

**State of Palestine**

Palestinian Water Authority



**دولة فلسطين**  
سلطة المياه الفلسطينية

GZ-EMERGENCY CAPACITY BUILDING PROJECT  
TO THE PALESTINIAN WATER AUTHORITY:  
TECHNICAL, PLANNING AND ADVISORY TEAM IN  
THE WATER AND SANITATION SECTOR (TPAT)

**WATER SECTOR REFORM  
PLAN 2014-16  
(FINAL)**

Financing: IDA with co-financing from AFD and SIDA

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# Acronyms

ADC	Austrian Development Corporation
AFD	Agence Française de Développement
COM	Cabinet of Ministers
COMSC	Council of Ministers Steering Committee
EQA	Environmental Quality Authority
IWSR	Institutional Water Sector Review
JSC	Joint Service Council
lcd	Liters per capita per day
LFA	Logical Framework Approach
LR	Legislative Review
mm <sup>3</sup> /yr	Million cubic meters per year
MIC	Ministerial Infrastructure Committee
MOA	Ministry of Agriculture
MOH	Ministry of Health
MOPAD	Ministry of Planning and Administrative Development
NWC	National Water Company (successor of WBWD)
O&M	Operation and Maintenance
OD	Organization Development
PMU	Project Managements Unit
PNA	Palestinian National Authority
PWA	Palestinian Water Authority
RCU	Reform Coordination Unit
RWU	Regional Water Utility
SIDA	Swedish International Development Cooperation Agency
SP	Service Providers
TPAT	Technical, Planning and Advisory Team Project funded by WB, SIDA and AFD
UFW	Unaccounted For Water
WB	World Bank
WBWD	West Bank Water Department
WRM	Water Resources Management
WS	Water Supply
WSRC	Water Sector Regulatory Council
WW	Wastewater
WWTP	Wastewater Treatment Plant

# 1. Introduction

On December 14<sup>th</sup> 2009 the Cabinet of Ministers of the Palestinian National Authority endorsed an “Action Plan for Reform” towards the definition and implementation of a comprehensive program of institutional and legislative reform in the Palestinian water sector. The overall reform is expected to include the reorganization of the water sector and the institutions within, capacity building, and the revision of strategies and policies, when necessary, as a result of any change that takes place in the architectural arrangement of the sector. The reform objectives have been defined, and slightly adjusted in the Sector Reform Plan Update (2013-15) as follows:

1. With regards to institutions, the Sector Reform will establish strong (capable) and sustainable institutions within a legal framework that clearly defines their roles, responsibilities and the interface (relationship) between them.
2. With regards to infrastructure needs, the Sector Reform will improve water supply and sanitation strategies, policies, investment programs, project designs, and the implementation of projects, in an effort to substantially accelerate infrastructure development.
3. With regards to service provision, the Sector Reform aims to accelerate equitable access to a quality service, while providing improved efficiency and cost-recovery of effectively regulated water operators.
4. With regards to water resources management, the Sector Reform will help to build the institutional knowledge, policies, and monitoring and enforcement capacities, as part of an effort to achieve a more sustainable water resources management strategy.
5. With regards to water consumers, the Sector Reform will aim at improving water demand management and public health awareness in line with the development of water conservation, environmental and public health policies.

This Water Sector Reform Plan 2014-16 is an update of the White Paper on Water Sector Reform Plan (2012-14), and Sector Reform Plan Update (2013-15) and provides an update of the lay-out of the intention of the government of Palestine to reform the water sector over the next 3 years. The document is produced as a tool of participatory democracy among stakeholders. A summary of the current status and the main results achieved so far in implementing the sector reform agenda are presented in Annexes 1 and 2 respectively.

## 2. Problem Statement

Despite receiving a priority focus of external aid, the Palestinian water sector has not significantly developed. Palestinians suffer from restricted access to their entitled share, in accordance with international water law, of the trans-boundary water resources. This manifests itself with low per capita water availability, inadequate water service in terms of access, reliability and water quality, and major seasonal water shortages particularly acute in rural areas. The sewerage sector has fared no better with chronic underinvestment leading to partial coverage, very low rate of wastewater treatment, and widespread environmental damage.

The institutions and institutional framework created since 1995 to manage water resources and water uses, including the provision of water and wastewater service are insufficient for their purpose and consequently do not meet the needs of the Palestinian people in Palestine. The lack of clear institutional mandates has contributed to a situation of ineffective governance and weak capacity in the Palestinian water sector, which combined with occupation-related restricting factors, impairs the development of adequate policies and strategies for water resources management, infrastructure development and service provision.

A number of recent reports have highlighted the fragile state of the Water Sector in Palestine. In November 2008, a Norwegian-funded Infrastructure Audit of the Water Sector in Palestine concluded that there is an urgent need for a “top-down strategic-level study of the institutional needs in the water and wastewater sub-sectors in Palestine”, and that the study should take account of all previous work on institutional issues, but not be constrained by any earlier conclusions. The same report went on to conclude that “the existing water sector program [in the West Bank and Gaza] does not sufficiently address the needs of the Palestinian population and .... a major refocusing effort is required.” It also noted that “policy and strategy development in the water sector has been inadequate” and stated that “ongoing projects have been developed in a largely donor-driven fashion.” Based on these Audit recommendations, and in line with the Program of the 13th Government to accelerate the establishment of a viable Palestinian State the Palestinian National Authority has endorsed the Action Plan for reform.

More recently, a number of significant challenges have been identified as a result of the formulation of the revised Water Law and the National Water Policy and Strategy (2013-32). Firstly, the revised Water

Law has proposed the separation of PWA into different organizations, i.e. PWA, the Water Sector Regulatory Council and the National Water Company. The establishment and strengthening of these organizations will require significant efforts to enable and empower these organizations to implement their mandates in an effective and efficient manner. Secondly, the implementation of the National Water Policy and Strategy requires the various implementing agencies to increase and improve their level of efforts, both donor organizations in terms of establishing increased funding levels, and PWA and water service providers to increase their level of absorption capacity.

As the central body in the sector, the Palestinian Water Authority (PWA) has the mandate to lead the reform process in coordination with the Cabinet of Ministers Steering Committee (COMSC) who is to monitor and oversee the implementation of the reform program. . PWA is also to recommend to the Ministerial Infrastructure Committee (MIC) to adopt, endorse and give overall follow up to the implementation of the reform components and to advise the cabinet to approve reform proposals. As the reform program is sector-wide and cross-cutting and is involving and/or impacting on different line ministries and relevant national and local water institutions as well as on foreign partners including donors and international development organizations, their engagement will be crucial to positively impact on its outcomes.

### 3. Proposed Solutions

By design, the sector reform has been articulated through a set of four complementary components, these being:

1. Institutional Water Sector Review (IWSR) to propose the preferred institutional architecture that suit the Palestinian governing system,
2. Legislative Review (LR): to provide a new water law that addresses the identified weaknesses within the 2002 water law and reflects the revised institutional architecture;
3. Technical Planning Advisory Team (TPAT) to provide Capacity Building and Technical Assistance to enable PWA to be more responsive to the sector needs; and
4. Other TA projects identified as a result of on-going and/or completed projects such as: Organization Development (OD) to assist PWA and its affiliates in the transition towards the new architecture.

The draft revised water law, approved by the COM and currently awaiting promulgation by the President, has stipulated a structural split between PWA's current ministerial and regulatory functions. While water resources functions related to policies and strategies and to regulation are to remain together in the 'new' PWA, water supply and wastewater functions related to policies and strategies are to be separated from the regulatory functions, the first to remain in the PWA, the second to be included into a new to-be-established Water Sector Regulation Council (WSRC). This council is to monitor operational activities of water service providers including production, transportation, distribution, consumption and wastewater management, in order to ensure the quality and efficiency of sector services like water provision and wastewater disposal in Palestine that are provided to consumers at affordable prices. The draft water law also describes the establishment of a National Water Company, effectively being transformed into a public company from what is currently the West Bank Water Department, and of Regional Water Utilities.

Moreover, and in view of the problems mentioned above, it is suggested that additional solutions be formulated and proposed to include:

1. A comprehensive reform plan is conceived to jointly agree on the future directions of the sector reform in the short and medium term. The document will include indicators and targets that will

allow for the follow up of the reform implementation and will be used to prepare for and share regular updates on the progress of the water sector as a whole and its constituting sub-sectors.

2. The roles of the Cabinet of Ministers Steering Committee (COMSC), i.e. to monitor and oversee the reform program implementation, is to be further streamlined with the role of the Ministerial Infrastructure Committee (MIC), i.e. to adopt, endorse and follow up the reform program implementation and to advise the COM to approve reform proposals.
3. Additional funding from donors to support the implementation of the water policy and strategy, and capacity building of water sector stakeholder organizations to develop and strengthen new-to-be-established water organizations (WSRC, NWC, RWUs) and to increase their absorption capacity to implement the national water policy and strategy.

The Reform Plan Update (2014-16) has been structured around the following chapters, unchanged from the Sector Reform Plan 2012-14 and the Sector Reform Plan Update 2013-15:

1. Purpose, principles, objectives
2. Indicators versus targets
3. Logical Framework
4. Preparation and approval modalities
5. Implementation and monitoring modalities



## 4. Reform plan outline (2014-16)

### 4.1. Purpose, principles, objectives

#### Purpose:

The purpose of the Reform Plan is to agree with national and international stakeholders on the way forward in the water sector and its reform in the next three years, i.e. 2014-2016. More specifically, the plan will produce a set of recommendations for activities necessary to be tackled by PWA and other line government institutions that cross-cut with the reform recommendations, taking place within the framework of the medium and long term reform process. Furthermore, another important objective of the reform plan is to jointly monitor its progress, and to jointly agree to modify the plan and advise/suggest auxiliary plans for inline government institutions. The document is aimed at and will be owned by the water sector stakeholders, while its contents and results are to be disseminated to the Palestinian public at large for reasons of accountability and transparency, and to other national and international parties for purposes of academic, political or general interest.

#### Principles:

Guiding principles for the sector reform have not been explicitly defined over and beyond the guiding policy principles, which have been formulated in the Draft National Water Policy for Palestine (2013-32), and have been discussed and agreed with the stakeholders. These include the following principles which have been grouped over seven major topics:

Table 1 Water Sector Policy Principles

	<b>Sustainable management of water resources</b>
	<ul style="list-style-type: none"><li>• Fresh water is a finite and vulnerable resource, essential for sustaining life, development and the environment;</li><li>• Water is part of larger ecological systems. Realizing the importance and shortage of fresh water, it has to be treated as an essential element for sustaining all life forms;</li><li>• Water supply must be based on the sustainable development of all water resources (conventional and non-conventional, shared and endogenous);</li><li>• Water resources development must be based on data collection and evaluation of all water resources as well as balancing between water availability and water needs for all sectors;</li><li>• All water resources must be protected from pollution and over-exploitation;</li><li>• Water has an economic, social and environmental value.</li></ul>
<b>2</b>	<b>Integrated water resources management</b>
	<ul style="list-style-type: none"><li>• Water resources must be managed in an integrated manner, taking the needs and viewpoints of all</li></ul>

	<p>existing and potential users and the long term sustainability of these resources into account;</p> <ul style="list-style-type: none"> <li>• Just, equitable, and sustainable allocation to all legitimate users will be best ensured by the State;</li> <li>• Agricultural, industrial, and other development and investments must be aligned to the water resource quantity available or to be developed.</li> </ul>
<b>3</b>	<b>Water rights</b>
	<ul style="list-style-type: none"> <li>• The Palestinians will pursue their interests in connection with obtaining Palestinian water rights, including the fair right-of-access, right-of-control and right-of-use to water resources shared with other countries, in line with international law.</li> </ul>
<b>4</b>	<b>Access to water and wastewater services</b>
	<ul style="list-style-type: none"> <li>• Water has a unique value for human survival and health. Each citizen has the right to sufficient and affordable water of the required quality for the purpose of use;</li> <li>• Each citizen has the right to hygienic sanitation services;</li> <li>• The needs and interests of all gender groups (marginalized, poor, restricted access, women, etc.) will be taken into account.</li> </ul>
<b>5</b>	<b>Financial sustainability of water utilities</b>
	<ul style="list-style-type: none"> <li>• As water has an economic, social and environmental value in all its competing uses, water services are not free.</li> </ul>
<b>6</b>	<b>Governance and Management</b>
	<ul style="list-style-type: none"> <li>• All water resources are considered as a public property;</li> <li>• Water resources development and management should be based on a participatory approach, involving all stakeholders (users, planners and policy-makers) at all levels;</li> <li>• The responsibilities for water resources governance, being a ministerial and regulatory function, and water services management, being an operational function, should be separated institutionally.</li> </ul>
<b>7</b>	<b>Sustainable wastewater management</b>
	<ul style="list-style-type: none"> <li>• Water polluters should be made to pay for the damage they have produced;</li> <li>• Safe disposal of wastewater requires treatment to eliminate biological, chemical and physical hazards;</li> <li>• Treated wastewater effluent is considered a water resource and is added to the water balance. This is deemed feasible in light of the semi-arid climate, the modest freshwater resources, the high demand for domestic water, the deficit in the trade of food commodities and the marginal cost of such resource development.</li> </ul>

Objectives:

The five objectives of the reform agenda, with the fifth objective slightly adapted during the 2013-15 Sector Reform Update, are:

1. With regards to institutions, the Sector Reform will establish strong (capable) and sustainable institutions within a legal framework that clearly defines their roles, responsibilities and the interface (relationship) between them at both governance and management levels.

2. With regards to infrastructure needs, the Sector Reform will improve water supply and sanitation strategies, policies, investment programs, project designs, and the implementation of projects, in an effort to substantially accelerate and maintain infrastructure development.
3. With regards to service provision, the Sector Reform aims to accelerate equitable access to a quality service, while providing improved efficiency and cost-recovery of effectively regulated water operators.
4. With regards to water resources management, the Sector Reform will help to build the institutional knowledge, policies, and monitoring and enforcement capacities, as part of an effort to achieve a more sustainable water resources management strategy, to include conservation, protection and increase of water resources, and securing Palestinian water rights.
5. With regards to water consumers, the Sector Reform will aim at improving water demand management and public health awareness in line with the development of water conservation, environmental and public health policies.

## 4.2. Indicators and Targets for reform process

A precondition to achieve the overall reform objective is the achievements of Objectives 1 (on institutions), 2 (on infrastructure) and 4 (on water resources management). In this regard, and in order to measure performance and monitor the implementation progress of the sector reform, indicators and targets can be formulated for the sector as a whole and for the constituting sub-sectors (general sector reform, water resources, water supply, wastewater, irrigation, environmental flows, and industrial water).

Since the Sector Reform Update 2013-15, the update also includes indicators and targets for irrigation, environmental flows and industrial water. Indicators and targets have been identified for each of these sub-sectors, the details of which are presented in Tables 3 through 10 of Annex 3.

With regard to the Objectives 3 (on service provision) and 5 (on customers) that represent the major achievements on the medium-long term, the suggested indicators and targets have been formulated in the Draft Water Strategy (2013-32), also for a number of which to include short-term targets (2012-2017) for Gaza and West Bank are included in tables 11 and 12 of Annex 4.

## 5. Logical Framework for the water sector reform

Table 2 Water Sector Reform Program Logical Framework Matrix

ACTIVITY DESCRIPTION	INDICATORS	MEANS OF VERIFICATION	ASSUMPTIONS
<p><b>GOAL:</b></p> <p>To establish and activate an effective Water Governance system and improve Water Management mechanisms.</p>	<p><i>By mid-2014:</i></p> <ul style="list-style-type: none"> <li>• Ministerial function implemented effectively by PWA;</li> </ul> <p><i>By mid-2015:</i></p> <ul style="list-style-type: none"> <li>• Water Sector Regulatory Council (WSRC) functioning effectively;</li> <li>• PMU dissolved, partly being integrated in new PWA GD for Capacity Development;</li> <li>• WBWD transformed into active National Bulk Water Supplier;</li> <li>• Regional Water Utilities functioning effectively.</li> </ul>	<ul style="list-style-type: none"> <li>• PWA annual reports</li> <li>• Ministry of Planning annual national plan</li> <li>• TPAT reports</li> <li>• WSRC annual reports</li> <li>• WBWD/NBWC annual reports</li> <li>• RWU annual reports</li> </ul>	<ul style="list-style-type: none"> <li>• Institutional willingness to change and cooperate</li> <li>• Change leadership</li> </ul>
<p><b>PURPOSE:</b></p> <ol style="list-style-type: none"> <li>1. To establish strong, sustainable institutions with clearly defined roles, responsibilities and interfaces between them;</li> <li>2. To improve WS and WW policies, strategies, investment programs, project design and implementation to accelerate infrastructure development;</li> <li>3. To accelerate equitable access to quality service while providing improved efficiency and cost-recovery of effectively regulated water operators;</li> <li>4. To build WRM institutional knowledge, policies, monitoring and enforcement capacities to achieve a more sustainable WRM strategy.</li> <li>5. To improve water demand management and public health awareness in line with water conservation, environmental and public health policies.</li> </ol>	<p><i>By Mid-2014:</i></p> <p>WR/WS/WW policies and strategies being implemented WRM Plan being implemented Water sector emergency preparedness plan being implemented</p> <p><i>By End 2014:</i></p> <p>WR/WS/WW by-laws being implemented WR/WS/WW/IRR/EQA/MOH Short-term Water Strategy 2014-16 being implemented (MOPAD) Bio-solids strategy being implemented WRM monitoring program being implemented (subject to available funding); WS/WW tariff model effectively implemented WS/WW monitoring reports regularly produced by SPs</p> <p><i>By Mid-2015:</i></p> <p>Irrigation strategy being implemented By-law on Water User Associations being implemented</p> <p><i>By End 2015:</i></p> <p>Irrigation water tariff model being implemented</p>	<ul style="list-style-type: none"> <li>• PWA annual reports</li> <li>• Ministry of Planning annual national plan</li> <li>• Ministry of Agriculture reports</li> <li>• Ministry of Health reports</li> <li>• Ministry of Environmental Affairs reports</li> <li>• Ministry of National Economy reports</li> <li>• TPAT reports</li> </ul>	<ul style="list-style-type: none"> <li>• Service providers implement and practice performance indicators</li> <li>• PWA manages to lead sector reform</li> <li>• Continued donor support</li> <li>• W/WW program agency is operational</li> </ul>

	Water quality strategy and master plan being implemented Regulations and instructions being implemented on (1) Water User Associations, (2) Climate change adaptation, (3) Treated WW reuse and bio-solids disposal, (4) Water safety plans		
<b>OBJECTIVES:</b>	<ul style="list-style-type: none"> <li>• To establish an inter-dependent institutional architecture at the Water Governance and Water Management levels;</li> <li>• To prepare and implement a new water law that defines roles and responsibilities of water and wastewater sector institutions;</li> <li>• To provide organizational development and change management support to key institutions;</li> <li>• To build capacity of all involved water and wastewater institutions;</li> </ul>	<ul style="list-style-type: none"> <li>• PWA annual reports</li> <li>• Ministry of Planning annual national plan</li> <li>• Monitoring reports</li> <li>• TPAT reports</li> </ul>	<ul style="list-style-type: none"> <li>• Institutional willingness to change and cooperate</li> <li>• Change leadership</li> <li>• Continued donor support</li> <li>• IWSR report approved</li> <li>• Cabinet approval forthcoming</li> </ul>
<b>OUTPUTS:</b>	<ul style="list-style-type: none"> <li>• A preferred institutional architecture;</li> <li>• A draft new water law;</li> <li>• Restructured and realigned institutions;</li> <li>• Structured training interventions;</li> <li>• Improved business processes;</li> <li>• Water and wastewater policies;</li> <li>• Water and wastewater strategies;</li> <li>• Water and wastewater master plans;</li> </ul>	<ul style="list-style-type: none"> <li>• Legislative Council Official Newspaper (Gazette)</li> <li>• PWA annual reports</li> <li>• Ministry of Planning annual national plan</li> <li>• Monitoring reports</li> <li>• IWSR reports</li> <li>• LR reports</li> <li>• OD reports</li> <li>• TPAT reports</li> <li>• Other project reports</li> <li>• PWA monitoring &amp; productivity reports</li> </ul>	<ul style="list-style-type: none"> <li>• Contractors are available</li> <li>• Contracts are negotiated</li> <li>• Sufficient donor funds are in place</li> </ul>
<b>INPUTS:</b>	<ul style="list-style-type: none"> <li>• IWSR Project</li> <li>• LR Project</li> <li>• OD project</li> <li>• TPAT project</li> <li>• Other projects</li> </ul>	<ul style="list-style-type: none"> <li>• Process times, costs and outputs are realized more efficiently;</li> <li>• Master plans are produced and used to prepare investment plans</li> </ul>	

## 6. Risk Analysis of the Logical Framework

The water sector is a large sector with its many sub-sectors in any country. The success of water sector reform depends on many factors including (1) strong sector leadership; (2) institutional and personal willingness to change, coordinate and cooperate; (3) harmonization and alignment of donors and financial institutions; (4) an agreed and transparent reform process and related decision taking; and (5) the participation and awareness of the stakeholders, including end-users and customers. And finally, additional challenges specific for Palestine are the ongoing occupation and the geographical and political divide between the West Bank and the Gaza Strip. Currently, none of these conditions for the successful implementation of the reform are sufficiently met.

As the reform process is still ongoing, a number of important prevention and mitigation measures have been identified and agreed and continue to be identified and agreed. A Memorandum of Understanding has been agreed in 2012 between the PNA and the donor organizations and financial institutions committing to the Paris Principles in general and to the reform process in particular. Other measures may include (1) a strong political commitment of the President, the Prime Minister, the Head of PWA, and relevant Ministries and Authorities for the reform and the reform process as outlined in the the draft revised water law, the current document and other relevant documents, (2) streamlined mandates for the COMSC and the MIC, also to ensure the coordination and interface of the stakeholders in the reform process, (3) a strengthened Reform Coordination Unit in PWA to coordinate the various consulting services contracts and to also serve as the technical secretariat to the COMSC.

There is an urgent need for consensus to accept a substantial change to the legal and institutional shape of the water sector through the approval and endorsement of the revised draft water law, which proposes the separation of existing PWA functions into (1) a PWA being responsible for the implementation of ministerial and WRM regulatory functions, (2) a Water Sector Regulatory Council being responsible for the regulation of water supply and wastewater service provision, (3) a National Water Company being responsible for providing bulk water to regional utilities, joint service councils and municipal water departments. Similarly, the envisaged capacity development functions of the Project Management Unit (PMU) are now expected to be absorbed by PWA's General Directorate for Capacity Development, while the current functions of the PMU, related to implementing infrastructure development projects, are to be transferred to the service providers.

The persistence of the current political situation will “de-facto” affect the achievement of the reform objectives in terms of the fair distribution of services and the improvement of services. In such case, substantial improvement can be difficult to achieve as any investment will be subject to the JWC mechanism. The second scenario is Palestinian control over the resources; in which case substantial investments needs in the infrastructure objectives can be met.

In addition, a number of measures may be considered at personal/professional levels to increase the commitment of managers and staff to the reform process, the formulation and consensus of the main reform related documents (e.g. policies, strategies, regulations, standards, plans), and the related implementation and enforcement of these documents. These may include (1) participation in sessions led by top managers, related to the reform process and to the internal reorganization of stakeholder organizations, (2) capacity building programs that focus on practical skills and knowledge and the subsequent application of the same on the work floor, (3) recruitment and promotion systems based on merit and a related performance evaluation with clear follow-up measures.

## 7. Preparation and approval modalities

The following mechanisms to prepare and approve the Reform Plan will be applied (unchanged from the previous plans):

1. The preparation of the Reform Plan Update 2014-16 for the water sector in Palestine will be carried out under the coordination of the Reform Coordination Unit on behalf of PWA.
2. A special Reform Planning task team, comprising the main water sector stakeholders, will formulate the first draft of the update.
3. The draft update will be presented to and discussed with the stakeholders. Comments and suggestions will be considered and incorporated by the task team into the final reform plan.
4. The review and approval of the final draft reform plan will be the responsibility of the COMSC.
5. The Reform Coordination Unit is to coordinate the reproduction and distribution of the reform planning to the stakeholders.
6. The Reform Planning task team and PWA will prepare a related dissemination plan for the PWA to disseminate the contents of the Reform Plan Update, the implementation of which will be in close collaboration with the stakeholders.



## 8. Implementation and monitoring modalities

The following mechanisms to implement and monitor the Reform Plan will be applied (unchanged from the previous plans):

1. The implementation of the Reform Plan 2014-16 will be coordinated by the COMSC.
2. The responsibility for the achievement of the targets rests with the relevant organizations or with the task teams specifically established for this purpose.
3. The Reform Planning task team will be responsible for the design of formats for quarterly and bi-annual progress reports.
4. The relevant organizations or the task teams, specifically established for the achievement of the targets, will be responsible for the quarterly and bi-annually provision of data and information regarding the progress and problems encountered.
5. The Reform Planning task team will be responsible for the compilation of the data and information received into the quarterly and bi-annual progress reports and subsequent submission to the Reform Coordination Unit.
6. The Reform Coordination Unit will present and discuss the progress reports with the COMSC, and will provide relevant feed-back to the Reform Planning task team, and to the relevant organizations and task teams specifically established to achieve the targets.
7. The Reform Coordination Unit will organize, in collaboration with the Reform Planning task team, joint annual reviews of the Reform Planning with national and international stakeholders.
8. On an annual basis, the reform planning will be updated.
9. Repeat activity numbers 5-7 as mentioned under Chapter 7 (Preparation and approval modalities).

Note: The Task Teams will be supported by the TPAT and others still to be determined (according to the breakdown in Annex 3).

# Annexes

# Annex 1 Current status of the sector reform

No	Envisaged output	Status
<b>Sector Wide Approach</b>		
1	Reform Plan Updates approved by COMSC	Reform Plan Update for 2014-16 submitted to COMSC
2	Sector Wide Approach under implementation	WSWG MOU signed 1 <sup>st</sup> annual evaluation under way
<b>Institutional Architecture</b>		
3	Water Law enacted	Law approved by COM (Jul-2013), awaiting promulgation by President
4	Water Regulations approved by COM	WS/WW Tariff Regulation approved by COM (Jan-2013) By-law on connection to sewer system approved by COM (Dec-13); Draft regulations under PWA review on: <ul style="list-style-type: none"> <li>• Establishment of Water Sector Regulatory Council (TPAT)</li> <li>• Establishment of National Water Company (TPAT)</li> <li>• Establishment of Regional Water Utilities (TPAT)</li> <li>• Licensing of WS/WW Service Providers (TPAT)</li> <li>• Drilling and Abstraction of Water Resources (TPAT)</li> <li>• Protection of Water Resources and Facilities (TPAT)</li> <li>• Water User Associations (ADC)</li> </ul>
5	PWA organizational structure, OD Plan, Job Descriptions approved by COM	Draft prepared (OD, TPAT), submission pending, awaiting issuance of final review criteria by DIWAN
6	PWA (re)staffing completed in new organizational structure	TOR prepared (TPAT) and funding secured (GIZ) for local consultant on internal PWA redeployment
7	WSRC organizational structure, OD Plan, Job Descriptions approved by COM	WSRC concept note produced (TPAT), donor funding being identified to assist in establishment and development.
<b>Guiding Documents</b>		
8	Water Policy and Strategy (2013-32) approved by COM	Consultations completed, final document produced (TPAT), translation completed, awaiting PWA submission to COM
9	Strategy for Water and Gender approved by COM	Consultations completed, final document produced (GIZ), Approved by COM (Jul 2013)
	Gender Action plan completed	Consultations on Gender action plan update (2013-17); Steering committee meeting; Workshop for final update and feed back.
10	Strategy for Non-Revenue Water Reduction approved by COM	Consultations completed, final document produced (TPAT), awaiting PWA submission to COM
11	Strategies for Sustainable Financing of the Water Sector approved by COM	Consultations completed, final document produced (TPAT), awaiting PWA submission to COM
12	Policy and Strategy for Capacity Development approved by COM	Being prepared (TPAT)
13	Strategy for Water Emergency Preparedness (WB) approved by PWA	Draft prepared (TPAT), under PWA review
14	Strategy for WW Treatment Technology approved by COM	Draft prepared (TPAT), under PWA review
15	Bio-solids Strategy approved by COM	Draft prepared (TPAT), under PWA review
16	WS/WW Project Prioritization Methodology approved by PWA	Draft prepared (TPAT), under PWA review

## Annex 2. Main milestones achieved (cumulative up to December 2013)

No	Description	Date
1	Action Plan for Reform approved	Dec-2009
2	COMSC established	Dec-2009
3	RCU established	Jun-2011
4	Sector reform kick-off seminars held	Dec-2011
5	Water quality standards updated and revised	Jan-2012
6	Reform planning document (2012-14) approved	Apr-2012
7	Memorandum of Understanding signed between national and international stakeholders	Jul-2012
8	Water needs assessment regarding strategy, planning, implementation and regulation produced (WR, WS, WW)	Nov-2012
9	Water and Gender Strategy approved	Nov-2012
10	Draft Water Policy produced (WR, WS, WW)	Dec-2012
11	Draft Water Strategy produced (WR, WS, WW)	Jan-2013
12	Water Tariff By-Law (WS, WW) approved	Jan-2013
13	2011 Water Status Report produced (WR, WS, WW)	Mar-2013
14	Consultations on Water Law completed	Mar-2013
15	Consultations on Water Policy and Strategy completed	Mar-2013
16	Reform Plan Update (2013-15) approved by COMSC	May-2013
17	Revised Water Law approved by COM	Aug-2013
18	Joint Service Councils Strategy approved by MOLG	Oct-2013
19	By-law on connection to sewer system approved by COM	Dec-2013
20		
21		
22		

## Annex 3 Tables of indicators and targets

Table 3 Indicators and targets for general sector reform

No	Target	No	Indicator	Timing	Main TA
<b>General Sector Reform</b>					
1	Reform Plan agreed and under effective implementation	1	Update reform planning document (2013-15) approved	Apr-13	TPAT
		2	Update reform planning document (2014-16) approved	Jan-14	TPAT
		3	3- and 6-monthly progress reports issued	Starting Apr-13	TPAT
		4	Joint annual reviews held	Starting Jul-13	TPAT
		5	MIC and COMSC roles streamlined	Sep-13	-
2	Basic legal and institutional framework agreed and under effective implementation	1	Final Water Law Produced - consensus feedback integrated	Jan-13	LR
		2	New/Updated Water Law enacted	Feb-14	n.a.
		3	PWA with new mandate re-established to approved mandate	Feb-14	OD
		4	PWA with new mandate to start functioning with new organizational structure	May-14	TPAT
		5	PWA new mandate will be communicated publicly and to its stakeholders	Jun-14	TPAT
		6	Regulatory council established according to approved mandate	Jul-14	OD
		7	Regulatory council to start functioning according to approved mandates	Oct-14	TPAT
		8	Regulatory council will be communicated publicly and to its stakeholders	Dec-14	TPAT
		9	Capacity Building (New PMU functionality) program within PWA established according to approved mandates	Jun-14	OD
		10	Capacity Building (New PMU functionality) program within PWA to start functioning according to approved mandates	Aug-14	t.b.d.
		11	Capacity Building (New PMU functionality) program within PWA communicated to its stakeholders	Sep-14	t.b.d.
		12	Bulk Water Supplier - public company established according to approved mandates	Jul-14	t.b.d.
		13	Bulk Water Supplier- public company- operational according to approved mandates	Oct-14	t.b.d.
		14	Bulk Water Supplier functions communicated to its stakeholders	Nov-14	t.b.d.
		15	Water and Gender Strategy under effective implementation	Mar-13	GIZ
		16	Guidelines on Research & Studies in the water sector produced	Jun-14	GIZ

Table 4 Indicators and targets for Joint Service Councils Sector Reform

No	Target	No	Indicator	Timing	Main TA
<b>MOLG JSC (Water) Sector Reform</b>					
1	Strengthened capacities of Dir-JSCs (MOLG)	1	Updated MOLG Operational Manual on JSCs produced and under effective implementation	Q2/2014	
		2	New MOLG Monitoring and Evaluation Manual for Dir-JSC produced and under effective implementation	Q2/2014	
		3	New unified by-law for financial sustainability of JSCs produced and under effective implementation	Q4/2014	
		4	New unified financial accounting program for JSCs produced and under effective implementation	Q1/2015	
		5	New By-law on JSCs (General) produced and under effective implementation	Q4/2014	
		6	Training program for Dir-JSCs produced and under effective implementation	Q2/2015	
2	Empowered JSC to perform their functions sustainably and effectively	1	Assessment report on the current status of individual JSC produced	Q2/2014	
		2	Training program for JSCs developed and under effective implementation	Q4/2014	
3	Strengthened capacities of LGUs to perform their functions sustainably and effectively	1	Awareness programs for member LGUs under each JSC developed and under effective implementation	Q2/2015	
4	Increased awareness and raised participation of local communities in JSCs	1	Awareness programs for local communities developed and under effective implementation	Q4/2014	

Table 5 Indicators and targets for water resources management reform

No	Target	No	Indicator	Timing	Main TA
<b>Water Resources Management sub-sector</b>					
3	Improved transparency in WRM sub-sector	1	2012 Annual status report for WRM produced	Dec-13	TPAT
		2	Annual status report for WRM disseminated and communicated publicly and to its stakeholders	Jan-14	TPAT
		3	WRM policies, strategies, plans and activities, incorporated in annual Communication Plans, are communicated publicly and to relevant stakeholders through information dissemination and public awareness campaigns	Starting Mar-14	TPAT
4	WRM governance framework agreed and under effective implementation	1	WR policies and strategies approved	Jan-14	n.a.
		2	WR policies and strategies under effective implementation	Jan-14	TPAT
		3	WR regulations produced	Starting Dec-13	TPAT
		4	WR regulations approved	Jun-14	n.a.
		5	WR regulations under effective implementation and enforcement	Starting Jun-14	TPAT
		6	WRM needs assessment regarding strategy, planning, implementation and regulation approved and absorbed in WRM Plan (see below)	Jul-13	n.a.
		7	WRM Short-Term Strategy 2014-16 produced (coordinated by MOPAD)	Oct-13	PWA/MOPAD
		8	WRM Short-Term Strategy 2014-16 approved (coordinated by MOPAD)	Jan-14	PWA/MOPAD
		9	WRM Short-Term Strategy 2014-16 under effective implementation (coordinated by MOPAD)	Mar-14	PWA/MOPAD
5	WRM management framework agreed and under effective implementation	1	Water Resources Monitoring program revised and updated	Mar-13	TPAT
		2	Revised and updated Water Resources Monitoring program approved	Jul-13	n.a.
		3	Water Resources Monitoring program under effective implementation (conditional on funding)	Jun-14	TPAT
		4	WRM plan produced	Dec-13	TPAT
		5	WRM plan approved	Feb-14	n.a.
		6	WRM plan under effective implementation	Mar-14	TPAT

Table 6 Indicators and targets for wastewater reform

No	Target	No	Indicator	Timing	Main TA
<b>Wastewater sub-sector</b>					
6	Improved transparency in WW sub-sector	1	2012 Annual status report for WW produced	Dec-13	TPAT
		2	Annual status report for WW disseminated and communicated publicly and to its stakeholders	Jan-14	TPAT
		3	WW policies, strategies, plans and activities, incorporated in annual Communication Plans, are communicated publicly and to relevant stakeholders through information dissemination and public awareness campaigns	Starting Mar-14	TPAT
	WW governance framework agreed and under effective implementation	1	WW policies and strategies approved	Jan-14	n.a.
		2	WW policies and strategies under effective implementation	Jan-14	TPAT
		3	WW regulations produced (incl. Planning & Design)	Starting Dec-13	TPAT/ADC
		4	WW regulations approved (incl. Planning & Design)	Jun-14	n.a.
		5	WW regulations under effective implementation and enforcement (incl. Planning & Design)	Starting Jun-14	TPAT
		6	Bio-solids disposal strategy produced	Dec-13	TPAT
		7	Bio-solids disposal strategy approved	Mar-14	n.a.
		8	Bio-solids disposal strategy under effective implementation	Mar-14	TPAT
		9	WW Short-Term Strategy 2014-16 produced (coordinated by MOPAD)	Oct-14	PWA/MOPAD
		10	WW Short-Term Strategy 2014-16 approved (coordinated by MOPAD)	Jan-14	PWA/MOPAD
		11	WW Short-Term Strategy 2014-16 under effective implementation (coordinated by MOPAD)	Mar-14	PWA/MOPAD
8	WW management framework agreed and under effective implementation	1	WW tariff model produced	Sep-13	TPAT
		2	WW tariff model approved	Dec-13	n.a.
		3	WW tariff model under effective implementation	Jan-14	TPAT
		4	WW monitoring tools produced for management interface with SPs	Dec-13	TPAT
		5	WW monitoring tools approved for management interface with SPs	Mar-14	n.a.
		6	WW monitoring reports regularly produced by SPs	Jun-14	TPAT
		7	WW infrastructure plans produced	Oct-15	TPAT
		8	WW infrastructure plans approved		n.a.
		9	WW infrastructure plans under effective implementation		TPAT



Table 7 Indicators and targets for water supply reform

No	Target	No	Indicator	Timing	Main TA
<b>Water Supply sub-sector</b>					
9	Improved transparency in WS sub-sector	1	2012 Annual status report for WRM produced	Dec-13	TPAT
		2	Annual status report for WS disseminated and communicated publicly and to its stakeholders	Jan-14	TPAT
		3	WS policies, strategies, plans and activities, incorporated in annual Communication Plans, are communicated publicly and to relevant stakeholders through information dissemination and public awareness campaigns	Starting Mar-14	TPAT
10	WS governance framework agreed and under effective implementation	1	WS policies and strategies approved	Jan-14	n.a.
		2	WS policies and strategies under effective implementation	Jan-14	TPAT
		3	WS regulations produced (incl. Planning & Design)	Jun-14	TPAT
		4	WS regulations approved (incl. Planning & Design)	Starting Jun-14	n.a.
		5	WS regulations under effective implementation and enforcement (incl. Planning & Design)	Starting Jun-14	TPAT
		6	Drinking water quality standards approved		n.a.
		7	Drinking water quality standards under effective implementation		TPAT
		8	WS Short-Term Strategy 2014-16 produced (coordinated by MOPAD)	Oct-14	PWA/MOPAD
		9	WS Short-Term Strategy 2014-16 approved (coordinated by MOPAD)	Jan-14	PWA/MOPAD
		10	WS Short-Term Strategy 2014-16 under effective implementation (coordinated by MOPAD)	Mar-14	PWA/MOPAD
		11	Water sector emergency preparedness plan produced	Jul-13	TPAT
		12	Water sector emergency preparedness plan approved	Mar-14	n.a.
		13	Water sector emergency preparedness plan under effective implementation	Mar-14	TPAT
11	WS management framework agreed and under effective implementation	1	WS tariff model produced	Sep-13	TPAT
		2	WS tariff model approved	Dec-13	n.a.
		3	WS tariff model under effective implementation	Jan-14	TPAT
		4	WS monitoring tools produced for management interface with SPs	Dec-13	TPAT
		5	WS monitoring tools approved for management interface with SPs	Mar-14	n.a.
		6	WS monitoring reports regularly produced by SPs	Jun-14	TPAT
		7	WS infrastructure plans produced	Oct-15	TPAT
		8	WS infrastructure plans approved		n.a.
		9	WS infrastructure plans under effective implementation		TPAT

Table 8 Indicators and targets for irrigation reform

No	Target	No	Indicator	Timing	Main TA
<b>Agricultural water (irrigation) sub-sector (Ministry of Agriculture)</b>					
12	Improved transparency in irrigation sub-sector	1	Irrigation Strategy effectively disseminated and communicated to stakeholders	2014	MOA
		2	Reuse water tariff effectively disseminated and communicated to stakeholders	2015	MOA
		3	By-laws on treated WW reuse organizations effectively disseminated and communicated to stakeholders	2014	MOA/ PWA
		4	By-laws on Water User Associations effectively disseminated and communicated to stakeholders	2015	MOA
13	Irrigation governance framework agreed and under effective implementation	1	Irrigation Strategy produced	2013	MOA
		2	Irrigation Strategy approved	2014	MOA
		3	Irrigation Strategy under effective	2014	MOA
		4	Irrigation Short-Term Strategy 2014-16 produced (coordinated by MOPAD)	Oct-14	MOA/ MOPAD
		5	Irrigation Short-Term Strategy 2014-16 approved (coordinated by MOPAD)	Jan-14	MOA/ MOPAD
		6	Irrigation Short-Term Strategy 2014-16 under effective implementation (coordinated by MOPAD)	Mar-14	MOA/ MOPAD
		7	By-law on treated wastewater reuse organizations produced	2015	MOA/PWA/ ADC
		8	By-law on treated wastewater reuse organizations approved	2015	-
		9	By-law on treated wastewater reuse organizations under effective implementation	2014	MOA/PWA/ ADC
		10	By-law on Water User Associations produced	2015	MOA/PWA/ ADC
		11	By-law on Water User Associations approved	2015	-
		12	By-law on Water User Associations under effective implementation	2015	MOA/PWA/ ADC
14	Irrigation management framework agreed and under effective implementation	1	Irrigation water tariff model produced	2014	MOA/PWA/ ADC
		2	Irrigation water tariff model approved	2015	MOA
		3	Irrigation water tariff model under effective implementation	2015	MOA
		4	Treated wastewater reuse organizations established	2013	MOA/PWA/ ADC
		5	Treated wastewater reuse organizations under effective implementation	2014	MOA/PWA
		6	Water Users Associations established	2015	MOA
		7	Water Users Associations under effective implementation	2015	MOA

Table 9 Indicators and targets for ecological reform

Ecological sub-sector (Environmental Quality Authority)					
15	Improved transparency in environmental water sub-sector	1	Legal frame work to control pesticides in	Ongoing	EQA/MOA
		2	Regulation on Treated WW and Sludge effectively disseminated and communicated	Reuse Reg. Implemented Sludge Reg. signed	EQA
16	Environmental water governance framework agreed and under effective implementation	1	Environmental Water Short-Term Strategy 2014-16 produced (coordinated by MOPAD)	Oct-14	EQA/ MOPAD
		2	Environmental Water Short-Term Strategy 2014-16 approved (coordinated by MOPAD)	Ongoing	EQA/ MOPAD
		3	Environmental Water Short-Term Strategy 2014-16 under effective implementation (coordinated by MOPAD)	Mar-14	EQA/ MOPAD
		4	Legal framework and systems to enhance adaptation measures for climate change	2014	EQA
		5	Legal framework and systems to enhance adaptation measures for climate change	2014	National committee
		6	Legal framework and systems to enhance adaptation measures for climate change under effective implementation (4.2)	2015	National committee
		7	Regulation on Treated WW reuse and bio-solids disposal produced	Under imple- mentation	EQA/MOA/ PWA/MOH
		8	Regulation on Treated WW reuse and bio-solids disposal approved	Under imple- mentation	EQA/MOA/ PWA/MOH
		9	Regulation on Treated WW reuse and bio-solids disposal effectively implemented	2015	EQA/MOA PWA/MOH
17	Environmental water management framework agreed and under effective implementation	1	Pilot demonstration projects (including training of trainers, tutorial manuals, and awareness campaigns) adapting to climate change in agriculture and irrigation	2015	National committee
		2	Pilot demonstration projects (including awareness campaigns) adapting to climate change in water harvesting implemented (4.2.2)	2015	National committee, NGOs

Table 10 Indicators and targets for environmental health reform

Environmental health sub-sector (Ministry of Health)					
18	Improved transparency in water related environmental health sub-sector	1	Water quality strategy and master plan effectively disseminated and communicated	Jan-14	MOH
		2	By-law on water safety planning effectively disseminated and communicated	Jun-14	MOH
19	Water related environmental health governance framework agreed and under effective implementation	1	Water quality strategy and master plan produced	Aug-14	MOH
		2	Water quality strategy and master plan approved	Dec-14	MOH
		3	Water quality strategy and master plan under effective implementation	Jan-15	MOH
		4	Water Related Health Short-Term Strategy 2014-16 produced (coordinated by MOPAD)	Oct-14	MOH/MOPAD
		5	Water Related Health Short-Term Strategy 2014-16 approved (coordinated by MOPAD)	Jan-14	MOH/MOPAD
		6	Water Related Health Short-Term Strategy 2014-16 under effective implementation (coordinated by MOPAD)	Mar-14	MOH/MOPAD
		7	By-law on water safety planning produced	Jun-15	MOH
		8	By-law on water safety planning approved	Aug-15	MOH
		9	By-law on water safety planning under effective implementation	Sep-15	MOH
20	Water related environmental health management framework agreed and under effective implementation	10	Water service providers produce water safety plans	Oct-15	WSRC
		11	Water service providers effectively implement water safety plans	Jan-16	WSRC

## Annex 4. Detailed targets for sector reform (objectives 3, 5)

Table 11 Detailed indicators and targets Gaza (objectives 3 & 5)

Aims of the strategy	Performance indicator	Gaza	
		Baseline	2012-17
Increase the quantity of water delivered to customers	1. Water available per person (lcd)	96	102
	2. Hours of storage	2	4
	3. UFW (%)	42%	36.5%
	4. Groundwater (mm3/yr)	93	58
	5. Desalination (mm3/yr)	4	55
	6. Import & purchase (mm3/yr)	5	10
Maximize the volume of water made available for irrigation	1. Water made available (mm3/yr)	32.3	47.5
Provide all citizens with a good access to a reliable source of water	1. Number of un-served communities	(*)	(*)
	2. Number of connections/100 inhabitants	14.0	14.8
	3. Number of connections	230,000	295,000
Reduce inequalities among regions and localities	1. Water available per person: minimal average/ governorate (lcd)	96	102
	2. Range of tariff	(*)	(*)
Improve the quality of the water delivered to customers	1. % with free chlorine		
	2. % free from total coliform		
	3. % free from fecal coliform	(*)	(*)
	4. % of customers serviced with <50 ppm nitrate		
	5. % of customers serviced with <1500 ppm TDS		
Improve the sanitation to protect the natural water resources from pollution by wastewater	1. % of households living in sewerred localities	92%	93%
	2. % of households actually connected to a sewer or a satisfactory on-site sanitation device	70%	80%
	3. % of sewerred water that is treated in a WWTP	118%	164%
	4. WWTP average efficiency regarding BOD/COD/TSS	(*)	(*)
	5. WWTP average efficiency regarding nitrogen	(*)	(*)
	6. % of treated wastewater that is reused for irrigation	3%	25%
Improve the reliability of service	1. % of customers getting water every day	(*)	(*)
	2. % of customers benefiting 24h service		
Ensure financial sustainability of water operators	1. % of autonomous water utilities		
	2. % of metered connections	(*)	(*)
	3. Working ratio		
	4. Collection efficiency		

(\*) No intermediate targets available in Draft Water Strategy, only 2032 targets

Table 12 Detailed indicators and targets West Bank (objectives 3 & 5)

Aims of the strategy	Performance indicator	West Bank	
		Baseline	2012-17
Increase the quantity of water delivered to customers	1. Water available per person (lcd)	72	78
	2. Hours of storage	2	4
	3. UFW (%)	32%	29%
	4. Groundwater (mm3/yr)	45	59
	5. Desalination (mm3/yr)	0	0
	6. Import & purchase (mm3/yr)	51	75
Maximize the volume of water made available for irrigation	1. Water made available (mm3/yr)	2.1	25.2
Provide all citizens with a good access to a reliable source of water	1. Number of un-served communities	(*)	(*)
	2. Number of connections/100 inhabitants	14	14.8
	3. Number of connections	370,000	514,000
Reduce inequalities among regions and localities	1. Water available per person: minimal average/ governorate (lcd)	(*)	(*)
	2. Range of tariff		
Improve the quality of the water delivered to customers	1. % with free chlorine		
	2. % free from total coliform		
	3. % free from fecal coliform	(*)	(*)
	4. % of customers serviced with <50 ppm nitrate		
	5. % of customers serviced with <1500 ppm TDS		
Improve the sanitation to protect the natural water resources from pollution by wastewater	1. % of households living in sewerred localities	41%	55%
	2. % of households actually connected to a sewer or a satisfactory on-site sanitation device	31%	42%
	3. % of sewerred water that is treated in a WWTP	12%	76%
	4. WWTP average efficiency regarding BOD/COD/TSS	(*)	(*)
	5. WWTP average efficiency regarding nitrogen	(*)	(*)
	6. % of treated wastewater that is reused for irrigation	0%	25%
Improve the reliability of service	1. % of customers getting water every day	(*)	(*)
	2. % of customers benefiting 24h service		
Ensure financial sustainability of water operators	1. % of autonomous water utilities		
	2. % of metered connections		
	3. Working ratio	(*)	(*)
	4. Collection efficiency		

(\*) No intermediate targets available in Draft Water Strategy, only 2032 targets