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Information paper 10

**Draft scorecard framework to monitor progress
in achieving equitable access to water and sanitation**

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Introduction

The mandate of the ad-hoc Expert Group on Monitoring Progress in Achieving Equitable Access to Water and Sanitation in the pan-European Region is to develop and test a tool¹ that could be used by government and stakeholders to establish a baseline, track progress, and prompt discussions on further actions to be taken in order to achieve equitable access to water and sanitation.

The tool will be presented in a final document, which will represent the final output of the work of the Expert Group. It is suggested that final output document follows the structure presented in Table 1.

Table 1. Suggested Structure of the Expert Group’s Final Output Document

Section	Purpose	Content, sources	Size
1a – Introduction: Equitable access to water and sanitation	To provide an introduction to the topic	Based on the executive summary of the “No One Left Behind” document	Max. 5 pages
1b– Introduction: Tracking progress towards equitable access	To provide an introduction to the document, highlighting its aim, scope, potential and limitations.	Based on the concept note, the experience of the pilot countries and input from members of the Expert Group	Max 5 pages
2 – Scorecard framework for tracking progress	To provide a framework to assess a country/region/city situation as regards actions to achieve equitable access	Final version of this document. It is suggested to identify a maximum of 20 scoring indicators, and dedicate a maximum of one page per scoring indicator.	Max 20 pages
3 – How to interpret the results of applying the scorecard framework	To provide guidance on how to interpret the results of the scoring exercise, and how to use them for benchmarking, policy advocacy, and accountability purposes	Based on the experience of the pilot countries and input from members of the Expert Group	Max 5 pages
4 – Case studies: the pilot exercises	To document the experiences of the pilot exercises in using the scorecard framework	Description and analysis of the experience of the country piloting exercises, focusing on general and process aspects	Max 10 pages

Aim and limitations of this document

This document presents the first draft of the tool to be developed by the Expert Group. Thus, it represents a first draft of section 2 of the final output document. It is intended merely as background for discussion at the first meeting of the Expert Group. It should be read together with the project concept note as well as the draft terms of reference for the country pilots that will help to test the tool.

As highlighted above, the scorecard framework aims to be a tool that could be used by government and stakeholders to establish a baseline, track progress, and prompt discussions on further actions to be taken in order to achieve equitable access to water and sanitation.

The scorecard framework does not aim to provide a fully comprehensive assessment of the extent to which water and sanitation is equitable in a country/region/city. Rather it focuses on selected issues and indicators that together could provide a “good enough” overview of the situation at different time points, and thus allow the tool to accomplish its specific aim.

Achieving equitable access and keeping access equitable is contingent on a well-functioning water and sanitation sector. The scorecard framework, however, will focus only on the issues directly related to equitable access outcomes and not on the overall functioning of the water and sanitation sector. The

¹ In this document the tool will be named “scorecard framework”.

scorecard framework does not focus either on other circumstances that may impinge on access to equitable access and sanitation, such as water resources governance.

General structure of the scorecard

The suggested general structure of the scorecard framework is as follows:

1. The scorecard framework identifies 20 targets. Accomplishment of each target is evaluated against a set of three indicators². Each indicator can be assigned a score of 0, 1 or 2.
2. The 20 targets are grouped under four headings, following the structure of the “No One Left Behind” document:
 - a. Sector governance (5 targets)
 - b. Geographical disparities in access (4 targets)
 - c. Access by vulnerable and marginalized groups (7 targets)
 - d. Affordability issues (4 targets)
3. Each target is presented in one page. Each page includes:
 - a. Target and target rationale to which the set of scoring indicators is linked
 - b. Set of scoring indicators linked to the target
 - c. Space for justifying the scores
 - d. Options to carry out the scoring (means of verification)
 - e. Illustrative example of the use of the scoring methodology in the pilot countries (once the pilot country exercises have been carried out).
4. A summary scorecard sheet is available to provide the total score for each target

² As an exception, in this proposal target 2.4 is tracked by only one indicator.

Scorecard Section 1. STEERING GOVERNANCE FRAMEWORKS TO DELIVER EQUITABLE ACCESS TO WATER AND SANITATION

Suggested targets

- 1.1 Equitable access to water and sanitation is recognized as an important issue in the country/region/city
- 1.2 There is a strategic framework for achieving equitable access
- 1.3 Sector financial policies contribute to achieving and maintaining equitable access
- 1.4 All users and right-holders are empowered
- 1.5 Water operators are responsive to equitable access needs

Target	PEq1.1. Equitable access to water and sanitation is recognized as an important issue in the country/region/city				
Target rationale	Achieving equitable access to water and sanitation requires a change in the way many stakeholders operate, organise their resources, and relate to each other. The recognition of equitable access to water and sanitation as an important issue would help, and in many contexts will be a pre-requisite, for those changes to happen.				
Indicators		Yes = 2	To some extent = 1	No = 0	Means of verification
	The key actors are aware of equitable access issues				Official documents
	The key actors have committed to address equitable access issues				Official documents Conclusions of stakeholder workshop
	National/local legislation reflects international commitments				Conclusions of stakeholder workshop
Score justification	(to be filled during the piloting exercises)				
Illustrative example of the use of the scoring in the pilot countries	(to be included after the piloting exercises are carried out and analysed)				

Target	1.2 There is a strategic framework for achieving equitable access				
Target rationale	Although progress is achieved through individual initiatives, a strategic framework is needed to ensure that the whole water and sanitation sector (and the whole public administration more generally) contributes to achieving equitable access.				
Indicators		Yes =2	To some extent =1	No =0	Means of verification
	Progress in closing equity gaps has been evaluated and published, and accountability mechanisms have been created				Official documents
	Equitable access targets have been set, responsibilities for achieving them have been identified and allocated, the required financial resources have been assessed and the sources of funding identified, and awareness-raising and capacity-development initiatives have been developed				Conclusions of stakeholder workshop Official documents
	Linkages between access to water and sanitation and other public services are well understood, and spaces for discussion and coordination by competent authorities have been created				Conclusions of stakeholder workshop Official documents
Score justification	(to be filled during the piloting exercises)				
Illustrative example of the use of the scoring in the pilot countries	(to be included after the piloting exercises are carried out and analysed)				

Target	1.3 Sector financial policies contribute to achieving and maintaining equitable access				
Target rationale	Financial resources will have to be spent to implement the initiatives needed to achieve the equitable access targets. At the same time, the overall policies steering sector revenue and expenditures may have large positive and negative impacts on achieving equitable access. In some countries, sector financing is dependent to a large extent on development partner support and there is scope to increase the contribution of this support to achieving equitable access.				
Indicators		Yes =2	To some extent =1	No = 0	Means of verification
	The financial resources needed to achieve equitable access targets have been identified, made available and spent				Official documents
	Financing strategies for the WSS sector take equity issues into account both in the revenue side (tariff policy, subsidy policy) and the expenditure side (allocation of expenditures)				Official documents
	Development partners active in the sector have identified equitable access to water and sanitation as a key aspect of their financial support to the sector, and are allocating their support accordingly				Development partner documents
Score justification	(to be filled during the piloting exercises)				
Illustrative example of the use of the scoring in the pilot countries	(to be included after the piloting exercises are carried out and analysed)				

Target	1.4 All users and right-holders are empowered				
Target rationale	Water and sanitation users and right-holders should not be considered merely the beneficiaries of access to water and sanitation. They have roles to play in demanding, shaping, and maintaining equitable access to water and sanitation.				
Indicators		Yes =2	To some extent =1	No = 0	Means of verification
	There are effective mechanisms in place to ensure that users are able to play an active role in managing the level of access that they receive and the costs that they pay (e.g. participatory mechanism in WSS infrastructure and service planning, metering)				Conclusions of stakeholder workshop
	There are effective mechanisms in place to ensure that users are able to influence the solutions chosen to meet their water and sanitation needs (e.g. public participation and accountability mechanisms)				Conclusions of stakeholder workshop
	There are effective mechanisms in place to ensure that users are aware of their rights and the options for exercising them as well as their duties (e.g. public awareness and information campaigns)				Conclusions of stakeholder workshop
Score justification	(to be filled during the piloting exercises)				
Illustrative example of the use of the scoring in the pilot countries	(to be included after the piloting exercises are carried out and analysed)				

Target	1.5 Water operators are responsive to equitable access needs				
Target rationale	National and local governments set public policy objectives, but operators (whether public or privately-owned) can have substantial influence over key variables.				
Indicators		Yes =2	To some extent =1	No = 0	Means of verification
	Water operators face monetary and/or non-monetary incentives (whether positive or negative) to ensure that their investment plans favor providing access to those lacking it				Official documents Conclusions from stakeholder workshop
	Water operators face monetary or non-monetary incentives to ensure that people from vulnerable and marginalized groups receive the same level of customer service as other customers				Official documents Conclusions from stakeholder workshop
	Water operators face monetary and/or non-monetary incentives (whether positive or negative) to ensure that tariff levels and structures are designed to ensure affordability by all				Official documents Conclusions from stakeholder workshop
Score justification	(to be filled during the piloting exercises)				
Illustrative example of the use of the scoring in the pilot countries	(to be included after the piloting exercises are carried out and analysed)				

Scorecard Section 2. REDUCING GEOGRAPHICAL DISPARITIES

Suggested targets

- 2.1 Geographical disparities in access are reduced
- 2.2 Public policies support the reduction of access disparities between geographical areas
- 2.3 Public policies support the reduction of price disparities between geographical areas
- 2.4 External support for the sector targets areas that lag behind

Target	2.1 Geographical disparities in access are reduced				
Target rationale	Access to improved water and sanitation in rural areas in the pan-European region is 10% lower than for urban areas. Geographical disparities in access (including wastewater treatment) need to be reduced if equitable access is to be achieved.				
Indicators		Yes = 2	To some extent = 1	No = 0	Means of verification
	There are reliable official statistics on access to water and sanitation disaggregated by geographical area				Conclusions of stakeholder workshop
		Less than 3% =2	Between 3% and 10% =1	Above 10% = 0	
	The disparity in access to water supply between urban areas and rural areas has been reduced to				Official statistics
	The disparity in access to sanitation between urban areas and rural areas has been reduced to				Official statistics
Score justification	(to be filled during the piloting exercises)				
Illustrative example of the use of the scoring in the pilot countries	(to be included after the piloting exercises are carried out and analysed)				

Target	2.2 Public policies support the reduction of access disparities between geographical areas				
Target rationale	Public policies can play a major role in reducing disparities in access between geographical areas, and in particular in increasing access in rural areas.				
Indicators		Yes =2	To some extent =1	No = 0	Means of verification
	The policy framework provides incentives for the development and adoption of appropriate technical solutions for service delivery in rural areas				Official documents Conclusions of stakeholder workshop
	The policy framework supports the development of comprehensive and integrated approaches to service delivery in rural areas				Official documents Conclusions of stakeholder workshop
	Sector financial policies mobilise sufficient resources to close the access gap (either through direct public investment or through cross-subsidy schemes)				Official documents Conclusions of stakeholder workshop
Score justification	(to be filled during the piloting exercises)				
Illustrative example of the use of the scoring in the pilot countries	(to be included after the piloting exercises are carried out and analysed)				

Target	2.3 Public policies support the reductions of price disparities between geographical areas				
Target rationale	Public policies can play a major role in reducing price disparities in between geographical areas.				
Indicators		Yes =2	To some extent =1	No = 0	Means of verification
	Price benchmarking tools (e.g. affordability indicators, tariff reference values) are available				Official documents
	Public subsidies are targeted to those areas that face higher costs of service provision				Official documents
	There is cross-subsidisation between localities with high-cost and low-cost of provision –either through explicit cross-subsidisation schemes between service areas or implicit cross-subsidisation (allowed by a sector organisation that combines in a single service area localities with high and low cost of provision)				Official documents
Score justification	(to be filled during the piloting exercises)				
Illustrative example of the use of the scoring in the pilot countries	(to be included after the piloting exercises are carried out and analysed)				

Target	2.4 External support for the sector targets areas that lag behind				
Target rationale	In some countries, development partners are key providers of funding for water and sanitation infrastructure. There is often scope to reallocate the funding to accelerate access in geographical areas that lag behind.				
Indicators		More than 75% = 2	Between 25% and 75% = 1	Less than 25% = 0	Means of verification
	Development partners active in the sector target a significant share of their financial resources for the sector to support increasing access in geographical areas that lag behind				Development partner documents
Score justification	(to be filled during the piloting exercises)				
Illustrative example of the use of the scoring in the pilot countries	(to be included after the piloting exercises are carried out and analysed)				

Scorecard Section 3. ENSURING ACCESS FOR VULNERABLE AND MARGINALISED GROUPS

Suggested targets

- 3.1 The poorest have the similar levels of access to water and sanitation than the rest of the population in the country/region/city
- 3.2 Water and sanitation policies prioritise and address the needs of vulnerable and marginalised groups
- 3.3 There is an integrated policy response to lack of access by vulnerable and marginalised groups
- 3.4 All persons with special physical needs have access to water and sanitation
- 3.5 All users of institutional facilities and all institutionalised persons have access to water and sanitation
- 3.6 All persons without access to private facilities have access to public facilities
- 3.7 There is no people living in housing without access to water and sanitation in neighbourhoods where access is available

Target	3.1 The poorest have similar levels of access to water and sanitation to the rest of the population in the country/region/city				
Target rationale	Monitoring progress on improving access to water and sanitation tends to focus on the average, while the poorest segments of the population often have far lower levels of access.				
Indicators		Yes = 2	To some extent = 1	No = 0	Means of verification
	There are reliable official statistics on access to water and sanitation disaggregated by quintiles				Conclusions of stakeholder workshop
		Less than 5% =2	Between 5% and 10% =1	More than 10% = 0	
	The gap in access to an improved, safe and sustainable drinking water source between the poorest fifth of the population and the average is				
	The gap in access to improved, safe and sustainable sanitation between the poorest fifth of the population and the average is				
Score justification	(to be filled during the piloting exercises)				
Illustrative example of the use of the scoring in the pilot countries	(to be included after the piloting exercises are carried out and analysed)				

Target	3.2 Water and sanitation policies prioritise and address the needs of vulnerable and marginalised groups				
Target rationale	There are many vulnerable and marginalized groups (VMGs), each with their own needs and facing different barriers to achieving equitable access and thus requiring differentiated solutions.				
Indicators		Yes =2	To some extent =1	No = 0	Means of verification
	The water and sanitation policy recognizes the special and differentiated needs of VMGs, and data on access to water and sanitation by different VMGs is regularly collected				Official documents
	Water and sanitation authorities have put in place specific mechanisms (including participation by representatives of VMGs) to identify and address the needs of the different VMGs				Official documents Conclusions of stakeholder workshop
	Public water and sanitation budgets have been reviewed from the perspective of ensuring access by VMGs, and sufficient funding has been secured to implement the activities designed to address the needs of VMGs				Official documents Conclusions of stakeholder workshop
Score justification	(to be filled during the piloting exercises)				
Illustrative example of the use of the scoring in the pilot countries	(to be included after the piloting exercises are carried out and analysed)				

Target	3.3 There is an integrated policy response to the lack of access by vulnerable and marginalised groups				
Target rationale	Achieving access to water and sanitation by vulnerable and marginalised groups (VMGs) is not the exclusive responsibility of the water and sanitation sector stakeholders. Public authorities and other stakeholders in the social inclusion and social protection, education, health, prison, and sectors also need to be involved so that social programmes also contribute to address this challenge and an integrated policy response is articulated.				
Indicators		Yes =2	To some extent =1	No = 0	Means of verification
	The formulation of relevant non-WSS policies (social inclusion and social protection, education, health, prisons, and housing) reflects their role in achieving equitable access to water and sanitation				Official documents
	Mechanisms for collaboration across public agencies in the water and sanitation, social inclusion and protection, education, health, prison, and housing sectors have been established and are effectively used				Official documents Conclusions of stakeholder workshop
	Integrated programmes to deal with access to water and sanitation by VMGs have been designed and are being effectively implemented				Official documents Conclusions of stakeholder workshop
Score justification	(to be filled during the piloting exercises)				
Illustrative example of the use of the scoring in the pilot countries	(to be included after the piloting exercises are carried out and analysed)				

Target	3.4 All persons with special physical needs have access to water and sanitation				
Target rationale	Many disabled, sick, and elderly people face problems in accessing water supply and sanitation services because of their specific physical needs – 8% of the people in the pan-European region suffer some form of disability.				
Indicators		Yes =2	To some extent =1	No = 0	Means of verification
	Technical standards that ensure the establishment of accessible facilities have been adopted, and the way to public facilities is indicated by understandable information				Official documents Conclusions of stakeholder workshop
	Information on access to water and sanitation by persons with special physical needs is available				Official documents Conclusions of stakeholder workshop
		More than 75% =2	Between 25% and 75% =1	Less than 25% = 0	
	The number of accessible facilities ensures access for persons with special physical needs representing ...				Official documents Conclusions of stakeholder workshop
Score justification	(to be filled during the piloting exercises)				
Illustrative example of the use of the scoring in the pilot countries	(to be included after the piloting exercises are carried out and analysed)				

Target	3.5 All users of institutional facilities and all institutionalised persons have access to water and sanitation				
Target rationale	Many people spend all or a significant part of their time in institutional facilities (which include schools, hospitals, retirement homes, prisons, and refugee camps), and they cannot secure independent access to water and sanitation.				
Indicators		Yes =2	To some extent =1	No = 0	Means of verification
	The national legal framework incorporates the relevant international obligations				Official documents
	All facility management contracts incorporate provisions on providing water and sanitation services, and effective complaint mechanisms have been put in place				Official documents Conclusions of stakeholder workshop
	All schools, hospitals, retirement homes, prisons, and refugee camps have enough and well-kept water and sanitation facilities				Official documents Conclusions of stakeholder workshop
Score justification	(to be filled during the piloting exercises)				
Illustrative example of the use of the scoring in the pilot countries	(to be included after the piloting exercises are carried out and analysed)				

Target	3.6 All persons without access to private facilities have access to public facilities				
Target rationale	A number of people lack access to water and sanitation services not because their locality is not served or because they cannot afford them, but because they have no fixed dwelling to be connected to the water and sanitation networks. They include homeless persons, Travelers, and nomadic communities.				
Indicators		Yes =2	To some extent =1	No = 0	Means of verification
	The responsibilities and obligations of public authorities and water operators towards right-holders without private facilities are well defined				Official documents Conclusions of stakeholder workshop
	Information on access to water and sanitation by persons without access to private facilities is available				Official documents Conclusion of stakeholder workshop
		More than 75% =2	Between 25% and 75% =1	Less than 25% = 0	
	The number of public facilities ensures access for persons without access to private facilities representing ...				Official documents Conclusion of stakeholder workshop
Score justification	(to be filled during the piloting exercises)				
Illustrative example of the use of the scoring in the pilot countries	(to be included after the piloting exercises are carried out and analysed)				

Target	3.7 There is no people living in housing without water and sanitation in neighbourhoods where access is available				
Target rationale	People belonging to vulnerable and marginalised groups often live in housing without basic water and sanitation. The causes include situations of illegal tenure, low quality of rented accommodation, squatting, as well as discrimination of ethnic minorities.				
Indicators		Yes =2	To some extent =1	No = 0	Means of verification
	There is an official diagnostic of the extent of the problem and a characterisation of the different situations				Official documents
	Integrated programmes addressing the symptoms and causes of the lack of progress have been formulated and are being implemented				Official documents Conclusions of stakeholder workshop
		Less than 1% = 2	Between 1% and 5% = 1	More than 5% = 0	
	The number of people living in housing without access to water and sanitation (in localities where access is available to some), in comparison to the total population in those localities represents ...				Official documents Conclusions of stakeholder workshop
Score justification	(to be filled during the piloting exercises)				
Illustrative example of the use of the scoring in the pilot countries	(to be included after the piloting exercises are carried out and analysed)				

Scorecard Section 4. KEEPING WATER AND SANITATION AFFORDABLE FOR ALL

Suggested targets

- 4.1 The water and sanitation bill is affordable to all
- 4.2 Water and sanitation policy addresses affordability issues of water and sanitation services
- 4.3 The tariff system helps to address affordability issues
- 4.4 Social protection measures help to address affordability issues

Target	4.1 The water and sanitation bill is affordable for all				
Target rationale	The water supply and sanitation bill (including wastewater treatment charges) may represent a high financial burden, particularly for the poorest households. In some contexts, the cost for households of acceding to water supply and sanitation is dominated by time costs. In many countries, monitoring of affordability of water and sanitation is lacking.				
Indicators		Less than 3% =2	Between 3% and 10% =1	More than 10% = 0	Means of verification
	The sub-set of financial of water and sanitation household expenditure as proportion of income or total expenditure of the poorest (last income quintile) households represents ...				Official statistics
	The full economic household costs of WSH as proportion of income or total expenditure of the poorest (last income quintile) households represents ...				Official statistics
		Yes =2	To some extent =1	No = 0	
	There are reliable official statistics on affordability indicators disaggregated by quintiles				Conclusions of stakeholder workshop
Score justification	(to be filled during the piloting exercises)				
Illustrative example of the use of the scoring in the pilot countries	(to be included after the piloting exercises are carried out and analysed)				

Target	4.2 National/local policies address affordability issues of water and sanitation services				
Target rationale	Affordability is a common and increasing concern in the pan-European region. However, in many cases national/local policies do not address this issue.				
Indicators		Yes =2	To some extent =1	No = 0	Means of verification
	Water and sanitation policy includes affordable access as one of its objectives				Official documents
	Social policy considers and addresses affordability of water and sanitation services				Official documents
	A long term strategy to address affordability issues of water and sanitation services has been formulated				Official documents Conclusions of stakeholder workshop
Score justification	(to be filled during the piloting exercises)				
Illustrative example of the use of the scoring in the pilot countries	(to be included after the piloting exercises are carried out and analysed)				

Target	4.3 The tariff system helps to address affordability issues				
Target rationale	Tariff design offers several options to address affordability issues.				
Indicators		Yes =2	To some extent =1	No = 0	Means of verification
	The impact of different alternatives to address affordability issues through tariff measures (e.g. increasing block tariffs, cross-subsidies between user categories, social tariffs) have been analysed and publicly discussed				Official documents Conclusions of stakeholder workshop
	Tariff measures have been included in the long-term strategy to address affordability issues				Official documents
	Tariff reforms have been implemented to help address affordability issues, without damaging the financial sustainability of service provision				Official documents Conclusions of stakeholder workshop
Score justification	(to be filled during the piloting exercises)				
Illustrative example of the use of the scoring in the pilot countries	(to be included after the piloting exercises are carried out and analysed)				

Target	4.4 Social protection measures help to address affordability issues				
Target rationale	Social protection measures offer several options to address affordability issues.				
Indicators		Yes =2	To some extent =1	No = 0	Means of verification
	The impact of different alternatives to address affordability issues through social protection measures (preventive and curative) has been analysed and publicly discussed				
	Tariff measures have been included in the long-term strategy to address affordability issues				
	Social protection measures currently in place guarantee that (within the prevalent tariff system) no family breaks the nationally-defined affordability threshold				
Score justification	(to be filled during the piloting exercises)				
Illustrative example of the use of the scoring in the pilot countries	(to be included after the piloting exercises are carried out and analysed)				

Summary Scoring Sheet

Section	Target	Score
Steering governance frameworks to deliver equitable access to water and sanitation	1.1 Equitable access to water and sanitation is recognized as an important issue in the country/region/city	
	1.2 There is a strategic framework for achieving equitable access	
	1.3 Sector financial policies contribute to achieving and maintaining equitable access	
	1.4 All users and right-holders are empowered	
	1.5 Water operators are responsive to equitable access needs	
Reducing geographical disparities	2.1 Geographical disparities in access are reduced	
	2.2 Public policies support the reduction of access disparities between geographical areas	
	2.3 Public policies support the reduction of price disparities between geographical areas	
	2.4 External support for the sector targets areas that lag behind	
Ensuring access for vulnerable and marginalised groups	3.1 The poorest have similar levels of access to water and sanitation to the rest of the population in the country/region/city	
	3.2 Water and sanitation policies prioritise and address the needs of vulnerable and marginalised groups	
	3.3 There is an integrated policy response to lack of access by vulnerable and marginalised groups	
	3.4 All persons with special physical needs have access to water and sanitation	
	3.5 All users of institutional facilities and all institutionalised persons have access to water and sanitation	
	3.6 All persons without access to private facilities have access to public facilities	
	3.7 There is no people living in housing without access to water and sanitation in neighbourhoods where access is available	
Keeping water and sanitation affordable for all	4.1 The water and sanitation bill is affordable for all	
	4.2 Water and sanitation policy addresses affordability issues of water and sanitation services	
	4.3 The tariff system helps to address affordability issues	
	4.4 Social protection measures help to address affordability issues	