

Revising the eThekwini Commitment Indicators

Draft Concept Note for Review [02/04/12]

Background

Progress against the sanitation MDG is off track globally, with Sub-Saharan Africa significantly lagging behind with only 30% access to improved sanitation. In 2002, the first AfricaSan conference took place with the overall goal to accelerate sanitation and hygiene work in Africa in fulfilment of the MDGs. The second AfricaSan conference (AfricaSan +5, 2008) produced a Ministerial statement, the eThekwini Declaration making important commitments by African Governments to improve sanitation and get African countries on track to meet the sanitation MDG. AMCOW had the mandate to report back on progress against these commitments and did so during the third AfricaSan conference in Kigali, 2011 (AfricaSan 3).

Monitoring eThekwini for AfricaSan 3

After AfricaSan +5, efforts were made to develop eThekwini commitment indicators and criteria with which to measure them. These indicators formed the basis of in-country reviews and self-validation, which led to the first all-Africa eThekwini monitoring, reported at AfricaSan 3 (http://www.wateraid.org/documents/africasan_2011_traffic_light.pdf).

This all-Africa monitoring showed that countries have substantively met the eThekwini indicators (see table below). However on closer examination and analysis of country preparation meeting data it is clear that in some cases the original indicators and criteria do not adequately measure *implementation* of the eThekwini commitments. For example, previous monitoring indicators and criteria captured the existence of national sanitation plans, but not the second half of the commitment which calls for steps to be taken to ensure national sanitation programs are on track.

Other commitments were not included in the all-Africa eThekwini monitoring – for example the commitment to use effective and sustainable approaches and that to build and strengthen capacity for sanitation and hygiene implementation.

2011 eThekwini Monitoring – proportion of commitments met by region

Central	55%
East	71%
South	62.5%
West	71%

To address these issues Ministers at AfricaSan 3 recommended - through the sanitation taskforce - to:

1. Review and propose indicators for those targets for which no indicators exist where necessary
2. Refine indicators for those targets which have now largely been met
3. Test and consult widely on the proposed new indicators and
4. To report back at the next AfricaSan meeting using the new proposed indicators

A further drawback in the eThekwini progress monitoring process is that the lead ministry for reporting is often Water, which in several cases has no responsibility for sanitation. Aligning the measurement of the eThekwini Commitment Indicators with an existing and on-going sanitation monitoring process at country level would help address this reporting issue.

Proposed Methodology

Aligning the measurement of the eThekwini Commitment Indicators with an existing and on-going process at country level will standardise the monitoring process as well as ensure that results make the best use of existing evidence and are internally validated.

Two on-going processes exist at country level: the AMCOW Country Status Overview (CSO) scorecards and the UN-Water Global Annual Assessment of Sanitation and Drinking-Water (GLAAS report)¹. Both these processes include indicators that capture eThekwini Commitments and in some cases provide more depth to be able to gauge the degree to which the sector is *implementing* commitments.

In few cases where an eThekwini commitment is broad and there is no single indicator that directly measures it, a composite score averaging two or more existing indicators is proposed. An example of this would be the gender commitment - *to recognize the gender and youth aspects of sanitation and hygiene, and involve women in all decision making levels so that policy, strategy and practice reflect gender sensitive approaches to sanitation and hygiene* – which would be measured using a combined score made up of a) whether national sanitation policies / strategies include specific provisions for women and b) the percentage of sanitation personnel made up of women

Proposed new eThekwini indicators and criteria are shown in the table on pages 4-6. All country specific commitments are included. Three of the original commitments are not included, as they do not specifically target country government action, rather regional bodies, donors and other non-state actors. These are:

- | | | |
|-----|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------|
| 1. | To bring the messages, outcomes and commitments made at AfricaSan 2008 to the attention of the African Union at its 2008 Heads of State and Government Summit to raise the profile of sanitation and hygiene on the continent. | AU Heads of State endorsed the eThekwini commitments at the 11 th Ordinary Session, 2008, Sharm el Sheik |
| 2. | To support the leadership of AMCOW to track the implementation of the eThekwini Declaration and prepare a detailed report on progress in mid 2010, when AMCOW will provisionally host a follow-up AfricaSan event. | All-Africa eThekwini monitoring completed by AMCOW and reported at AfricaSan 3, 2011 |
| 11. | To give special attention to countries or areas which are emerging from conflict or natural disasters | Directed to donors' (and NGOs') engagement in fragile states. |

As a baseline, indicators will be drawn from the 2012 GLAAS report (2011 data) and the CSO2 (2009/10 data). However there may be an opportunity to incorporate all eThekwini indicators into the next round of the Country Status Overviews, thereby streamlining the process. The baseline would be drafted through desk review during the second quarter of 2012, and countries given the opportunity to present evidence and supplement information through regional dialogue and meetings in the final quarter 2012 or first quarter 2013.

Both CSO2 and GLAAS report on sanitation indicators for urban and rural settings individually. An average weighted² urban : rural score will be presented for the eThekwini monitoring overview (examples in Annex 1), with the advantage that the data could also be presented for urban and rural settings independently to allow for more detailed analysis.

Where both the CSO2 and the GLAAS contain similar indicators, CSO2 data will be used. The rationale for this is that the CSO2 has complete data sets for 33 Sub-Saharan Africa countries (accounting for 95% of the total population) whereas the GLAAS has only 29 and some data may not be complete. The CSO2 scorecards also detail the source of evidence used to generate the score, offering a more robust validation.

¹ For more information on CSO and GLAAS see annex 3.

² Weighted scores calculated using the urban : rural proportions according to Joint Monitoring Programme, Progress on Sanitation and Drinking Water, 2012 update

It should be noted that, such a review of the indicators and criteria would render previous and future monitoring non-comparable; there would need to be a distinct shift between eThekweni monitoring 2008-11 and eThekweni monitoring 2011-2015. Annex 1 shows how this change would affect different countries.

Proposed new eThekweni Indicators and Criteria

eThekweni Commitments on Sanitation		New indicator	Criteria			Score
			High (1)	Medium (0.5)	Low (0)	
3a	To establish, review, update and adopt national sanitation and hygiene policies within 12 months of AfricaSan 2008	Is there a rural / urban sanitation policy agreed by stakeholders and approved by cabinet (either gazetted as part of a national policy or as a stand alone policy)	Policy agreed and gazetted	Policy yes, but not agreed or gazetted	No policy	
3b	To establish one national plan for accelerating progress to meet national sanitation goals and the MDGs by 2015,	Is there a sanitation plan (roadmap, strategy, eThekweni action plan, AfricaSan 3 Priority Action plan, SWAp etc) including clear roles and responsibilities, financing plan, timeframes and M+E system.	Defined and implemented	Being defined	None	
3c	and take the necessary steps to ensure national sanitation programs are on track to meet these goals	Is there an annual review in place to monitor subsector performance and to set new targets / undertakings?	Review and setting of new undertakings	Review but no setting of new undertakings	No review or setting of new undertakings	
4	To increase the profile of sanitation and hygiene in Poverty Reduction Strategy Papers and other relevant strategy related processes	Are there rural / urban sanitation targets in the PRSP or national development plan?	Yes	No	No PRSP or national development plan	
5a	To ensure that one, principal, accountable institution takes clear leadership of the national sanitation portfolio	Is there a government agency with a clear mandate to lead and coordinate the policy development and planning of the rural / urban sanitation and hygiene subsector?	Lead agency coordinating the sector	Coordination but no lead agency	No lead agency and no coordination	
5b	To establish one coordinating body with specific responsibility for sanitation and hygiene, involving all stakeholders, including but not limited to those responsible for finance, health, water, education, gender and local government	Is the ministry of education/health/water participating in sanitation coordination?	Yes, very active	Yes, fairly active	No	

6a	To establish specific public sector budget allocations for sanitation and hygiene programs	Is there a separate and clearly defined budget line for sanitation?	Yes, at both national and local level	Yes, at either national or local level	No	
6b	(our aspiration is that) these allocations should be a minimum of 0.5% of GDP for sanitation and hygiene	Total sanitation allocations (CSO2 numeric data) as a proportion of GDP (world bank)	TBC	TBC	TBC	TBC
7a	To use effective and sustainable approaches, such as household and community led initiatives, marketing for behaviour change, education programs, and caring for the environment,	Please estimate the population covered by demand-led approaches to sanitation over the past five years	TBC	TBC	TBC	
7b	(which make a) specific impact upon the poor, women, children, youth and the unserved	Has the impact of equity policies on the achievement of sanitation targets for vulnerable and marginalized groups been measured to ensure these groups have adequate access?	Results measured and success shown in progressing to targets	Results measured and little progress to targets shown	Results not measured	
8	To develop and implement sanitation information, monitoring systems and tools to track progress at local and national levels	Is there a national information system that covers sanitation and that is used to inform decisions/ strategy and resource allocation for sanitation?	Yes and used	Under development	No	
8b	(and to) work with global and regional bodies to produce a regular report on Africa's sanitation status, the first of which to be published by mid-2010	Are the national sanitation commitments made at regional and global level monitored? (MDGs, regional sanitation conferences, eThekwini and Sharm-el-Sheik for Africa)	Yes, progressed assessed ad publicly reported	Yes, but not reported publicly	No	
9	To recognize the gender and youth aspects of sanitation and hygiene, and involve women in all decision making levels so that policy, strategy and practice reflect gender sensitive approaches to sanitation and hygiene	Do national sanitation policies / strategies include specific provisions for women, including menstrual hygiene management needs?	Yes, and refers to MHM needs	Yes, but does not refer to MHM needs	No specific provision	
		What percentage of sanitation personnel is made up of women?	More than 50%	10-50%	Less than 10%	

10	To build and strengthen capacity for sanitation and hygiene implementation, including research and development, and support knowledge exchange and partnership development	Do national sanitation strategies or sector reviews address or have targets for human resources?	Yes, and HR programs are implemented	Yes, but HR programs still under development	No
		Does the government have a private sector development program for rural / urban sanitation?	Yes and is effective	Developing	None

Annex 1 Comparison of 2008-11 monitoring with 2012-15 monitoring baseline

Kenya

eThekwini Commitments on Sanitation		eThekwini monitoring 2008-11 [Traffic Lights Document]	eThekwini monitoring 2012-15 [Baseline]
3a	To establish, review, update and adopt national sanitation and hygiene policies within 12 months of AfricaSan 2008		1
3b	To establish one national plan for accelerating progress to meet national sanitation goals and the MDGs by 2015,		1
3c	and take the necessary steps to ensure national sanitation programs are on track to meet these goals	Not monitored	1
4	To increase the profile of sanitation and hygiene in Poverty Reduction Strategy Papers and other relevant strategy related processes		0.5
5a	To ensure that one, principal, accountable institution takes clear leadership of the national sanitation portfolio		0.5
5b	To establish one coordinating body with specific responsibility for sanitation and hygiene, involving all stakeholders, including but not limited to those responsible for finance, health, water, education, gender and local government		Not available (yet)
6a	To establish specific public sector budget allocations for sanitation and hygiene programs		1
6b	(our aspiration is that) these allocations should be a minimum of 0.5% of GDP for sanitation and hygiene		Not available (yet)
7a	To use effective and sustainable approaches, such as household and community led initiatives, marketing for behaviour change, education programs, and caring for the environment,	Not monitored	Not available (yet)
7b	(which make a) specific impact upon the poor, women, children, youth and the unserved	Not monitored	0
8	To develop and implement sanitation information, monitoring systems and tools to track progress at local and national levels		1
8b	(and to) work with global and regional bodies to produce a regular report on Africa's sanitation status, the first of which to be published by mid-2010	Not monitored	Not available (yet)
9	To recognize the gender and youth aspects of sanitation and hygiene, and involve women in all decision making levels so that policy, strategy and practice reflect gender sensitive approaches to sanitation and hygiene		Not available (yet)
10	To build and strengthen capacity for sanitation and hygiene implementation, including research and development, and support knowledge exchange and partnership development	Not monitored	0.5

Mozambique

eThekwini Commitments on Sanitation		eThekwini monitoring 2008-11 [Traffic Lights Document]	eThekwini monitoring 2012-15 [Baseline]
3a	To establish, review, update and adopt national sanitation and hygiene policies within 12 months of AfricaSan 2008		0.62
3b	To establish one national plan for accelerating progress to meet national sanitation goals and the MDGs by 2015,		0.5
3c	and take the necessary steps to ensure national sanitation programs are on track to meet these goals	Not monitored	0
4	To increase the profile of sanitation and hygiene in Poverty Reduction Strategy Papers and other relevant strategy related processes		1
5a	To ensure that one, principal, accountable institution takes clear leadership of the national sanitation portfolio		0.5
5b	To establish one coordinating body with specific responsibility for sanitation and hygiene, involving all stakeholders, including but not limited to those responsible for finance, health, water, education, gender and local government		Not available (yet)
6a	To establish specific public sector budget allocations for sanitation and hygiene programs		0.5
6b	(our aspiration is that) these allocations should be a minimum of 0.5% of GDP for sanitation and hygiene		Not available (yet)
7a	To use effective and sustainable approaches, such as household and community led initiatives, marketing for behaviour change, education programs, and caring for the environment,	Not monitored	Not available (yet)
7b	(which make a) specific impact upon the poor, women, children, youth and the unserved	Not monitored	0
8	To develop and implement sanitation information, monitoring systems and tools to track progress at local and national levels		0.5
8b	(and to) work with global and regional bodies to produce a regular report on Africa's sanitation status, the first of which to be published by mid-2010	Not monitored	Not available (yet)
9	To recognize the gender and youth aspects of sanitation and hygiene, and involve women in all decision making levels so that policy, strategy and practice reflect gender sensitive approaches to sanitation and hygiene		Not available (yet)
10	To build and strengthen capacity for sanitation and hygiene implementation, including research and development, and support knowledge exchange and partnership development	Not monitored	0.41

Central African Republic

eThekwini Commitments on Sanitation		eThekwini monitoring 2008-11 [Traffic Lights Document]	eThekwini monitoring 2012-15 [Baseline]
3a	To establish, review, update and adopt national sanitation and hygiene policies within 12 months of AfricaSan 2008		0.5
3b	To establish one national plan for accelerating progress to meet national sanitation goals and the MDGs by 2015,		0
3c	and take the necessary steps to ensure national sanitation programs are on track to meet these goals	Not monitored	0
4	To increase the profile of sanitation and hygiene in Poverty Reduction Strategy Papers and other relevant strategy related processes		1
5a	To ensure that one, principal, accountable institution takes clear leadership of the national sanitation portfolio		0
5b	To establish one coordinating body with specific responsibility for sanitation and hygiene, involving all stakeholders, including but not limited to those responsible for finance, health, water, education, gender and local government		Not available (yet)
6a	To establish specific public sector budget allocations for sanitation and hygiene programs		0
6b	(our aspiration is that) these allocations should be a minimum of 0.5% of GDP for sanitation and hygiene		Not available (yet)
7a	To use effective and sustainable approaches, such as household and community led initiatives, marketing for behaviour change, education programs, and caring for the environment,	Not monitored	Not available (yet)
7b	(which make a) specific impact upon the poor, women, children, youth and the unserved	Not monitored	0
8	To develop and implement sanitation information, monitoring systems and tools to track progress at local and national levels		0.5
8b	(and to) work with global and regional bodies to produce a regular report on Africa's sanitation status, the first of which to be published by mid-2010	Not monitored	Not available (yet)
9	To recognize the gender and youth aspects of sanitation and hygiene, and involve women in all decision making levels so that policy, strategy and practice reflect gender sensitive approaches to sanitation and hygiene		Not available (yet)
10	To build and strengthen capacity for sanitation and hygiene implementation, including research and development, and support knowledge exchange and partnership development	Not monitored	0.31

Annex 2 eThekwini Commitments on Sanitation

1. To bring the messages, outcomes and commitments made at AfricaSan 2008 to the attention of the African Union at its 2008 Heads of State and Government Summit to raise the profile of sanitation and hygiene on the continent;
2. To support the leadership of AMCOW to track the implementation of the eThekwini Declaration and prepare a detailed report on progress in mid 2010, when AMCOW will provisionally host a follow up AfricaSan event;
3. To establish, review, update and adopt national sanitation and hygiene policies within 12 months of AfricaSan 2008; establish one national plan for accelerating progress to meet national sanitation goals and the MDGs by 2015, and take the necessary steps to ensure national sanitation programs are on track to meet these goals;
4. To increase the profile of sanitation and hygiene in Poverty Reduction Strategy Papers and other relevant strategy related processes;
5. To ensure that one, principal, accountable institution takes clear leadership of the national sanitation portfolio; establish one coordinating body with specific responsibility for sanitation and hygiene, involving all stakeholders, including but not limited to those responsible for finance, health, water, education, gender, and local government;
6. To establish specific public sector budget allocations for sanitation and hygiene programs. Our aspiration is that these allocations should be a minimum of 0.5% of GDP for sanitation and hygiene;
7. To use effective and sustainable approaches, such as household and community led initiatives, marketing for behavior change, educational programs, and caring for the environment, which make a specific impact upon the poor, women, children, youth and the unserved;
8. To develop and implement sanitation information, monitoring systems and tools to track progress at local and national levels and to work with global and regional bodies to produce a regular regional report on Africa's sanitation status, the first of which to be published by mid-2010;
9. To recognize the gender and youth aspects of sanitation and hygiene, and involve women in all decision making levels so that policy, strategy and practice reflect gender sensitive approaches to sanitation and hygiene;
10. To build and strengthen capacity for sanitation and hygiene implementation, including research and development, and support knowledge exchange and partnership development;
11. To give special attention to countries or areas which are emerging from conflict or natural disasters.

Annex 3 AMCOW Country Status Overviews and UN-Water Global Annual Assessment of Sanitation and Drinking-Water

AMCOW Country Status Overviews

The first round of Country Status Overviews (CSO1) published in 2006 benchmarked the preparedness of sectors of 16 countries in Africa to meet the water supply and sanitation MDGs based on their medium-term spending plans and a set of 'success factors' selected from regional experience. Combined with a process of national stakeholder consultation, this prompted countries to ask whether they had those 'success factors' in place and, if not, whether they should put them in place.

The second round of 32 Country Status Overviews (CSO2) was commissioned by the African Ministers' Council on Water (AMCOW) to shed light on the political, institutional, and financial factors which underpin progress in the water supply and sanitation sector. The CSO2 built on both the method and the process developed in CSO1. The 'success factors' have been supplemented with additional factors drawn from country and regional analysis to develop the CSO2 scorecard. Together these reflect the essential steps, functions and results in translating finance into services through government systems - in line with Paris Principles for aid effectiveness. The data and summary assessments have been drawn from local data sources and compared with internationally reported data, and, wherever possible, the assessments have been subject to broad-based consultations with lead government agencies and country sector stakeholders, including donor institutions.

Development of the CSO2 was led by the World Bank administered Water and Sanitation Program (WSP) in collaboration with the African Development Bank (AfDB), the United Nations Children's Fund (UNICEF), the World Bank and the World Health Organization (WHO).

For more information see <http://www.wsp.org/wsp/content/pathways-progress-status-water-and-sanitation-africa>

UN-Water Global Annual Assessment of Sanitation and Drinking-Water

The Global Analysis and Assessment of Sanitation and Drinking-Water (GLAAS) is a UN-Water initiative implemented by the World Health Organization (WHO). The objective of UN-Water GLAAS is to provide policy makers at all levels with a reliable, easily accessible, comprehensive and global analysis of the evidence to make informed decisions in sanitation and drinking-water.

With over 2.6 billion people living without access to improved sanitation facilities, and nearly 900 million people not receiving their drinking-water from improved water sources, UN-Water GLAAS highlights where efforts stagnate in achieving the Millennium Development Goal Target 7.C.–to halve, by 2015, the proportion of people without sustainable access to safe drinking-water and basic sanitation. It also highlights the post-2015 challenges that need to be addressed by the United Nations system to collectively support its Member States.

The first GLAAS report brought together survey data from 42 countries and 27 external support agencies and overlaid this information, together with information from other databases, on the data presented by JMP on access to and use of basic sanitation and safe drinking-water.

For more information see http://www.who.int/water_sanitation_health/glaas/en/