB and UN-Water will be pivotal in this regard.

Panel discussion moderated by Dr Clarissa Brocklehurst, Chief, Water, Sanitation and Hygiene Section, UNICEF: The way forward: what is and what is not possible in measuring progress to these targets on the ground?

Professor David Bradley (London School of Hygiene and Tropical Medicine, and Oxford University): Equity and human rights have been the dominant feature of the discussions, and the consultation has highlighted several gaps. The relationship between global and national levels will change in the future. Different forms of monitoring will be needed, such as on hotspots of inadequate coverage. Can the global monitoring system be enlarged to take on the multiple monitoring tasks (e.g. including GLAAS and country status overviews) and act as a clearinghouse for transferring innovations from one country to another? Monitoring in the next 25 years will no longer be static. We need a more dynamic system. Getting improved spatial differentiation is a challenge we need to address.

Mrs Catarina de Albuquerque, United Nations Special Rapporteur on the human right to safe drinking water and sanitation: It has been a breakthrough to get everyone present into this room. Having a technical discussion at global level on how to transform human rights principles into MDG indicators has meant we are starting to understand each other. We need a unified voice and message on monitoring for the post-2015 agenda – we can then get the most out of the different stakeholders in the room. The human rights community can contribute to the water and sanitation sector, such as through high-level meetings. The Special Rapporteur is prepared to help lead a working group on non-discrimination and equity.

Mr Rees Mwasambili, Senior Water and Sanitation Engineer, Water and Sanitation Department, African Development Bank: The next generation of indicators will by necessity be more complex. This discussion is very relevant for the African Development Bank to increase data availability and quality in Africa. At the international level, there must be connection with those on the ground generating the data.

Dr Fred Arnold, Senior Fellow, ICF Macro, USA: Everyone generally agrees that we need to move to water quality monitoring, and it is a matter of what to measure and how. The sanitation MDG is better accepted, although not perfect. The targets need tweaking rather than an overhaul, if only for the sake of continuity. It is important to prioritize requests for new indicators and questions, since the full range of new indicators and questions recommended cannot be accommodated.

Mr Alex McPhail, Lead Water and Sanitation Specialist, World Bank: The message back to the World Bank will be that integration of the human rights framework into sector monitoring does not look too daunting. The proposals reflect what has been talked about for some years in terms of improving indicators. The human rights agenda is consistent with much of the World Bank's recent focus and its emerging policy dialogue. But the question is how to keep the momentum going after this consultation? Who leads? How is the agenda resourced? A big agenda has been identified that may require the World Bank's support going forward.

Mr Paul Reiter, Chief Executive Officer, International Water Association: Within the water community there is a lot of skepticism on the MDG numbers. At this consultation there has been genuine willingness to rethink the system. Is this for real? We are talking about a significant change here, and in a context of potentially diminished funding. A lot of agendas are being played out, and data are essential to achieving them. Human rights gives us considerably greater firepower, and including equity is very positive. We will be better able to shine a light on the slippage in progress in urban areas. However, sanitation indicators are inadequate for urban areas.

Outcome of this consultation

The panellists were asked what single outcome or impression from this consultation they would describe to their colleagues back in the office. The points raised by the panellists and the audience in the closing discussion covered:

- Using the human rights framework can have a real impact on peoples' lives. Human rights monitoring has gone beyond finger pointing and is now constructively helping define MDGs. We need to develop a unified drinking-water and sanitation monitoring system as soon as possible.

- Have we made enough progress in the discussion on hygiene and equity? No, but this meeting has opened the possibility to further examine these issues in the context of post-2015 monitoring.

- We need proposed targets and indicators within 18 months (end-2012) so as not to miss the expected milestones in the United Nations process. Is there a sufficient sense of urgency in moving forward to getting all the inputs required to arrive at the targets and indicators (e.g. statistical, technical, legal)? Many participants felt that there was indeed a sense of urgency, and that this meeting had come at the right time and had moved us forward to the next step. The roadmap cannot be drafted today, but will be taken forward by WHO and UNICEF as a matter of priority.

- It has become clear in these three days that we need much better data for our own needs within the sector, and not just how we sell the idea to the outside. More precise measurements will be absolutely crucial to drive the sector forward – we need perhaps 10 indicators, from which some are selected to represent the sector to the outside. Urban areas present a special challenge to target and indicator selection.

- We need to arrive at a proper consensus now to avoid the wrong choices being made on post-2015 monitoring, and the working groups will need to prioritize from a large number of objectives.

- To meet the various deadlines discussed, is the hiring of a monitoring project manager being considered, and are there resources to do so? In fact, resources are less of a challenge than internally moving things forward in the bureaucracy.

- We need baselines as close as possible to the new start year – which will take considerable time in the case of new indicators needing new data generated (e.g. new questions in DHS and MICS). While this is true, JMP has handled this type of challenge in the past. For example, it has generated baseline values for 1990 based on very limited data for that year. For absolute rather than relative targets, such as universal access, a baseline is not needed.

- Can the human rights community bring resources to ensure we get maximum synergy out of this? Currently, resources have not yet been allocated for human rights monitoring, but at some point in the near future the human rights community will start to look for funds. The non-discrimination and equity working group is of particular interest to the human rights community.

- The UNSGAB group on monitoring is holding a session at next year's 6th World Water Forum. This group has as its objective: "by 2015, to elaborate key quality indicators – which include all major components of the human right to water". It was noted that this UNSGAB initiative needs to be coordinated closely with JMP post-2015 process.

- Having fewer indicators – i.e. focused on access – has helped us in the past. The danger of creating multi-level indicators is that countries focus on the easier ones. Also, a methodological issue posed by the ladder of service delivery concept is how you can monitor people 'climbing' the ladder over time. If attempted, this requires a longitudinal sampling system, which is different from the DHS sampling.

- Empirical research will be needed to see whether the various suggestions on proposed indicators - and ways of monitoring them - will work. This will take time. Therefore, the agenda for this is perhaps the most urgent, since piloting and trials of what works and what does not, and whether data collection is sustainable, cannot be done overnight.

- Having consensus will move things forward much more quickly. One participant mentioned that text for the Fourth United Nations Conference on the Least Developed Countries (LDC-IV) includes "universal access by 2020".

- Strengthening national monitoring is part of the JMP objectives – should this be taken up in the following years? JMP has been committed to capacity building – but this has met with challenges in individual capacity building because of staff turnover, and institutional capacity building is expensive. Regional banks could play a major role in this connection. Monitoring is also a core activity of the World Bank, and can be supported through international development assistance replenishment, through the governance agenda, and through other activities to strengthen national statistics offices.

CONCLUSIONS AND RECOMMENDATIONS

Global targets are popular, not only with the United Nations and among politicians who decide on them, but also among professionals who need some yardstick to measure progress, as well as the beneficiaries who want tools by which to hold their politicians and donors to account.

Goals and targets, and the indicators that measure progress towards these goals and targets, should to be defined to respond to the informational needs of decision-makers at both international and national levels. The monitoring system should feed into decisions on overall resource allocations, targeting of services and selection of interventions to meet equity and coverage goals.

Should the post-2015 targets and monitoring system be left as it is, should it be adjusted, or should it be replaced altogether with a different system? The many criticisms of the current indicators suggested some changes are needed. However, from a pragmatic viewpoint there was a general consensus among participants that an altogether new monitoring system is unnecessary, too difficult to implement and ultimately counter-productive. The existing system can and should be improved to address the concerns that have been repeatedly raised and were reiterated during the consultation. Therefore, the preferred option would be to find a way of recalibrating existing targets, using a range of basic versus more advanced indicators based on the service ladder concept (for definition, see keynote of session 3). This would reflect, where feasible, the most measurable and important human rights criteria. Two linked types of global monitoring would be needed to meet the different needs:

For monitoring future global development targets: to keep basic access in the centre of global targets in the light of the human rights standards and to ensure consistency with current monitoring; to explore the inclusion of more water supply and sanitation indicators; to explore different standards for rural and urban areas; and to propose indicators for capturing the equity dimension.

For more detailed sector and human rights monitoring: to expand the set of indicators using a number of service level and human rights criteria - indicators that would be collected and monitored partially through strengthening the existing national water sector monitoring infrastructure and operations in the rural and urban sub-sectors, and partially through additional human rights monitoring. Non-discrimination and equity would become central components of monitoring. A large number of expectations for indicators were raised during the consultation (e.g. measurable, comparable, policy-relevant, time-bound, cheap to collect) and the challenge for the working groups is to propose indicators that respond best to these expectations.

Furthermore:

Universal coverage of at least basic access to both drinking-water and sanitation services should be among the future targets. This aspiration was common among participants both within the sector as well as those representing the human rights community. However, there was no consensus on whether this question would be relevant for post-2015 development goals, given that the time horizon for future goals remains unclear and thus the attainability of any 100% goal among a new set of goals is doubtful.

Given that sanitation is more off-track globally than drinking-water, it was recommended that 'sanitation' should be placed before 'water' in the text of any new goals or targets.

Given their centrality in development, many participants concurred with the proposal of exploring whether water and sanitation can be raised to the level of a 'goal' (under the current MDG classification). On the other hand, there might be merit in keeping water and sanitation under environmental sustainability because - with Rio +20 on the horizon - there will likely be a new global environment agenda from which the water and sanitation sector may benefit.

The importance of raising a hygiene behaviour indicator to the level of a target was emphasized on several occasions: a hygiene task force will assess the feasibility of formulating an appropriate global target for hygiene, with corresponding indicators.

Future indicators could distinguish between urban and rural areas. Urban-specific indicators should preferably capture intra-urban disparities or distinguish between urban and periurban or slum areas.

As well as the longer time horizon of future targets (expected to be between 15 and 30 years), it is necessary to set interim 5-yearly targets to motivate as well as hold to account politicians and sector leaders for the medium-term political and planning horizon. Note that accountability is through two separate but linked commitments by governments – commitments to achieving future development goals, and commitments to human rights.

The crucial role that nationally owned and led monitoring systems play in sector development was raised as a key issue that cannot be ignored in sector monitoring post-2015. National systems should be based on local monitoring and decision-making needs. However, given the enormity of this task and the limited JMP resourcing, other sector partners will continue to play a major role in developing national monitoring capacity.

Reporting of sub-indicators for a range of marginalized groups was also considered crucial to measuring impact. Wherever relevant and possible, concerns of non-discrimination and equity related to fulfilling the right to access to water and sanitation should be reflected in future indicators.

Next steps

The consultation commended WHO and UNICEF and thanked the host government for their vision in organizing this consultation at this time, when there is a real opportunity to shape the future of drinking-water and sanitation monitoring.

The key elements of the roadmap were outlined in session 4:

1. advancement of the post-2015 monitoring process;
2. identification of global targets and indicators;
3. integration with broader political and environmental agendas.

These three elements should be developed over the coming 6-12 months in a coordinated manner (see Table 6). Specifically, WHO and UNICEF should lead or oversee the following activities as a matter of priority (in chronological order):

- Circulate the meeting report among participants and confirm the conclusions of the consultation.
- Share the report with the Steering Committee of the Sanitation and Water for All partnership and other key stakeholders.
- Agree on the composition of a larger consultative group for taking the post-2015 process forward – ensuring a stronger representation of developing countries, including the human rights community and key regional partners such as development banks, and representatives from bilateral cooperation – and establish a consultative process and communication platform. This will include:
    - formulating and circulating a roadmap, a work plan and a communication strategy, including resourcing plans and offers of contributions;
    - establishing terms of reference and membership for a limited number of working groups for development of post-2015 targets and indicators, including issues such as equity, economics and global versus national monitoring, either as cross-cutting issues within the water, sanitation and hygiene working groups, or as stand-alone but linked working groups;
    - establishing a peer and partner group made up of high-calibre individuals, led by developing countries, who are able and ready to challenge world leaders and conventional wisdom;
    - defining research needs arising from the preceding components, and the time scale needed for their accomplishment.
- Sensitize sector professionals and politicians on the integration of the human rights framework into post-2015 water and sanitation monitoring.
- Seek early feedback from (selected) countries on the proposed new targets and indicators, before the proposals are taken to countries through the official United Nations process.
- Identify and lobby relevant decision-makers from the larger development and environment community on the specific process and timelines for agreeing future water and sanitation targets within the broader process of deciding future (global) development goals. To succeed in this, it was suggested that short key advocacy messages should be formulated, in coordination with (selected) United Nations Member States, including both developing and developed countries .

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ANNEX B: APPROVED AGENDA AND PROGRAMME OF WORK

Tuesday 3 May 2011

08:30 Registration

09:00 **Opening** of the Consultation
Opening statements by UNICEF and WHO, with Franz Marré as Master of Ceremonies

09:20 **Procedural matters**: adoption of the agenda and programme of work, objectives and expected outputs, getting to know your table partners, arrangements for chairing, rapporteuring and moderating, review of background documents

Robert Bos, WHO

Relevant documents: concept note, proposed annotated agenda and programme of work, tentative list of participants, participants' bio data

09:40 **Consultation keynote address**
Lessons learned from monitoring progress towards the MDG 7c Target for water supply and sanitation, and the implications for future targets and monitoring

Jamie Bartram, the Water Institute, University of North Carolina

10:00 Refreshments

10:30 **Session 1. The lay of the monitoring land**

Relevant objectives:

- The current global drinking-water and sanitation monitoring landscape reviewed, and its strengths and weaknesses discussed;
- Interested parties informed about the WHO/UNICEF JMP, UN-Water/WHO GLAAS and the WSP Country Status Overviews.

Relevant documents:
JMP 2010 progress report, GLAAS 2010 report; reports of the JMP Task Force meetings on Sanitation and Methods, and on Monitoring Drinking-water Quality; JMP and GLAAS strategies; WSP CSO reports, recent publications by Jan Vandemoortele.

10:30 **Session Keynote**
The Decade, MDGs and their targets: the broad picture, and where to go after 2015

Jan Vandemoortele

10:50 – 12:00 **Presentations**

10:50 Monitoring the MDG water and sanitation target: an historical perspective
Tessa Wardlaw, UNICEF

11:05 The role and value of the JMP for the drinking-water and sanitation sector
Clarissa Brocklehurst, UNICEF

11:20 Global Analysis and Assessment of Sanitation and Drinking-water (GLAAS) – monitoring the enabling environment

Federico Properzi, WHO

11:35 Country Status Overviews (CSOs) – monitoring the enabling environment at the country level

Eddy Perez, WSP

11:50 The UNSGAB position on monitoring

Gérard Payen, discussant (UNSGAB)

12:00 – 12:55 **Plenary discussion**: the drinking-water and sanitation target of the MDG7, Perspectives on where we have done well and what can be done better

Plenary discussions led by Gérard Payen (UNSGAB)

12:55 Brief introduction on arrangements for the evening's boat trip

13:00 -14:00 Lunch

14:00 **Presentation**

14:00 National perspectives

Roland Werchota, GIZ, Kenya

14:15 **Panel discussion**: national perspectives on targets and the process of indicator development

Moderated by Fred Arnold (ICF Macro)
Panel members from Burkina Faso, China, Nigeria, Kenya and USA

15:00 Refreshments

15:25 **Session 2. The human right to water and sanitation**

Relevant objectives:

- The human right to water and sanitation explained to an audience of water and sanitation policy-makers, and practitioners, with details on the underlying principles, the mechanisms to exert the right and national implementation plans;
- A common understanding created of the relevance of criteria in the framework for the human right to water and sanitation for global monitoring of progress in water and sanitation

Relevant documents: resolutions adopted by the UN General Assembly and by the UN Human Rights Council; Closing the "escape hatch" – a toolkit to monitor the progressive realization of economic, social and cultural rights by Eitan Feldner; The dark side of human rights, by Onora O'Neill

15:25 **Session keynote**: the Human Right to Water and Sanitation: what, why, how and monitored by whom?

Catarina de Albuquerque, Special Rapporteur

15:50 – 16:25 **Panel discussion**: better understanding the Human Right to Water and Sanitation

Moderated by Christoph Merdes (BMZ)

Panel members: Mac Darrow (UNOHCHR, Geneva); Ashfaq Khalfan (Amnesty International, UK); Catarina de Albuquerque (Special Rapporteur, Portugal)

16:30 – 17:15 **Debate**: From a practical perspective, the criteria contained in the Human Right to Water and Sanitation are of little value for a meaningful global monitoring of water and sanitation after 2015.

Moderated by Zeinab Badawi (BBC World)
In favour of the motion: Graham Alabaster (UN-Habitat), Professor David Bradley (LSHTM), Professor Frank Rijsberman (B&MGF)
Against the motion: Ashfaq Khalfan (Amnesty International, Tom Slaymaker (WaterAid), Nina Odenwälder (GIZ)

Wednesday 4 May 2011

09 :00 Recapitulation of day 1 by the rapporteur

09:15 **Session 3. Setting the scope and boundaries**

Relevant objectives:
- A common understanding created of the scope and boundaries of the post-2015 water and sanitation targets;

Relevant documents: Formulating post-2015 targets and indicators of sustainable access to safe drinking-water and basic sanitation, prepared by Elizabeth Horn-Pathanothai (UNICEF); Millennium Development Goals and the water target: details, definitions and debate, by Osman A. Dar and Mishal S. Khan.

09:15 **Session keynote**: Taking a service delivery approach to progress monitoring in water supply and sanitation
Ton Schouten, IRC International Water and Sanitation Centre

09:35 **Presentation**: Targets, indicators and data collection mechanisms
Tessa Wardlaw (UNICEF) and Gareth Jones (JMP/GLAAS SAG Member)

09:55 **Working groups**

Working groups to discuss: various aspects of the scope, boundaries, focus and priorities of post-2015 targets – what are the scope, the timeline, and the focus, and the mechanism to link national and global datasets? How can the correct balance between sanitation and drinking-water monitoring be maintained and where does hygiene fit in? What mechanisms can be used to keep monitoring anchored in the sector?

10:30 -11:00 Refreshments with
Statement by Dr Hans-Jürgen Beerfeltz, State Secretary, Federal Ministry for Economic Cooperation and Development (BMZ), delivered by Dr Friedrich Kitschelt, Director-General for Africa, Federal Ministry for Economic Cooperation and Development (BMZ)

11:45 Feedback from the working groups to the plenary, discussions led by Barbara Evans.

12:30 Lunch

14:00 **Panel discussion**: targets, scope and boundaries
Moderated by Dick van Ginhoven (DGIS)
Panel members: Archana Patkar (WSSCC); Catarina Fonseca (IRC); Manuel Thurnhofer (SDC); Anupma Jain (ADB)

14:45 **Presentations**: Some cross-cutting issues in relation to targets

14:45 The role of economic evaluation

Guy Hutton, Switzerland

15:00 Discriminatory obstacles

Lucinda O'Hanlon, UNOHCHR

15:15 Refreshments

15:45- 17:00 **Wrap up**: plenary discussion on the practical implications of options for global targets - information sources, economics, regional obstacles to certain target elements, past trends, baseline setting, others.

Wrap-up discussions led by John Borrazzo (USAID)

Thursday 5 May 2011

09:00 Recapitulation of day 2 by the rapporteur

09:15 **Session 4. The roadmap up to 2015 and beyond**

Relevant objectives:
- A process of related indicator development designed, and a roadmap agreed towards having functional indicators ready for use by 2015.

Relevant documents: Formulating post-2015 targets and indicators of sustainable access to safe drinking-water and basic sanitation, prepared by Elizabeth Horn-Pathanothai (UNICEF); draft Resolution on Water, Sanitation and Health for the 64th World Health Assembly; Strategies for the safe management of drinking-water for human consumption, Report by the Secretariat (WHO)

09:15 **Discussions at the individual tables**: lessons learned – what conditions are to be met and what steps to be taken to prepare for drinking-water and sanitation monitoring after 2015?

09:45 **Plenary discussion** led by Barbara Evans: feedback from the tables

10:15 **Working groups** to discuss: the process of developing indicators, including components, data collection mechanisms and other modalities, leading to a roadmap.

12:00 **Plenary discussion** led by Barbara Evans: feedback from the working groups

12:30 Lunch

14:00 **Session 4. The roadmap up to 2015 and beyond (continued)**

14:00 **Panel discussion**: The way forward: what is and what is not possible measuring progress to these targets on the ground?

Clarissa Brocklehurst (UNICEF)
Panel members: Alexander McPhail (World Bank);
Catarina de Albuquerque (Special Rapporteur);
Rees Mwasambili (AfDB); Paul Reiter (IWA);
Fred Arnold ICF Macro)); David Bradley (LSHTM)

14:45 **Presentation draft roadmap**
Final plenary discussion roadmap, conclusions and recommendations

15:30 Closure of the consultation

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ANNEX C: LIST OF DOCUMENTS

Session 1

WHO/UNICEF JMP 2010 progress report

UN-Water GLAAS 2010 report

Report of the JMP Task Force meeting: Sanitation and Methods

Report of the JMP Task Force meeting: Monitoring Drinking-water Quality

JMP Strategy 2010-2015

GLAAS Strategy 2010-2015

The MDG Story: Intention denied, by Jan Vandemoortele

The Millennium Development Goals and Development after 2015, by Nana Poku and Jim Whitman

If not the Millennium Development Goals, then what? by Jan Vandemoortele

Session 2

Human rights obligations related to access to safe drinking-water and sanitation. Note by the Secretary-General, General Assembly document A/65/254

The human right to water and sanitation, Resolution 64/292 adopted by the United Nations General Assembly

Human rights and access to safe drinking-water and sanitation. Resolution adopted by the Human Rights Council at its 15th session, Resolution 15/9, A/HRC/RES/15/9

The Human Right to Safe Drinking-water and Sanitation, Human Rights Council 16th session, document A/HRC/16/L4

Human Rights criteria explained, adapted from the Report of the Independent Expert, Catarina de Albuquerque, A/HCR/15/3/31/Add.1

Information Note on Human Rights and MDGs – Consultation on Developing Post-2015 Indicators for Monitoring Drinking-water and Sanitation (Berlin,3-5 May,2011)

Closing the escape hatch: a toolkit to monitor the progressive realization of economic, social and cultural rights, by Eitan Felner

The dark side of human rights, by Onora O'Neill

Session 3

Millennium development goals and the water target: details, definitions and debate, by Osman A. Dar and Mishal S. Khan

Formulating post-2015 targets and indicators of sustainable access to safe drinking-water and basic sanitation, a literature review prepared by Elizabeth Horn-Pathanothai (UNICEF)

Session 4

Formulating post-2015 targets and indicators of sustainable access to safe drinking-water and basic sanitation, a literature review by Elizabeth Horn-Pathanothai (UNICEF)

Strategies for the safe management of drinking-water for human consumption. Report by the Secretariat, World Health Assembly Document 64/24, 2011

Draft Resolution for the 64th World Health Assembly: Drinking-water, Sanitation and Health