What next for the development goals beyond 2015?

Food for thought illustrated by the case of access to water in Chad
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The year 2015 will mark the completion of the Millennium Development Goals, which have led, since the beginning of the Millennium, the efforts of the international community in the field of development aid. 2013 is a landmark for the entire international community, in preparation for post-2015. It is not only about assessing the outcomes, measuring the progress that has been achieved, identifying the delays, pointing out the failures or unfulfilled engagements, but also to think about a new development framework which would give the international community the coherence and momentum it desperately needs. Major challenges still need to be addressed in order to ensure access for all to essential basic services and reduce poverty and inequalities.

Secours Islamique France is committed, alongside other civil society actors, to reflecting on how to prepare for the agenda post-2015. By relying on its field experience in Chad and focusing on the case of access to water and sanitation, this report aims to illustrate the positions developed by the organisation in conjunction with its partners, Coalition Eau and the World Action against Poverty.

What conclusions can be drawn up of the efforts that have been undertaken to reach the targets in terms of access to water and sanitation in Chad? What lessons can be learned for the future? What elements should be put forward to significantly improve the living conditions of the most vulnerable?

By answering all these questions, the Secours Islamique France has drawn up the foundations for a future development framework.
1. A leverage effect on policies and funding

An undeniable political mobilisation...

From a general point of view, the adoption of the Millennium Development Goals (MDG) in 2000 appears to have allowed some progress in fighting against poverty at the international level. Three years before the deadline in 2015, the United Nations announced that three out of the 21 targets set by the eight MDGs had been reached:

- Halving extreme poverty (MDG 1)
- Improving the living conditions of over 200 slum dwellers (MDG 7). According to the United Nations report, in 2000, 39% of urban dwellers in the world were living in slums, against 33% in 2010.
- Halving the number of people who do not have access to water (MDG 7).

Although these results should be considered with care, especially in light of persisting strong disparities, progress has benefited hundreds of millions of people around the world. The simplicity and clarity of the MDGs, based on concrete and measurable results, have led to mobilising and raising awareness of stakeholders at all levels. States, governments, the public and private sectors, civil society, all have relied on this framework, and felt bound by the need to be accountable to the entire international community regarding the progress achieved in various indicators.

Moreover, the MDGs have been a useful means to empower and encourage states to adopt frameworks or strategies which are likely to promote progress towards the achievement of specific goals. However, in general, the state’s recognition through a political, legal and institutional framework is essential because it then promotes the development of specific frameworks with sustainable and potentially binding interventions.

In Chad, as in other developing countries, the MDGs were integrated to the country’s national policy through strategic and measurable goals which must be reached within a specific timeline. Stakeholders at all levels are aware of the implications of the MDGs and key strategic tools have been developed in the field of Water. For instance, Chad’s Integrated Framework for Water Supply and Sanitation (SDEA) ensured efforts in the field of access to water were more visible and consistent. Moreover, monitoring mechanisms arising from the MDG’s approach have led to the development of a complementary strategy.
tation development, taking into consideration the delays in this area.

The recognition by the United Nations in 2010 of the right to water as a fundamental human right and essential for the full practice of all the other human rights is a great tool because it requires states to take the necessary steps to make this right a reality.

Over the past decade, many commitments have been made by donor governments to contribute to the development of Least Developed Countries. Thus, during the 2003 Evian summit, the G8 that was then chaired by France and was strongly committed to double ODA by the end of 2009 in order to achieve the sub-goal of MDG 7 related to Water supply and sanitation. In 2005, during the G8 summit in Gleneagles, member states pledged to increase by 49 Billion USD, and to allocate 0.7% of their national wealth to ODA. Today, the conclusion is clear. Although efforts have been made, the commitments made by developed countries were not fulfilled.

In 2012, according to recent figures published by the OECD, total ODA accounted for only 0.29% of the cumulated Gross National Income of donor countries that is 125.6 billion USD and a 4% decrease compared to 2011, marking the second consecutive year of regression. At the same time, the bilateral assistance to Sub-Saharan Africa decreased by...

The new development framework for post-2015 must take into account the new right to Water and should refer to it in order to tie international development policies to a human right’s based approach.

Dokoubou Joseph Rodolphe the Regional representative of the Ministry of Urban and Rural Hydraulics of the region of N’djamena, Chari Bagruimi and Hadjer Lamis in Chad.

7.9% in real terms compared to 2011. France, which is amongst the 5 countries that gave the biggest aid, in terms of volume, witnessed the decrease of its cumulated GNI’s percentage by 1.6%, and so fell back one place in the donor countries ranking (11th place).

In May 2010, Coalition Eau published a study analysing the French bilateral aid for 2000-2007 period, including some recommendations expressed in conjunction with the 2012 deadline.

It mainly concerns the mobilisation for:

- The clarification of the French commitments in the Water and Sanitation sector.
- The establishment of an annual report about OAD, in addition to a more asserted political engagement on the theme of water.
- The increase of bilateral aid budgets in order to reach 100 million Euros in 2013.
- The priority targets among the Least Developed Countries and the most vulnerable populations.

The New Sources of Funding

The mobilisation of new sources of development funding, in addition to the OAD must be amplified, in both North and South, through new initiatives such as creating funds dedicated to specific intervention sectors (health, water, food, etc.), or the action of local authorities in decentralised operation.

Thus, in February 2010 within the framework of the 10th European Development Fund (EDF), the New European Water Facility was launched. Provided with a budget of 200 million Euros, the funds is formed by three components endowed with 40 to 110 million Euros, respectively dedicated to the realization of MDGs, to the reinforcement of capacities, and the construction of infrastructures in the sector of Water, Sanitation and Hygiene (WASH).

Still in the sector of Water, in 2005 France adopted the Oudin Santini law allowing local authorities, water agencies and other public establishments specialised in Water and Sanitation to allocate up to 1% of the annex budget of their water and sanitation services to international cooperation actions.

The tax on financial transactions for which pleaded several organizations of the civil society, came into effect in France on August 1st 2012 and should be extended to another 11 countries of the European Union. However, it seems that the tax has brought in twice less profit than expected in 2012. Besides, the NGOs intend to make sure that tax’s benefit won’t be embezzled from objectives other than actions of international solidarity.

The new post-2015 development framework should rely on sufficient funding which give the priority to the most disadvantaged zones and populations and are articulated around clear commitments, in a foreseeable and transparent manner, for example, through budget programming law for ODA. New funding sources must be promoted without embezzling their income from objectives other than achieving the goals that the international community set itself. Innovative mechanisms should encourage linking actors at the local level.

Mobilising the national budgets of developing countries

The sustainability of progress achieved depends on the ability of states that receive international aid flows to mobilize their own financial resources, in particular through national budgets. The case of Chad shows that, in this area, further efforts can be undertaken to reduce its dependence towards international aid, which remains far too high.

In 2010, the state’s investments in the domain of rural hydraulics identified by the country’s Department of Water, represented 16% of the infrastructures realised in the area of urban and semi-urban hydraulics and 5% of the total work realized in rural hydraulics. Moreover, in rural areas, 98% of the funding of the Chadian state is dedicated to construction of infrastructure while a tiny part is left to reinforce

the capacity of local actors, whilst the mobilization and participation of local actors to projects concerning them is in fact an essential guarantee of the equipments’ good functioning and sustainability. Generally, the emergence of solutions from the local level is essential to develop public proximity services responding to local concern. However, while several local authorities don’t have the human, technical, administrative and financial means to ensure the service’s efficiency, a significant part of the funding must be allocated to the reinforcement of the local actors’ technical, social and economic abilities.

Financial contribution of the people

The users’ financial contribution is an essential condition to promote ownership and appropriate management of projects and resources. Taxing the services of Water and Sanitation provisioning is a key element in the politics aiming at globalizing the equitable, affordable and sustainable access to these services, notably by guaranteeing a sensible and efficient use of the resource.

The pricing of water services, as it is the case for several other public services in developing countries must be based on the simple principle of costs recovery and must also take into account local conditions in terms of purchasing power and vulnerability.

In Chad, the question of the populations’ financial contribution remains problematic and the instructions of the Integrated Framework for Water Supply and Sanitation (SDEA), about this point, are still fuzzy in rural areas and are translated by disparities in the prices applied by the different actors. Above the psychological price of water in Chad, the cultural factor seems also to have a compelling impact on the establishment of water pricing.

The establishment of water management committees recommended by the SDEA is a positive alternative when these committees are well managed and operational.

> The local authorities’ role in funding essential services must be integrated in thinking about financing, notably through pricing, levying taxes intended to recovering costs or obtaining loans to have capital. In Chad, this dimension is still insufficiently taken into account and should be incorporated to the ongoing decentralisation process.

> The public authorities’ investments, the collectivities’ decentralized financial contribution, an even minimal monetary contribution coming from volunteers, are many actions promoting the work quality and essential to its sustainability, which should be more encouraged in the future framework of post 2015 development.
2. A contrasted impact in the field

Has the Water target been reached?

In Chad, the state's mobilisation, as well as the NGOs', private societies and other actors of water and sanitation sector, aiming at achieving the sub-goal 7 permitted non-negligible progress and global improvement of people's living conditions of populations. Between 2000 and 2011, the numbers announced by the Chadian state show an important progress with a rate of access to water growing from 20.9% to 42.9%. The target stated within the framework of the Millennium Development Goals (60% in 2015) therefore seems within easy reach.

» Thanks to the progress achieved so far, it happens to have three points of water in the same rural zone. The water points are now placed, in average, 500 meters far from the residences. Moreover, the time spent doing chores has been reduced significantly, allowing children to go more often to school and allowing women to spend more time carrying out income-generating activities. »

In development, water occupies a central and cross-cutting place because access or inaccessibility to this essential good has direct repercussions on food, health, education, or people's equilibrium. The progress announced in Chad had positive consequences that went beyond the only sub-goal 7 Objective.

A major delay in sanitation

The progress achieved in access to drinking water must not obscure the important delay in sanitation, a domain where the target fixed by the end of 2015 will not be reached.

The situation in Chad is emblematic. In this country, between 2000 and 2010, the rate of access to essential sanitation services improved by 7% to 12%, which is far from the 35% target for 2015\(^2\), and the investments needed to achieve the MDGs are evaluated at about 520 million Euros.

According to the Chadian authorities, sanitation in rural areas is backwards and the numbers are revealing: “Only 6% of families use an improved pit latrine, when 10.6% of families use a rudimentary pit latrine and 88% use nature as toilets”\(^3\). Moreover, the collection of garbage in rural as well as in urban areas, in addition to wastewater treatment, are part of the identified jamming points. The number of latrines to be built in the country is estimated at more than one million, and the supplementary dumps needed for the MDGs’ achievement at 315\(^4\).

> The efforts carried out to achieve the target related to access to Water in Chad are considerable and have undoubtedly improved the day-to-day life of a part of the population. This observation doesn’t apply to sanitation, a sub-sector where, at least, equivalent efforts should be made to improve the lives of millions of people whose dignity has been negatively impacted.

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13. Ibid. p.35
14. Ibid.
1. Decompartmentalising the approach

Water, a key aspect of human development

Field actors like Secours Islamique France daily observe the central place and the cross-cutting impact of Water on human development. Thus, insalubrious water carries water-borne diseases that can sometimes be too virulent, such as diarrhea, cholera, hepatitis A or fluorosis. These diseases prevent children from going to school, and in worst cases, they can lead to death. More than 5,000 children under the age of five die daily in the world from diarrheal diseases, that is 1.7 million children per year, diarrhea being the second cause of children’s mortality.

In rural areas for example, fetching water constrains women and children who go down to it daily, preventing them respectively from developing income generating activities or from going to school. The lack of access to education is another consequence of the lack of access to Water and Sanitation, less directly visible but which has heavy consequences on development.

The work initiated in the domain of rural hydraulics in Chad shows how the water’s quality has direct consequences on populations’ health. Thus, an evaluation initiated by the SIF’s teams in rural areas in Chad, in the village of Tourba, illustrates the considerable impact of lack of access to drinking water:

- the source of the water used by the village is unhealthy and carries water-borne diseases - consequence to health;
- women and children are compelled to fetch water, which prevents them from developing income generating activities (for women) and from going to school (for children);
- the costs of maintenance of the traditional well are too high, which impacts the economic development, since the money used could be invested in developing other income generating activities – consequence to development;
- and the lack of drinking water is responsible for the harvesting drop and is source of malnutrition.

This evaluation also highlights the seasonal singularity of this village. It shows that each village is unique, with its own issues and demonstrates the need to adapt solutions of access to water to local special features. It is based on the evaluations’ results and the returns from field experiences that the majority of actors involved in development aid points to the fact that the current MDGs do not adequately incorporate the issue of interdependence between the different sectors of development that are targeted in a divided way.

This view is shared by a committee of the London International Development Centre and carried by the PhD student J. Waage who denounces beyond the partitioning of sectors, the competition that takes place between some sectors, particularly for obtaining funds to meet the targets set by the MDGs. It is an anti-productive effect to the detriment of vulnerable populations and finally going, even, contrary to the main development paradigms.

> Interdependence between the different sectors must be better taken into account in the next development framework, and water, by its fundamental nature, must occupy a central place.
2. Better consideration of disparities and vulnerabilities

Some inequalities have been exacerbated by the MDGs

The MDGs have been constructed on a logic that does not allow to effectively understand the disparities and inequalities. However, despite notable progress, we notice an increase of such disparities in some regions of the World, or even within countries, between different regions or population groups. Sub-Saharan Africa is one example, and three years from the deadline, contrast with other parts of the world is worrying. The continent is categorized as “backwards” on 3 of the 8 MDGs and “on the right track” on the others, in particular including the sub-goal 7 target which relates to Water and Sanitation17.

But we notice significant inequalities within the sector of Water and Sanitation. In 2010, five years before the deadline, the United Nations declared that the sub-goal of MDG 7 target was reached. Yet, today, 11% of the world population is 785 million people still lack access to an improved source of water and 2.5 billion people live without basic sanitation. 14 countries in the world, with more than 3/4 in sub-Saharan Africa are subjected to a situation where less than 50% of the population has access to an improved source of water. India and China recorded between them almost half of the world’s progress in achieving the MDG 7 in 2010 with respectively 522 million and 457 million of additional people using improved sources of drinking water18, making even more striking the contrast with the situation in sub-Saharan Africa. Only 46% of the rural population in this region of the world has access to drinking water against more than 80% of the urban population19. Disparities between rural and urban areas in sub-Saharan Africa, especially in Chad are particularly striking.

Beyond the geographic and economic inequalities, women remain the main people in charge of fetching water in the majority of countries where this activity still exists. This reflects the lack of gender equality in Africa, and although it is improving in certain areas like parliamentary representation, it remains far from perfect20. According to a study conducted between 2006 and 2009 in 25 countries of sub-Saharan Africa, only 23% of men are concerned with fetching water against 62% of women21. Disabled people and the elderly are generally excluded and widely forgotten in improving access to water and sanitation, as confirmed by a study of Handicap International.

The MDGs approach was not inclusive enough with the consequence of the risk to leave aside the most vulnerable. Indeed, even if the target on water is considered to be reached, 40% of the population still does not have access to an improved source of water, and we can say that in fact it is about the most vulnerable categories and the most difficult to target, so those should finally be the first beneficiaries from development calls.

3. Improving monitoring and stakeholder participation

Indicators that overlook the qualitative approach

The simplicity of the MDG approach has certainly constituted a force in terms of visibility issues and actors mobilization. However, the fact of relying on primarily quantitative targets and indicators does not measure the quality and sustainability of the implemented projects and programmes. In addition, the fact of relying on highly overall data at the national level masks, indeed, the disparities discussed above.

In Chad for example, the published figures related to the progress of access to water in rural and urban areas or the number of wells drilled in each village. But they do not measure the number of wells actually working, the quality of water available or more, the impact on the populations’ living conditions. Moreover, in some areas, the maintenance of wells and the availability of spare parts can be problematic. Chadian authorities admit that this is a real problem and not properly taken into account by the MDGs but also assure that: «the Chadian government implements all the means to achieve the MDGs and also assures the good quality of works and the distributed water. The water regional planning has also recommended the establishment of management committees run by the populations and should promote appropriation of the carried out water points...»

22. Mr Dokoubou Joseph Rodolphe, regional representative, Ministry of urban and rural hydraulics of the regions of N’Djamena, Chari and Bagruimi Hadjer Lamis in Chad.
An essential inclusion of beneficiaries

The sustainability of implemented programs depends a lot on the reality of the involvement of local actors, including users themselves, but also entrepreneurs and local technicians or decentralized local authorities.

This is to promote the participation of different actors by structuring their coordination and ensuring the role of women, particularly within the community management committees.

> The new framework for post-2015 development should ensure the participation of stakeholders through a series of actions, including a breakdown of the budgets allocated taking into account the priority.
Convergence of development challenges and a sustainable management of water resources

The weakness of the MDGs approach lies in its failure to link the challenges of sustainable management of water resources to the challenges of access to water for all. However, preserving and sustainably managing the resource is interdependent with issues of development and poverty reduction.

The current situation in sub-Saharan Africa reflects the whole challenge of a necessary reconciliation between these two fundamental components. The Sahel region (Mauritania, Mali, Niger, Chad, Sudan etc.) suffers from a very unpredictable climate and is highly vulnerable to droughts and floods. Droughts generate decreases in production, losses of livestock and extreme shortages of drinking water. This has dramatic consequences in terms of food insecurity and malnutrition. «By 2025, 1.8 billion people will live in countries or regions vulnerable to water shortages in absolute terms (less than 500 m³ per person per year), and two-thirds of the world population could be exposed to water stress conditions (between 500 and 1000 m³ per person per year)».

Alongside climate change, most countries in the Sahel region have had a very high population growth over the past 20. For example, Chad’s annual population growth rate grew from 2% in 1970 to about 3.5% in 2013, which led to fall in the amount of water available per capita and has fuelled fears of shortages.

The case of Lake Chad is a good illustration of the scarcity of water resources: in 1960, Chad, Niger, Nigeria and Cameroon shared an area which was then estimated between 19 000 and 26 000 km². However, today the area has shrunk to between 2500 and 8000 km²! The lake’s disappearance would have dramatic consequences for the millions of people who are dependent on it but also for the surrounding flora and fauna. All these elements support Coalition Eau’s main recommendation for the need to adopt a Universal Development Goal on Water which would incorporate all of these components.

> The next development framework will bring together the two water components as a development objective: on the one hand, improved access to drinking water and sanitation for all, the use as well as preservation and from the other hand, the sustainable and effective management of water resources.
Focus: Progresses towards the MDG target on access to water seen in the field, meeting with Serge Yomba, SIF’s Mission in Chad

The impact of the MDGs in the field

In recent years, many actions have been maintained to improve access to water and sanitation in Chad particularly in rural areas, with advances, that are, on the whole positive, but in the field, obstacles still exist and actions could be optimized.

For example, the country has a framework document of the regional planning for Water and Sanitation recently completed by the document of analysis and prospects of Water and Sanitation sector for the period 2010-2015 with the objective of providing the most recent data for assessment and monitoring of improvements regarding access to water in Chad. However, we have to keep in mind that the statistical data collection in the field is still difficult and that sometimes the numbers do not reflect well the reality. More financial and human resources have to be devoted to data collection since it is an essential basis for action.

Moreover, the legal and institutional framework should be strengthened for water and sanitation in Chad, as well as coordination in monitoring work, management and maintenance of achievements. Too often, it is the operators themselves who evaluate their own achievements. The representation of the Ministry of Water in the field, in the region, should be further strengthened, especially in the most remote areas.
Overall, the report of the implementation of the Millennium Development Goals remains ambivalent and important challenges should be taken up for the post 2015 period, in particular to better take into account disparities and strive to include the most vulnerable in the achieved progress. 2013 is a year of intense reflection and discussion around what should be the future development framework after the end of 2015. The actors of the international community, governments, multilateral institutions, civil society, are widely mobilized to prepare for the United Nations General Assembly on September 23rd, 2013, which will be the official forum for discussion on the post 2015 agenda.

A high-level panel was tasked to provide a report to the Secretary General of the United Nations. Different consultation processes (National, Thematic and Global Conversation) are organized to enrich analysis and make the process participatory and inclusive. A task group was also designated in connection with the Sustainable Development Goals (SDGs), resulting from RIO +20. Moreover, position papers will be published at the level of the European Union and Commission during the first half of 2013.

As far as civil society is concerned, different initiatives have been created to raise awareness among public opinion on this issue and organize at the same time the reflection among stakeholders, particularly through the international campaign «Beyond 2015» which actively participates in the approach implemented by the UNDP (United Nations Development Programme). In France, it is the World Action against Poverty (GCAP) that coordinates the consultation of the French civil society in close partnership with the Coordination SUD platform. Since it is essential that civil society’s actors, including NGOs, are closely involved in the conception of the post-2015 development framework agenda, but also in the monitoring of its implementation that Secours Islamique France, alongside its partners of the Coalition Eau, were involved in this analyses. We plead in particular for the following points:

> the new framework should be participatory and inclusive;
> the new framework will have to take into account the existing disparities between countries and within a same country, with objectives adapted to regional, national, local contexts and better defined indicators;
> national development plans must be established and the involvement of communities directly concerned by these plans should be a fundamental element;
> the approach should be based on human rights;
> universal access to basic social sectors should be a priority and their interdependence must be better taken into account;
> more funding should be mobilised by respecting past commitments and promoting innovative funding sources;
> we ask for water to be a key feature of the new approach, through the adoption of a universal development goal on water which will:
  • promote the implementation of the right to water through improved, universal, equitable, affordable and sustainable access to drinking water, sanitation and hygiene;
  • ensure water resources are used, preserved and managed efficiently and sustainably.

CONCLUSION & RECOMMENDATIONS

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