French Ministry for Europe and Foreign Affairs

FRANCE'S INTERNATIONAL STRATEGY FOR WATER AND SANITATION (2020-2030)

STRATEGY REPORT

Directorate-General for Global Affairs, Culture, Education and International Development

2020

This report is available on the France Diplomatie website: www.diplomatie.gouv.fr/en

Acknowledgements

This report was prepared by the Directorate-General for Global Affairs, Culture, Education and International Development, notably: Valentin d'Agnano, Eugénie Avram, Michael Chouraki, Clémence Grunenberger, Marie-Flore Michel, Maïmouna Ndiaye, Arnaut Rayar and Vincent Szleper.

The Environment and Climate Department (CLEN) would like to thank the members of the working groups and steering committees, as well as all water stakeholders, who helped to draft this strategy.

FRANCE'S INTERNATIONAL STRATEGY FOR WATER AND SANITATION (2020-2030)

Table of contents

Methodology

This 2020-2030 Strategy Report is the result of a vast, inclusive and participatory dialogue involving all French water sector stakeholders. Five groups of actors were involved: the state and its public-sector agencies; civil society; local government and members of parliament; the private sector; and higher education, research and training institutions.

The number of stakeholders involved meant that it was possible to take into account the diversity of approaches in this field, in particular environmental protection and adapting to climate change; development and solidarity; public health and food security; security and multilateral negotiations; and economic and scientific diplomacy. The strategy also takes into account the need for intersectoral action in this field.

The Environment and Climate Department (CLEN) is a body within the Ministry for Europe and Foreign Affairs' (MEAE) Sustainable Development Directorate (DDD). It coordinated and synthesized the background studies via a steering committee made up of representatives from the Ministry of Food and Agriculture, the Ministry of the Economy and Finance, the Ministry of Higher Education, Research and Innovation, the MEAE, the Ministry for Overseas France, the Ministry for Solidarity and Health, and the Ministry for the Ecological and Inclusive Transition.

These studies took place in three stages. An initial appraisal provided an overview of the patterns, challenges and international opportunities for French cooperation and identified national and international best practices. From this, a strategic plan was drawn up identifying priority action areas and objectives. The third stage was dedicated to determining the monitoring and results indicators and defining monitoring and accountability procedures. Each stage involved in-depth exchanges within the framework of consultations held among the five groups of stakeholders.

Introduction

As France recognizes water and sanitation as a priority area for official development assistance (ODA), in 2005 it drew up an initial sector-specific strategy which structured France's development assistance and international interventions in this field.

In addition to the need for continued efforts in these areas, more than ten years later France was determined to raise its ambitions and become more fully engaged in sustainable development. On 8 February 2018, the Interministerial Committee for International Cooperation and Development (CICID) committed to draw up a strategy in adequation with France's water and sanitation policy abroad: "France will continue the implementation of human rights in terms of access to water and sanitation, thereby contributing to improved health, access to education, food and nutrition security and gender equality. Actions in favour of sustainable resource management, water-related disaster prevention and response to emergency situations contribute to achieving France's objectives on adaptation to climate change. France will develop a dedicated multi-year strategy."

Given that France wishes to fully abide by the 2030 Agenda and fulfil the 17 Sustainable Development Goals (SDGs) set by the international community in 2015, it needs to reassess its cooperation policy in the field of water and sanitation, starting in particular by widening its scope of intervention and taking into consideration the effects of climate change. While the term "water and sanitation" refers to drinking water and sanitation services and infrastructures, hygiene and integrated, sustainable water resource management on a global scale must also be included. In effect, due to its cross-disciplinary nature, the realization of SDG 6 which aims to "ensure availability and sustainable management of water and sanitation for all" is essential for the achievement of all other SDGs.

France's International Strategy for Water and Sanitation (2020-2030) is a strategy report; it presents the outcomes of the first strategy (launched in 2005) and defines the main policy directions for French ODA in the field of water and sanitation for 2020-2030. Based on three main focus areas, its objectives provide a framework for action to tackle today's major challenges, in particular guaranteeing effective access to water, sanitation and hygiene (WASH) facilities, and the protection and preservation of aquatic ecosystems. The strategy, which is equipped with a monitoring and accountability framework, includes a panel of indicators which will ultimately enable two objectives to be met:

- Monitor the implementation of France's commitments, in particular changing patterns in its ODA in the field.

- Provide a guidance tool by evaluating the attainment of certain goals worldwide.

Chapter 1

WATER AND SANITATION: BACKGROUND AND CHALLENGES

Water and sanitation are core aspects of sustainable development and the focus of significant efforts by the international community – and France in particular – to tackle its many challenges.

1.1 Efforts by the international community have resulted in progress, but there is still much to be done

Target 7.C of Millennium Development Goal (MDG) 7 was: "By 2015, halve the proportion of people without sustainable access to safe drinking water and basic sanitation". Worldwide, this goal was attained for drinking water as, between 1990 and 2015, 2.6 billion people gained access to an improved source of drinking water. However, significant disparities remain, such as in sub-Saharan Africa where many countries have not reached this goal. Globally, while 2.1 billion people have access to improved sanitation services, the target has not been reached: in 2015, 2.4 billion people did not have improved sanitation services and 946 million still practiced open defecation.[1]

Efforts are still needed to help the most vulnerable. Conflict, climate change and environmental degradation have been the main obstacles to human development and the realisation of the MDGs. These are the challenges that the SDGs must resolve.

1.1.1 Water and sanitation: numerous challenges

The many challenges affecting water and sanitation can be categorized according to three major concerns: human, environmental and geopolitical. In addition to these aspects are energy – in terms of hydroelectric generation and energy consumption in the water and sanitation sector – and the issues inherent to land-use planning and urban development.

A human challenge

Despite progress made, one-third of the global population is without access to drinking water and sanitation: 2.1 billion people do not have reliable drinking water supplies and 4.5 billion do not have access to safely managed sanitation services.[2] Rural populations are particularly affected: according to the World Bank, this group accounts for 80% of those who have no reliable drinking water supply and 75% of those who have no access to safely managed sanitation services.[3]

Water is a major public health issue. Water contaminated by faecal matter facilitates the spread of potentially fatal diseases such as cholera and typhoid. Diarrhoea caused by inadequate access to clean water or a lack of sanitation and hygiene facilities kills approximately 1,000 children under the age of five every day.[4] Furthermore, access to safe sanitation facilities and a decrease in the time taken up by water collection further contribute to greater equality between women and men and improve access to education for girls.

1. UN, *Millennium Development Goals Report 2015*.
2. WHO, UNICEF, *Progress on Drinking Water, Sanitation and Hygiene: 2017 Update and SDG Baselines*, WHO, Geneva, 2017.
3. World Bank, *Water Supply, Sanitation, and Hygiene (WASH) Poverty Diagnostic Initiative*, World Bank, Washington D.C., 2017, www.worldbank.org/en/topic/water/publication/wash-poverty-diagnostic.
4. WHO, UNICEF, *Progress on Drinking Water, Sanitation and Hygiene: 2017 Update and SDG Baselines*, WHO, Geneva, 2017.

Strong demographic growth and rapid, often uncontrolled urbanization exacerbate these issues. Food security is also compromised. Agriculture is the largest consumer of water (70% worldwide).[5] According to the OECD and the United Nations Food and Agriculture Organization (FAO), agricultural output will increase by 15% between now and 2030.[6] It is therefore necessary to measure the impact that agricultural, food security and nutrition policies may have on water availability and vice-versa.

An environmental concern

Water resources are under growing pressure. The survival of humanity and ecosystems is under threat. More than 80% of wastewater in developing countries is discharged without being treated, thereby polluting the rivers, lakes and shores where they are discharged.[7] According to the FAO,[8] agricultural pollutants are the main source of pollution in many countries; nitrates are the main source of chemical contamination of aquifers around the world, followed by residues of phytosanitary and pharmaceutical products.

Aquatic and terrestrial biodiversity is endangered by pollution and poor water management. Since 1970, 80% of freshwater species have disappeared.[9] Whether due to deforestation or desertification, environmental degradation affects water resources by disrupting the water cycle, reducing the soil's ability to retain water and slowing down aquifer recharge.

Climate change increases pressure on water resources in various ways: the distribution and volume of rainfall is less certain, stream flow is more variable, groundwater faces high deficits and pollution, and the frequency and intensity of extreme hydrometeorological events such as drought and flooding increase. On average, 73.1 million people per year were affected by flooding between 2007 and 2018. Over the same period, this caused an average loss of USD 36.3 billion a year in economic growth.[10]

A geopolitical concern

When water becomes scarce or is poorly managed, it becomes a source of disputes, tension and even conflict between the different uses, users or countries that share the same resource. Almost half of the global population – 3.6 billion people – is affected at least one month per year by water shortages.[11] This figure will reach 5 billion by 2050, according to the United Nations (UN). The increasing scarcity of water, exacerbated by climate change, could lead to a reduction in gross domestic product (GDP) of around 6% in certain regions.[12] The annual cost of water pollution caused by agriculture is several billion dollars.[13] Every year since 2012, the World Economic Forum which meets in Davos has categorized water-related crises as one of the top five global risks.

These crises cause social, economic and political instability, which can lead to internal conflict and migration. Transboundary waters provide approximately 60% of the planet's freshwater resources and are home to 40% of the global population. Transboundary cooperation to equitably share resources is necessary but difficult. Hydroelectric facilities are increasing in number and regularly cause tensions among the states located upstream and downstream of the catchment basins. In rural areas, access to essential services such as drinking water

5. Source: AQUASTAT, the FAO's global information system on water and agriculture, www.fao.org/aquastat/en/overview/methodology/water-use.
6. OECD/FAO, *OECD-FAO Agricultural Outlook 2019-2028*, OECD Publishing, Paris, 2019, https://doi.org/10.1787/agr_outlook-2019-en.
7. United Nations Environment Programme, "Better sewage treatment critical for human health and ecosystems", 2019, https://www.unenvironment.org/news-and-stories/story/better-sewage-treatment-critical-human-health-and-ecosystems.
8. FAO/International Water Management Institute, *More people, more food, worse water? A global review of water pollution from agriculture*, FAO and IWMI, Rome, 2018, www.fao.org/3/CA0146EN/ca0146en.pdf.
9. WWF, *Living Planet Report 2016: Risk and resilience in a new era*, Gland, Switzerland, 2016, www.worldwildlife.org/pages/living-planet-report-2016.
10. UCLouvain, CRED and USAID, *Natural Disasters 2018: An opportunity to prepare*, Brussels, 2019.
11. UNESCO/UN-Water, *The United Nations World Water Development Report 2019: Leaving No One Behind*, UNESCO, Paris, 2019, https://unesdoc.unesco.org/ark:/48223/pf0000367306.
12. World Bank Group, *High and Dry: Climate Change, Water, and the Economy*, World Bank, Washington D.C., 2016, https://openknowledge.worldbank.org/handle/10986/23665.
13. FAO/International Water Management Institute, *More people, more food, worse water? A global review of water pollution from agriculture*, FAO and IWMI, Rome, 2018, www.fao.org/3/CA0146EN/ca0146en.pdf.

and sanitation are key factors in combating the rise of no-go areas, which are breeding grounds for terrorists. During armed conflict, hydraulic facilities are regularly taken hostage and damaged.

In order to address these challenges, the international community has placed the issue of water and sanitation on its political agenda.

1.1.2 Placing a water goal on the global political agenda

In 2010, access to drinking water and sanitation was recognized as a human right by the United Nations. As part of the 2030 Agenda, in 2015 a SDG entirely devoted to drinking water and sanitation (SDG 6) was added, whereas previously water had only been addressed in Target 7.C of the MDGs. This SDG includes the following eight targets:

- 6.1 – By 2030, achieve universal and equitable access to safe and affordable drinking water for all.

- 6.2 – By 2030, achieve access to adequate and equitable sanitation and hygiene for all and end open defecation, paying special attention to the needs of women and girls and those in vulnerable situations.

- 6.3 – By 2030, improve water quality by reducing pollution, eliminating dumping and minimizing release of hazardous chemicals and materials, halving the proportion of untreated wastewater and substantially increasing recycling and safe reuse globally.

- 6.4 – By 2030, substantially increase water-use efficiency across all sectors and ensure sustainable withdrawals and supply of freshwater to address water scarcity and substantially reduce the number of people suffering from water scarcity.

- 6.5 – By 2030, implement integrated water resources management at all levels, including through transboundary cooperation as appropriate.

- 6.6 – By 2020, protect and restore water-related ecosystems, including mountains, forests, wetlands, rivers, aquifers and lakes.

- 6.a – By 2030, expand international cooperation and capacity-building support to developing countries in water- and sanitation-related activities and programs, including water harvesting, desalination, water efficiency, wastewater treatment, recycling and reuse technologies.

- 6.b – Support and strengthen the participation of local communities in improving water and sanitation management.

SDG 6 is interlinked with the 16 other SDGs, as seen in Figure 1.

Achieving this goal is crucial to progress on all other SDGs, and vice-versa, because "Sustainable management of water and sanitation underpins wider efforts to end poverty, advance sustainable development and sustain peace and stability."[14]

However, according to UN Water, "The world is not on track" to achieve SDG 6 by 2030. Indeed, "Billions of people still need access to basic toilet and handwashing facilities," water pollution is increasing and "financing for water and sanitation is insufficient". According to estimates, "…if the natural environment continues to be degraded and unsustainable pressures put on global water resources, 45% of the global gross domestic product, 52% of the world's population and 40% of global grain production will be put at risk by 2050."[15]

Access for all to drinking water and sanitation as well as sustainable water resource management is intrinsically linked to economic issues, food, nutrition, health, education, equality, dignity, energy, consumption and production, climate, biodiversity, security and peace. Hence, the international community needs to adopt a comprehensive approach and implement integrated inter- and multisectoral solutions.

14. UN-Water, *Sustainable Development Goal 6, Synthesis Report 2018 on Water and Sanitation*, www.unwater.org/publication_categories/sdg-6-synthesis-report-2018-on-water-and-sanitation.

15. *Ibid*.

Figure 1. Interlinkages between SDG 6 and the other SDGs

Source: Agenda-2030.fr (in French only)

1.2 An overview of France's commitments to tackle these challenges

Water and sanitation are leading areas for ODA action; these are backed up by significant political commitment.

1.2.1 France's strong political commitment

Since the adoption of the 2005 multi-year strategy for water and sanitation (Stratégie pluriannuelle de référence sur l'eau et l'assainissement), significant developments have taken place and France has continued to strengthen its commitments in the field. The latter can be grouped into three key areas of involvement: the importance of water on the international stage; equal access to water and sanitation; and transboundary waters.

Water on the international stage

France actively participates in maintaining the importance of water on the international stage. It advocated for an SDG specifically dedicated to water in the 2030 Agenda. The targets for this objective are more ambitious and broader than those of the MDG which aimed to halve the percentage of people with no access to drinking water and sanitation by 2015.

Defending the topic of water on the international stage also involves organizing events such as the 6th World Water Forum held in Marseille in 2012. France calls for raising political ambitions at each three-yearly forum: these are major international events that bring together thousands of participants.

Subsequent to its 1964 water law, France has established an Integrated Water Resources Management (IWRM) model for each catchment basin (see Box 1), a concept now internationally recognized and which France promotes; it is cited in Target 5 of SDG 6. While its application remains limited, France actively encourages its effective implementation. Some countries promote other models: China refers to "management by use", Sweden has developed the concept "from the source to the sea" and Germany has implemented a "water-energy-food nexus". While they are not inconsistent with the IWRM model, they are competing concepts forming part of a strategy to influence decision makers.

BOX 1

IWRM

Water management, while mainly a local activity, also has a global aspect. The Global Water Partnership defines IWRM as a comprehensive approach which takes into account the dynamics of water resources within natural spaces such as hydrographical basins and aquifers, involving all water sector stakeholders in a new management framework that best reconciles all uses to support the continuous development of a region or country while preserving the interests of future generations.[16]

The International Conference on Water and the Environment held in Dublin, Ireland, in 1992[17] set out four guiding principles:

- Fresh water is a finite and vulnerable resource, essential to sustain life, development and the environment.
- Water development and management should be based on a participatory approach, involving users, planners and policy makers at all levels.
- Women play a central part in the provision, management and safeguarding of water.
- Water has an economic value in all its competing uses and should be recognized as an economic good.[18]

16. www.gwp.org/en/About/why/the-need-for-an-integrated-approach/.

17. The Dublin Statement on Water and Sustainable Development, http://www.wmo.int/pages/prog/hwrp/documents/english/icwedece.html.

18. Dublin Statement (1992), Principle No. 4: "Water has an economic value in all its competing uses and should be recognized as an economic good. Within this principle, it is vital to recognize first the basic right of all human beings to have access to clean water and sanitation at an affordable price. Past failure to recognize the economic value of water has led to wasteful and environmentally damaging uses of the resource. Managing water as an economic good is an important way of achieving efficient and equitable use, and of encouraging conservation and protection of water resources."

France advocates strengthening international governance in the water sector, which today is spread across the UN framework and in regional and international initiatives. Alongside other states, it backs an initiative to create an intergovernmental committee with a political mandate. Incorporated within the United Nations system, its secretariat would be provided by UN-Water, which coordinates the efforts of 28 agencies and programs involved in the water sector.

France also engages actively in European water diplomacy, advocating for a more ambitious and inclusive strategy.

It is strengthening its partnerships with all stakeholders in the sector which have recognized expertise: the private sector, research groups and non-governmental organizations (NGOs). These networks of stakeholders help mobilize and disseminate information (for example, the Water Solidarity Programme [a French multi-stakeholder network], the International Office for Water [IOWater] and the Water Academy), draft and promote joint messages, and showcase French expertise (French Water Partnership; Coalition Eau [a group of French NGOs working in the sector]; Fédération Professionnelle des Entreprises de l'Eau [a group of private companies]).

Universal and equal access to water and sanitation

In order to ensure equal access to water and sanitation internationally, France has advocated for these rights at the United Nations. This advocacy resulted in the recognition by the United Nations General Assembly, in 2010, of the human right to drinking water and sanitation; this was reaffirmed in 2015.

France encourages the improvement of services, the quality of drinking water, the collection and treatment of wastewater and hygiene. These aims are embodied in the resolution initiated by France and adopted by the World Health Assembly in 2011 under the title "Drinking-Water, Sanitation and Health". France is also vice-president of the Protocol on Water and Health to the Convention on the Protection and Use of Transboundary Watercourses and International Lakes (adopted in 1992 and often referred to as the Helsinki Convention) and a member of the Bureau since 2016. It promotes the ratification of the Protocol and directs studies on equal access to drinking water and sanitation. The Protocol, under the joint secretariat of the United Nations Economic Commission for Europe and the World Health Organization (WHO) Regional Office for Europe, calls for greater efforts to support isolated, vulnerable and disadvantaged populations, women and girls.

France proposes innovative, inclusive financing solutions, in particular the mechanism provided for by the 2005 Oudin-Santini Act which authorizes French local government bodies, intermunicipal public establishments, water and sanitation associations and water agencies to come together and donate up to 1% of their water and sanitation budget to finance international cooperation activities in these sectors. This mechanism makes it possible to implement actions that are strongly rooted in local communities, separate yet complementary to those backed or financed by the central government's bilateral cooperation.

Cooperation on transboundary waters for peace

France promotes cooperation on water as a tool for peace and security. It co-sponsors the work of the Global High-Level Panel on Water and Peace, initiated in 2015, and shares its recommendations. France actively participates in the discussions organized regularly by the Security Council on the subject of water and peace.

In order to strengthen cooperation on transboundary waters, France actively promotes the ratification and implementation of the Helsinki Convention (1992) and the New York Convention on the Law of the Non-Navigational Uses of International Watercourses (1997), of which it is a signatory. In 2016, France spearheaded the strategy to open up the Helsinki Convention to non-members of the United Nations Economic Commission for Europe (UNECE). France advocates for its ratification at international level – which has been successful as Senegal and Chad ratified the convention in 2018, making them the first non-members of the UNECE to become parties to the convention.

France also supports regional cooperation initiatives on shared waters, in particular in Africa (Organization for the Development of the Senegal River, Lake Chad Basin Commission, the Niger River Basin Authority, the Sahara and Sahel Observatory, etc.) and in Asia (Mekong River Commission).

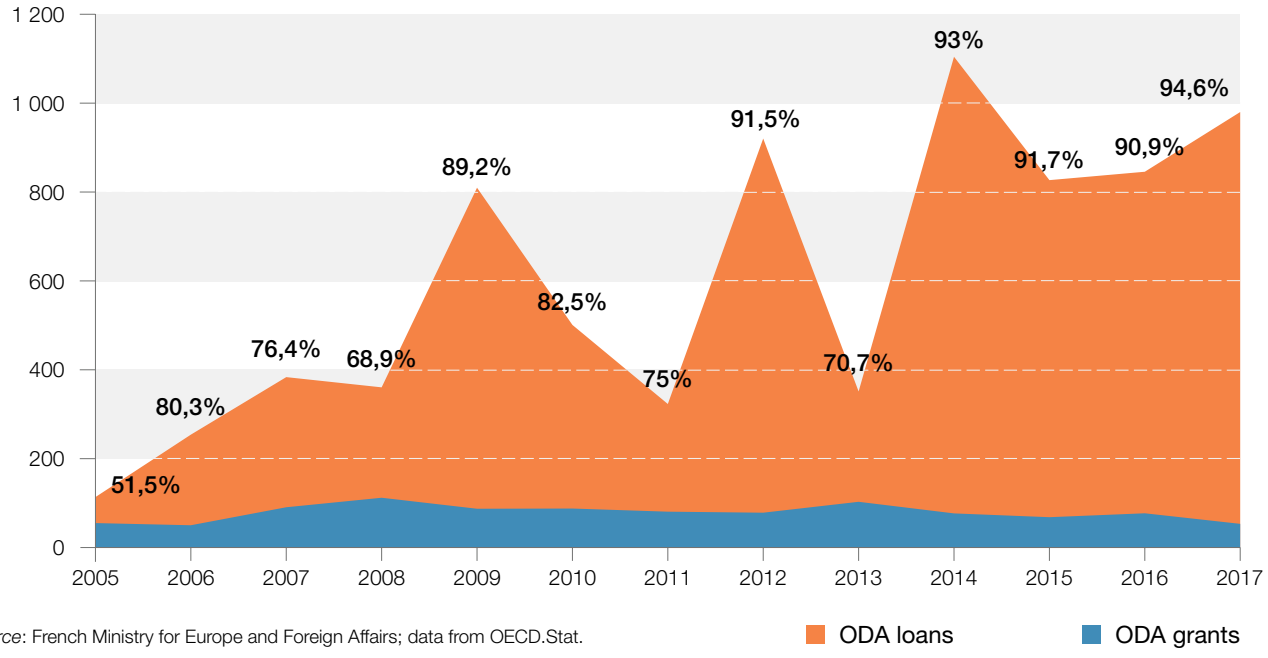
1.2.2 Water and sanitation: a sector that has traditionally been a priority for French bilateral aid

France, which contributes 8% of global ODA, is the fifth-largest donor in terms of volume after the United States, Germany, the United Kingdom and Japan.

When it met on 8 February 2018, the CICID set a new course for French development policy. It reasserted the major objectives of French ODA, such as combating poverty, implementing the SDGs and the Paris Agreement, and the protection of global public goods. It also identified five thematic priorities: international stability, the climate, education, gender equality and health.

First, the CICID acknowledged a better distribution of resources by rebalancing French aid instruments via a greater use of grants. Second, it reinforced the bilateral component of ODA to more effectively target French development cooperation's 19 priority countries which all belong to the category of least developed countries (LDCs): Benin, Burkina Faso, Burundi,

Figure 2. French bilateral ODA commitments in the water and sanitation sector: the ratio of grants to loans (in EUR millions)



Source: French Ministry for Europe and Foreign Affairs; data from OECD.Stat.

Central African Republic, Chad, Comoros, Democratic Republic of the Congo, Djibouti, Ethiopia, Gambia, Guinea, Haiti, Liberia, Madagascar, Mali, Mauritania, Niger, Senegal, and Togo.

In 2017, the net value of French ODA, which had risen for the third consecutive year, was EUR 10.1 billion, equal to 0.43% of its gross national income (GNI). Education (14% of gross bilateral ODA), prevention of fragility and crises (8%) and water and sanitation (8%), identified by the CICID on 8 February 2018 as priority areas for action, already absorbed the lion's share of French bilateral ODA. The rise in bilateral aid can be mainly explained by a surge in lending by the Agence Française de Développement (AFD, French Development Agency): a gross increase of EUR 803 million, which made up 35% of bilateral net ODA compared to 27% in 2016. Grant aid also rose, but to a lesser extent (up by EUR 151 million).

These trends are also visible in aid allocated to the water sector (WASH, agricultural water, flood risk prevention) as indicated below.

French ODA in the water and sanitation sector

France operates in various ways in the water and sanitation sector: within the framework of ODA and with non-ODA budgets. The AFD has recourse to both for its projects, depending on the country and types of stakeholders being financed. Local government bodies and water agencies use the "1% water" mechanism, an innovative tool for financing international solidarity in the water and sanitation sector. The AFD plays a key role in implementing policies to provide access to drinking water and sanitation as well as flood risk management. Between 2014 and 2018, it authorized an average of EUR 936 million annually for this sector in developing countries, and EUR 44 million in French overseas territories. Of the authorized amounts, EUR 449 million per year had a climate co-benefit (adaptation or mitigation of climate change) and half of the projects had a positive impact on gender equality.

• *Bilateral ODA allocated to the water and sanitation sector*

The proportion of French bilateral ODA in relation to total ODA flows from OECD Development Assistance Committee (DAC) member countries, in the field of water and sanitation, rose significantly in 2014, and has remained high since. In 2017, it reached 18.6% (compared to 4% in 2013), as France committed EUR 869 million out of a total of almost EUR 4,700 million. In 2017, France was the third-largest DAC donor in the sector, after Japan (EUR 1,315 million) and Germany (EUR 1,236 million). The leading donor across all categories was the World Bank, contributing EUR 1,421 million.[19]

The volume of French commitments rose substantially in 2014 (up 215%) and remained high: on average, EUR 803 million during the 2014-2017 period, compared to less than EUR 400 million over the four previous years (2010-2013). In other words, while water was not one of the major priority action areas in France's development strategy, the level of commitments remained very high.

The proportion of bilateral loans has always been significantly higher than 50%. This began to rise significantly in 2014, when the proportion remained above 90% (see Figure 2). From 2014 onwards, a significant share of the volume of French bilateral ODA is provided through loans.

19. OECD-DAC.

Over the 2005-2017 period, developing countries were the main recipients of loans (13% of loans and 7% of donations alone). Sub-Saharan African countries received 15% of loans and 10% of grants. Lastly, the proportions of loans and grants to the sub-group of LDCs was 32% and 13% (see Figure 3).

However, between 2005 and 2017, the proportion of commitments in grants provided to sub-Saharan Africa was 53%, and that to LDCs was 57%. In 2017, these proportions were 72% and 77% respectively, a level rarely achieved in previous years. The majority of the ODA allocated to these two groups of countries is provided in loans (almost 90% in 2017 for sub-Saharan Africa and more than 75% for LDCs).

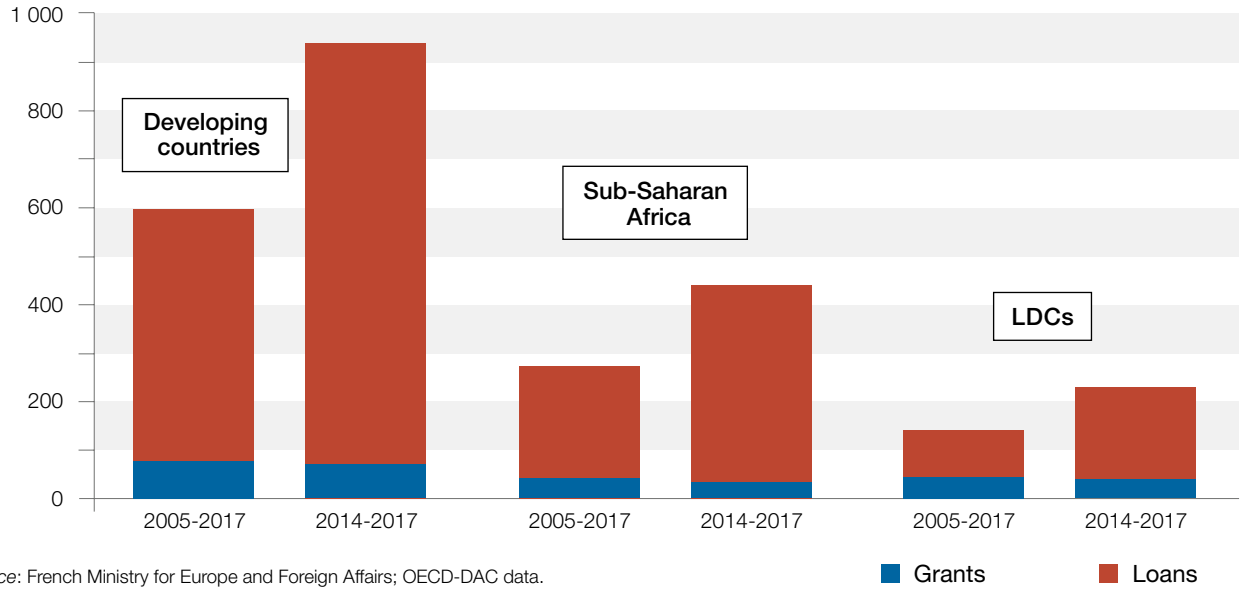
The distribution of ODA in the field of water and sanitation per sub-sector revealed, beginning in 2014, a massive effort for large-scale water supply systems which accounts for almost half of ODA (see Figure 4.) There has also been a major effort for large-scale sanitation systems, despite annual volatility. ODA spent in other sectors – such as administrative and regulatory management of the water sector, resource preservation (including data collection), the planning and development of catchment areas – has risen. ODA allocated to administrative and regulatory management of the water sector rose from 14% in 2014 to more than a third of total spending in 2017, whereas the proportion used for education and training in water and sanitation, although very modest, has increased very slightly since 2014.

Before 2011, basic water supply and sanitation systems received little financing. Since then, despite an increase in the volume of commitments, this item has remained proportionally lower in relation to the entire water and sanitation sector (1.13% in 2016 and 1.38% in 2017).

In terms of distribution per aid channel, more than 80% of bilateral ODA is granted through the public sector (see Figure 5). Public funding that transits through NGOs and civil society has increased in recent years, although it remains modest (approximately 3%). Interestingly, in 2017, a new channel appeared in the form of private sector institutions, with a credit line extended by a private bank and non-sovereign AFD financing from a public drinking water agency.

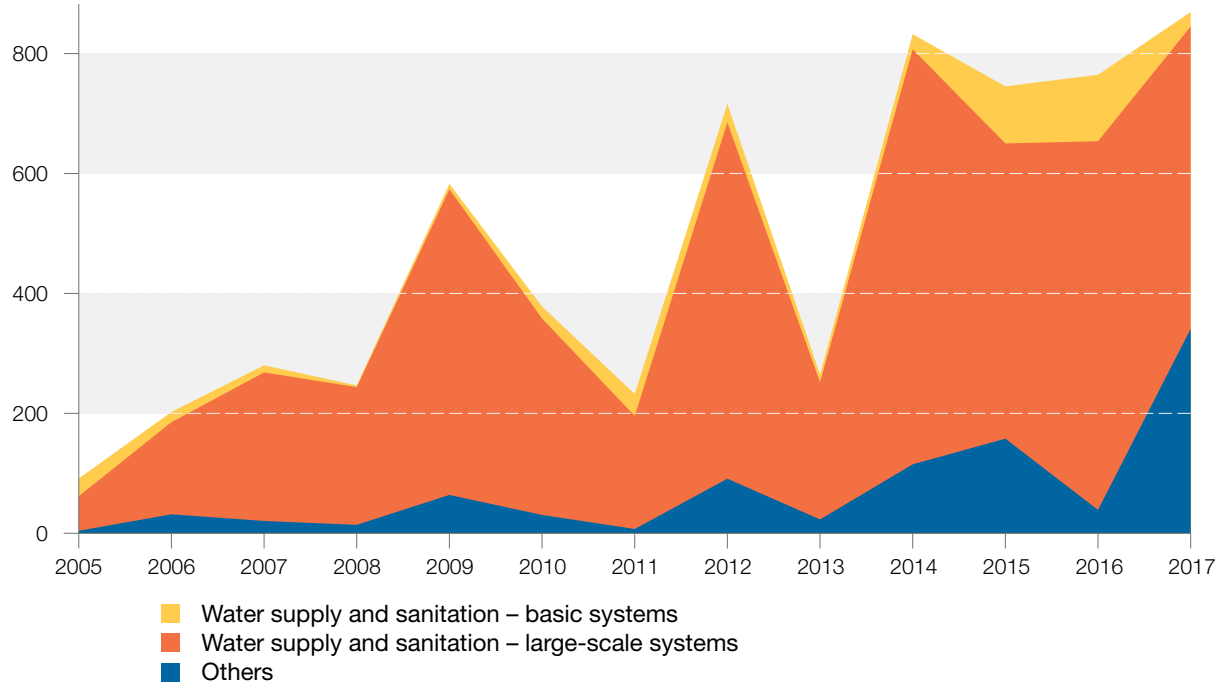
The main beneficiary of French ODA in the water and sanitation sector is sub-Saharan Africa (45% between 2005 and 2017). Asia is the second-largest recipient and the Middle East has witnessed a substantial increase since 2012. ODA to South American countries also rose significantly that same year.

Figure 3. ODA commitments: the ratio of grants to loans for developing countries, sub-Saharan Africa and LDCs (in EUR millions)



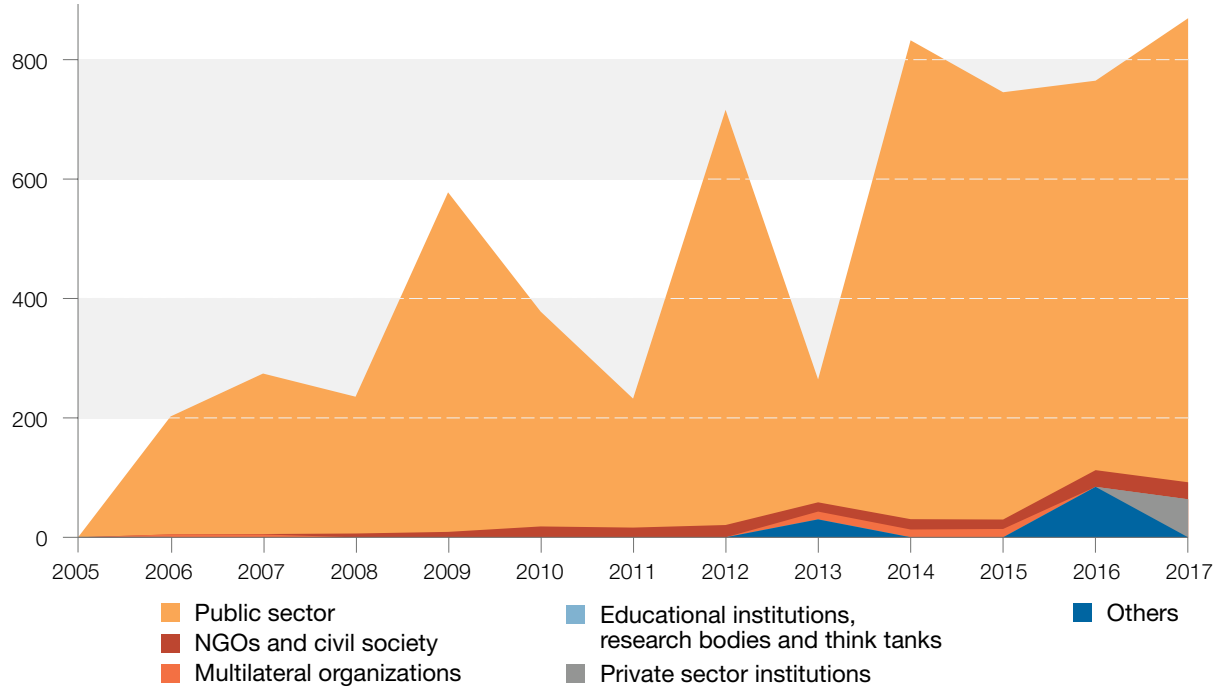
Source: French Ministry for Europe and Foreign Affairs; OECD-DAC data.

Figure 4. Distribution of gross bilateral ODA commitments in the water and sanitation sector by sub-sector (in EUR millions)



Source: French Ministry for Europe and Foreign Affairs; OECD-DAC data.

Figure 5. Distribution of ODA commitments in the water and sanitation sector by actor (in EUR millions)



Source: French Ministry for Europe and Foreign Affairs; OECD-DAC data.

Between 2005 and 2017, the LDCs received on average a quarter of ODA, with commitments varying greatly from year to year. Over that same period, the 19 priority countries identified by the CICID, which include the G5 Sahel countries, account for 13% of commitments. Efforts peak (rising to a third of funding available) periodically every three or four years (2005, 2008, 2011, 2013, 2016); this corresponds to the projects' gestation periods followed by their implementation.

• Bilateral ODA allocated to the agricultural water sector

The sums committed to agricultural water in developing countries have risen sharply in recent years (from EUR 3 million in 2014 to EUR 70 million in 2017). The share allocated to sub-Saharan Africa remains low, however. The CICID priority countries have followed the same downturn, except in 2009. The LDCs overall are in a similar situation, with the notable exception of 2017 (the last year studied) when they received EUR 25 million of the EUR 70 million committed, mainly in the form of loans.

• Bilateral ODA allocated to flood prevention

The sums committed to support developing countries are in line with project commitments, with extremely high amounts in 2015 and 2016 (EUR 55 million and EUR 114 million respectively), mostly through loans, followed by a year of zero commitments in 2017. The LDCs follow the same pattern: they received 90% of commitments in 2015 and 23% in 2016.

Among the LDCs, sub-Saharan African countries were the main recipients of ODA in 2015, mainly provided through loans, as was the ODA allocated to agricultural water. This trend was reversed in 2016. While less than 10% of ODA allocated to flood prevention is devoted to sub-Saharan Africa, these commitments are primarily based on grants, which are the most suitable type of financing for LDCs. As for the CICID priority countries, they rarely benefit from financing.

These changes highlight one of the specificities of ODA commitments, whether overall or specifically allocated to the water sector: they are largely non-programmable. Our total and bilateral aid is rising sharply, but our geographic priorities only receive a small percentage of it. When it met in 2018, the CICID strived to reverse this trend by strengthening the bilateral component of our ODA and by rebalancing aid instruments in favour of grants in order to more effectively target priority countries. This trajectory correction will need time, however, before figures are impacted, and will follow the pace of disbursements as of 2019.

AFD action in the water and sanitation sector

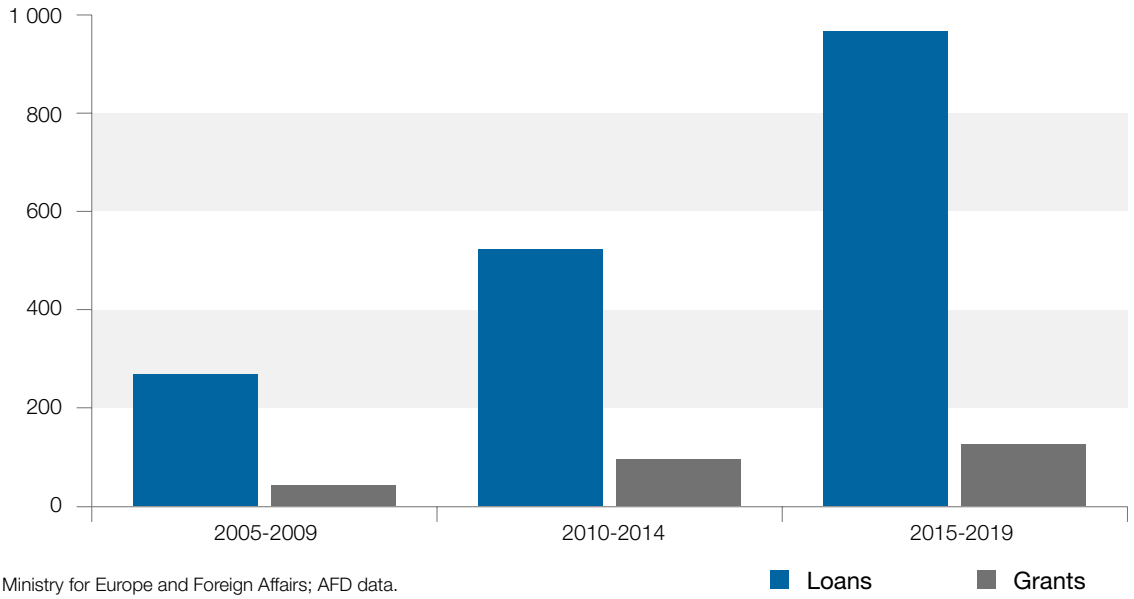
The AFD is the pivotal agency for French bilateral ODA. It is responsible for the majority of ODA funding allocated to water. In addition, it grants non-concessional loans, which are not regarded as ODA as defined by the OECD-DAC.

Water and sanitation was the AFD's second-largest area of intervention in 2016, after infrastructure and urban development, reaching EUR 1.2 billion in ODA and non-ODA funding approvals (representing 15% of actions). Total AFD authorizations in the water and sanitation sector have increased eight-fold since 2005, rising from EUR 137 million to EUR 1.187 million in 2017: a vast, remarkable effort.

While the proportion of AFD loans remains higher than that of grants, in absolute value grants have risen significantly, up from an average of EUR 41.6 million for the 2005-2009 period to EUR 124.3 million for 2015-2017. Overall, commitments in both loans and grants have risen significantly (see Figure 6).

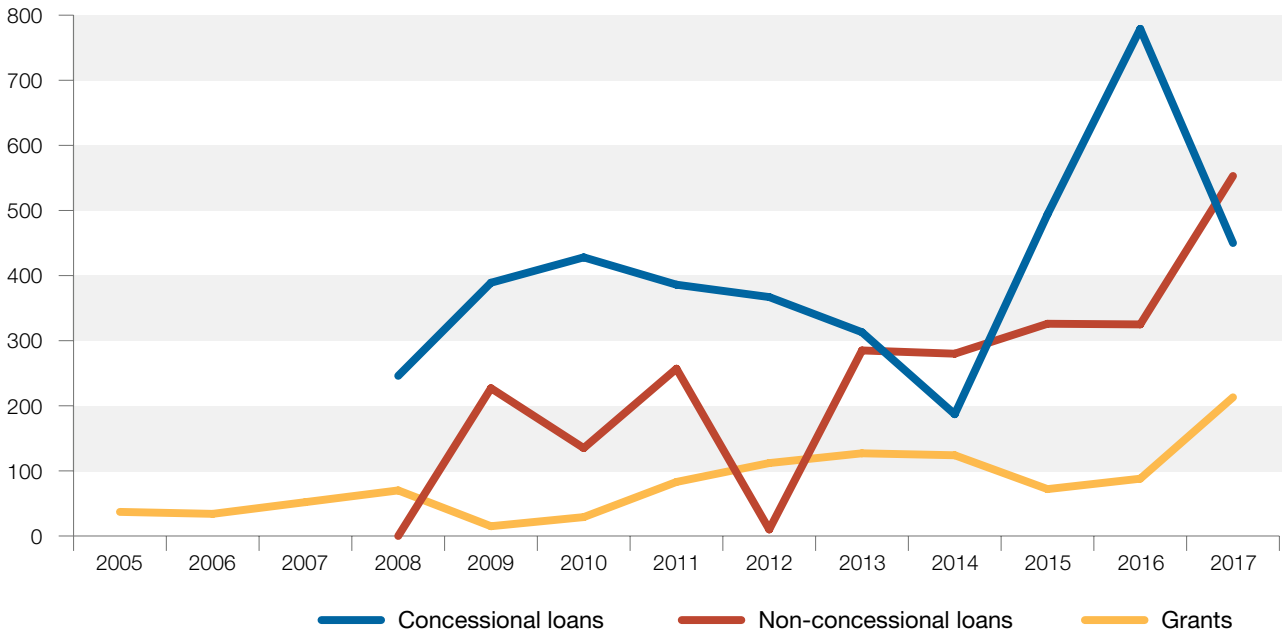
Figure 7 illustrates the upward trend in the amount of grants, which rose sharply in 2017. In general, concessional loans (ODA) are the main form of funding, but due to the recent rise in the number of more solvent middle-income countries in the AFD's portfolio, the proportion of non-concessional loans has experienced strong growth since 2013.

Figure 6. Distribution of annual AFD commitments in the water and sanitation sector between loans and grants (in EUR millions)



Source: French Ministry for Europe and Foreign Affairs; AFD data.

Figure 7. Annual AFD commitments (in EUR millions)



Source: French Ministry for Europe and Foreign Affairs; AFD data.

In terms of the geographic distribution of authorizations in the water and sanitation sector (see Figure 8) the priority zone is sub-Saharan Africa; it has been the primary recipient since 2008, excluding 2015. The recent trend points to a more varied distribution of zones, with a rise in commitments to Latin America and a resurgence of funding in the Mediterranean area and the Middle East since 2014. The sums allocated to the CICID priority countries have also risen overall.

In terms of agricultural water use (see Figure 9), there has been significant growth over the past five years and an even clearer prevalence of loans over grants. This prevalence is in large part due to the economic aspect and the expected return on irrigated agricultural activity. Grants are very rarely awarded for financing infrastructures but rather for institutional components and capacity building.

In terms of geographic distribution, commitments for agricultural water mostly target countries in northern Africa and Asia where needs are greatest (increasing aridity in North Africa and rice farming in Asia) and countries with high debt-carrying capacity.

Spotlight on decentralized cooperation

In total, almost EUR 300 million was raised in donations between 2007 and 2018 by French local government bodies and water agencies. The sums committed under the Oudin-Santini Act (which allows local government bodies, intermunicipal public establishments and water associations to dedicate up to 1% of their water and sanitation budget to international cooperation projects) have more than doubled in ten years, increasing from EUR 10.8 million in 2007 to EUR 28.1 million in 2017.[20]

In 2017, water agencies contributed EUR 17.9 million via the "1%" mechanism and local government bodies contributed EUR 10.2 million (in addition, EUR 3.4 million was raised under the Thiollière Act). According to Coalition Eau (Water Coalition), these amounts account for 93.5% of water agencies' potential funding capabilities, but only 21% of local government potential. In 2018, while the funding committed by local government bodies was much the same as in 2017, the percentage of water agencies' potential funding dropped considerably (71% of their potential, estimated at EUR 20 million).[21]

Water in France's humanitarian interventions

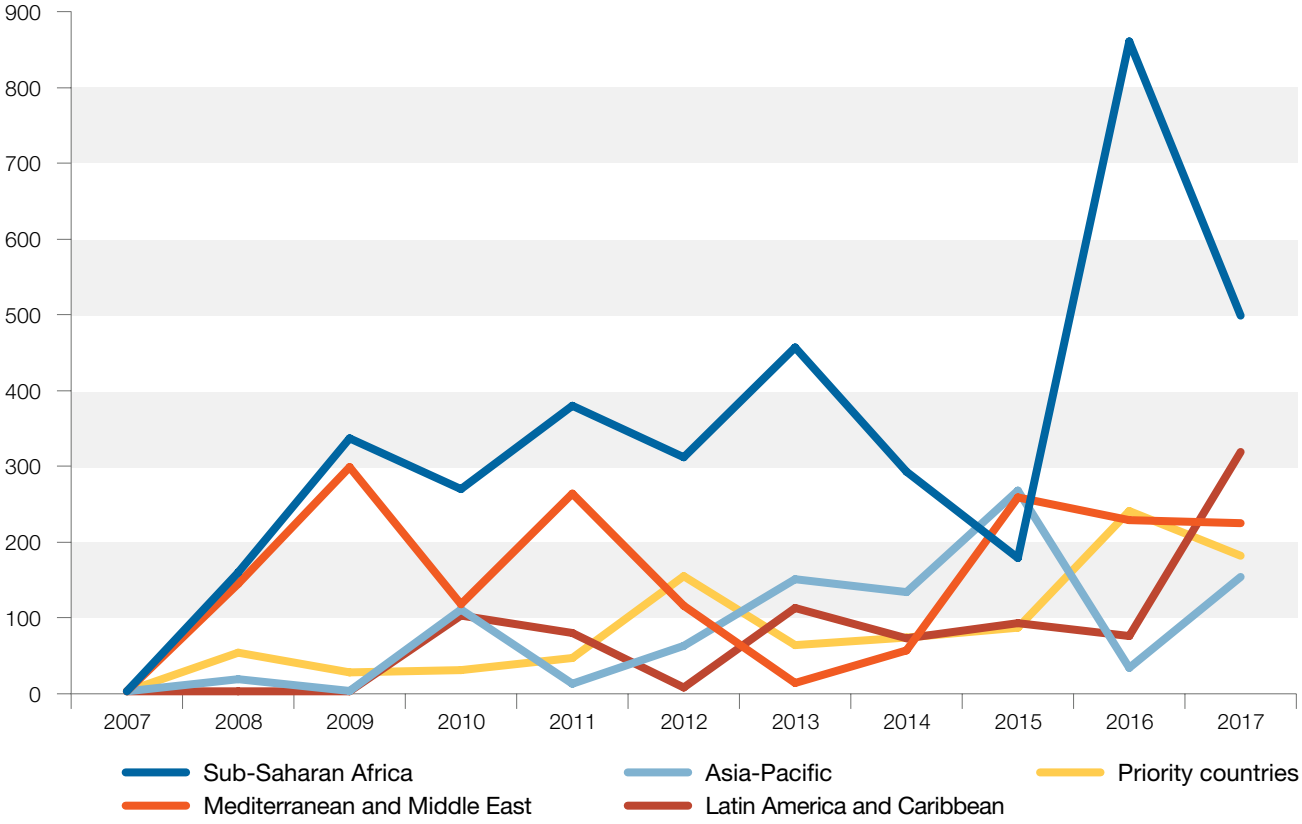
Since its creation in 2008, France's humanitarian response to sudden crises has been coordinated by the Crisis and Support Centre (CDCS); it is also the main donor financing NGOs in crisis and post-crisis situations. As such, responding to the WASH needs of the most vulnerable populations is a priority of the CDCS.

In the event of a sudden crisis, in particular a natural disaster, the CDCS works in cooperation with the relevant ministries, NGOs and foundations so that an emergency response can be deployed on the ground. The WASH sector, specifically access to drinking water, is often populations' primary need when affected by an extreme event. Of the 11 emergency response operations coordinated by the CDCS since 2016, five included a large WASH component: providing water purification stations, sending and distributing hygiene kits, water purification tablets.

During protracted crises, the CDCS supports French, local and international NGOs that implement projects on the ground. The WASH sector represents a significant portion of the projects supported. In 2018, almost EUR 10 million was allocated to projects dealing exclusively with these issues. They provide a means to deal with the population's urgent needs (distribution of hygiene kits to displaced persons, creation of latrines or wastewater disposal systems in refugee camps). They can also help get basic services back up and running in order to stabilize the situation (refilling irrigation canals, rehabilitating wells and water and sanitation networks, ensuring pumping and purification stations are returned to working order). In certain crisis areas water can be a cause of conflict, so improving access to water also contributes to reconciliation.

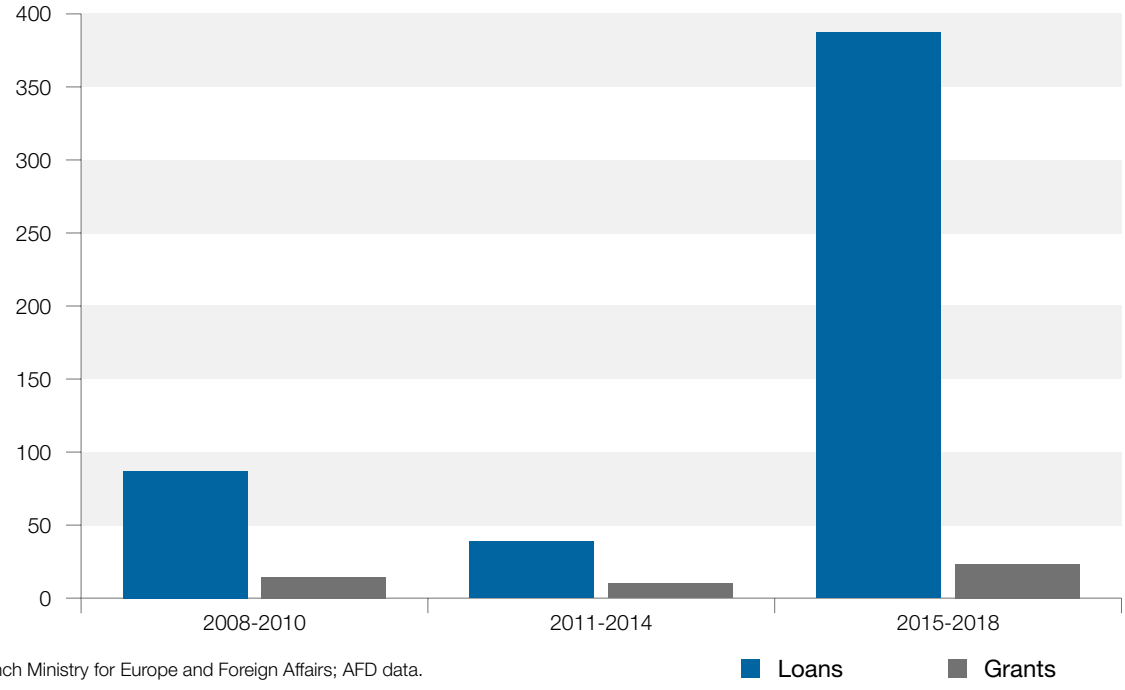
20. www.pseau.org/fr/observatoire/france/panorama-national (In French only).
21. Water Solidarity Programme (Programme Solidarité Eau), https://www.pseau.org/en/about-us.

Figure 8. Geographic distribution of AFD commitments in the water and sanitation sector (in EUR millions)



Source: French Ministry for Europe and Foreign Affairs; AFD data.

Figure 9. Annual AFD commitments in the agricultural water sector (in EUR millions)



Source: French Ministry for Europe and Foreign Affairs; AFD data.

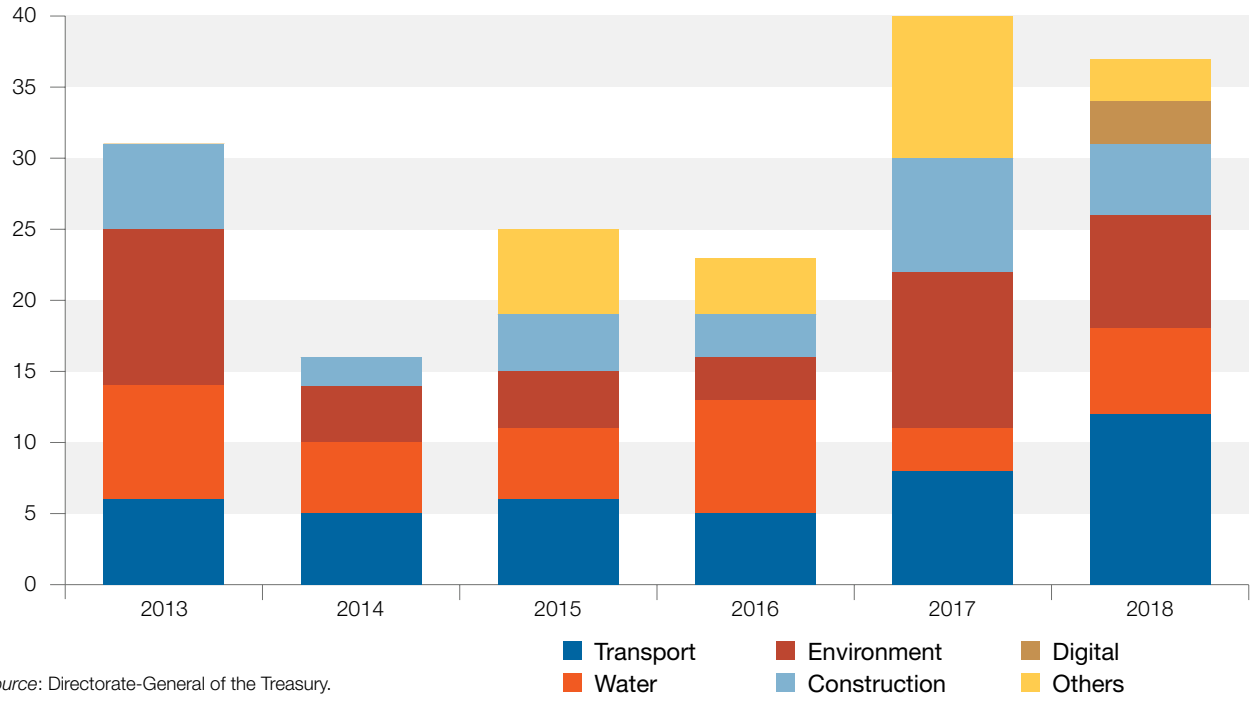
France's Humanitarian Strategy 2018-2022 reaffirmed this priority, indicating that it would "pursue its efforts in the field of healthcare as well as for related water and sanitation actions."

Aid instruments managed by the Ministry of the Economy and Finance

The Ministry of the Economy and Finance operates two tied aid[22] instruments to support businesses that carry out high value-added French projects: the Fonds d'Étude et d'Aide au Secteur Privé (FASEP, Studies and Private Sector Aid Fund) and Treasury loans. With an annual budget of EUR 20 million, FASEP is an in-kind donation granted to a foreign state enabling a business to carry out a feasibility study or pilot project. Treasury loans are sovereign loans that finance large projects (generally upwards of EUR 10 million) in developing countries at concessional rates.

These two instruments are very often used to support water-related projects. In this field, between five and ten projects are approved annually (see Figure 10).

Figure 10. Changes in the proportion of FACEP support vs loans by type of project



Source: Directorate-General of the Treasury.

22. The OECD defines tied aid as "…official grants or loans that limit procurement to companies in the donor country or in a small group of countries", www.oecd.org/dac/financing-sustainable-development/development-finance-standards/untied-aid.htm.

1.2.3 France is among the top five contributors to multilateral institutions working in the water sector

The French contribution to multilateral aid in the field of water and sanitation reached its highest level in 2012 with USD 215 million donated, according to OECD estimates. In 2016 it dropped to its lowest level since 2005, at USD 92 million. France, which ranked third in multilateral financing in the field of water and sanitation in 2015, behind the United Kingdom (EUR 168 million) and Japan (EUR 159 million), fell to fifth place after the United Kingdom (EUR 178 million), Japan (EUR 177 million), the United States (EUR 155 million) and Germany (EUR 120 million).

The majority of French contributions to multilateral institutions in the water and sanitation sector transits through the World Bank's International Development Association (IDA) and the European Union.

In addition, since 2005 France has allocated several grants to support the WHO's water-related activities; this contribution has been on the rise. In 2003, EUR 200,000 was granted and transferred in 2006, followed by an additional EUR 1 million in 2015 and EUR 1.3 million in late 2018.

1.3 French water stakeholders have a global reach

France is recognized internationally in the water and sanitation sector because of the expertise of French stakeholders across the entire water cycle.

1.3.1 Stakeholders working together within platforms

There are a number of French stakeholders in the water sector. One of their strengths is their ability to work together to disseminate joint messages, thereby playing an important role on the international stage.

Various groups exist to enable them to align their messages, especially to international bodies. For example, the Coalition Eau, the Water Solidarity Programme, IOWater (a research and training association) and the Fédération Professionnelle des Entreprises de l'Eau. All of these groups participate in the French Water Partnership platform, which was created in 2007 at the government's initiative to define and disseminate the agreed messages internationally in order to facilitate the implementation of the SDG water-related targets.

1.3.2 Private stakeholders recognized worldwide

Among the many French companies working in water and sanitation, France has two world leaders: Veolia and Suez. In terms of revenue, these are the largest international companies but their position is being challenged by new arrivals, mainly from developing countries. However, French company revenue in the sector remains high. For example, Veolia's revenue rose from EUR 751 million in 2005 to EUR 1.856 million in 2017 in developing countries, where it supplies 59 million people with water and 22 million with sanitation services.[23]

There are also many engineering consultancies in the sector, such as BRL Ingénierie, Egis, Seureca, Suez Consulting, Artelia and Merlin; construction companies such as Sogea, Eiffage and Razel; manufacturers such as PAM for piping; as well as meter and pump manufacturers.

1.3.3 Proactive research and training stakeholders

The research and training field also involves many influential global players. The French Research Institute for Development (IRD) and the French Agricultural Research Centre for International Development (CIRAD) have a fresh approach to expertise and training, in particular on the matter of resources and their quality in developing countries.

23. Figures provided by Veolia.

Three centres of excellence bringing together companies, research labs and training bodies have formed in the water and sanitation sector: Dream, Aqua Valley and Hydreos.

In order to strengthen the influence of French research in the water sector at a global level, the decision was made in 2016 to reactivate the French National Committee for the UNESCO Intergovernmental Hydrological Programme, the only United Nations program dedicated to research in the water sector, water resource management, and education and capacity-building.

1.3.4 Civil society stakeholders active worldwide

French civil society is very active in the sector. According to a study carried out by Coalition Eau in 2019, between 2015 and 2017, the 44 NGOs which responded to their questionnaire raised EUR 328 million for the sector through a variety of funding methods (own funds, decentralized cooperation, funds from French bilateral aid, funds from multilateral aid and funds from private foundations). In 2017, humanitarian emergency NGOs accounted for 77% of overall financing compared to 23% for development NGOs, in particular due to their capacity to raise European and multilateral funds. The main source of financing for development NGOs is decentralized cooperation (32%). Own funds raised by NGOs are their second-largest source of financing, equal to 21%, after multilateral funds. The financial contribution of NGOs is therefore significant and a major one, as they have a high fundraising capacity. French NGOs in the WASH sector mainly operate in the most vulnerable countries, and very often in areas where other players, both private and public, are ill-equipped to deal with the situation. These NGOs are recognized internationally, especially in the areas of humanitarian intervention, small-scale drinking water and sanitation facilities, social engineering and support to civil society, as well as public awareness and citizen and political engagement.[24]

1.3.5 Various stakeholders but one priority region

Often, these stakeholders' geographical priority is Africa. Consequently, over the 2005-2017 period, among the developing country regions, Africa and the Middle East brought in the highest revenue for Veolia. Similarly, NGOs are mainly present in Africa, particularly in the Sahel which is severely affected by a lack of water and sanitation. Their vast presence illustrates the kind of response necessary to address the primary needs of the most impoverished countries and populations, which are a priority for NGOs.

24. Coalition Eau, « La contribution des ONG françaises à la coopération internationale pour l'eau, l'assainissement et l'hygiène », 2019, www.coalition-eau.org/wp-content/uploads/presentation-etude-ong-coalition-eau-juin-2019.pdf.

Chapter 2

STRATEGIC FOCUS AREAS

France's major commitments in the water and sanitation sector are financial (it is one of the main ODA donors in the field) and diplomatic (in accordance with the outcomes of the CICID's 8 February 2018 meeting, the French government is committed to pursuing the implementation of human rights to water and sanitation access). International aid projects that focus on drinking water are indissociable from those focusing on sanitation. Rational water use must be promoted and facilitated by states and local government bodies. This can be achieved through education, prevention and innovation support policies, all underpinned by better governance.

France's international action in the water and sanitation sector has the following two objectives:

- **Universal and equal access to drinking water, sanitation and hygiene (SDGs 6.1 and 6.2):** France advocates for the implementation of human rights to drinking water and sanitation and the strengthening of efforts for the most vulnerable groups, in particular women, girls and the most destitute populations, based on equity ("leave no one behind").

- **IWRM in catchment basins (SDGs 6.3, 6.4, 6.5 and 6.6):** France promotes this model - which it drew up - of quantitative and qualitative management of surface water and groundwater, including in transboundary waters, as a tool of good governance and cooperation that contributes to sustainable development, security and peace in a context of climate change. Water is a common good that should be managed equitably, inclusively and sustainably, while preserving biodiversity and aquatic ecosystems.

France's action in water and sanitation is implemented within the **wider framework of ODA**. The requirements of accountability and transparency, which are essential when verifying if objectives have been achieved, were mentioned in the CICID's conclusions in February 2018. Under the present Strategy, these requirements are embodied in a monitoring and evaluation framework (see Chapter 3). The CICID conclusions also recall that efforts should be directed in priority towards sub-Saharan Africa, the Sahel, the LDCs and crisis-stricken countries. France continues to pursue this priority and adapts its interventions to the specific regional challenges.

In order to reach these goals, the French government focuses on the following strategic areas:

- Strategic focus 1: Improving water and sanitation sector governance, from local to global levels.

- Strategic focus 2: Strengthening water supply security for all as pressures on resources grow and at a time when water-related crises are multiplying.

- Strategic focus 3: Making resources and tools more efficient by prioritizing innovative solutions and inclusive financing mechanisms.

These strategic foci were drawn up following a concerted effort by working parties made up of representatives from research and educational bodies, civil society, the private sector and elected officials, local government bodies and government representatives.

Strategic focus 1 – Improving water and sanitation sector governance, from local to global levels

Good governance in water and sanitation requires transparency, accountability and inclusiveness. For public policies on water and sanitation to be efficient, good governance is required at every level, i.e. the local, regional, national and multilateral levels.

Focus area 1.1 – Improving local governance of drinking water and sanitation services

To ensure that efficient public policies related to drinking water and sanitation are implemented, France is committed to:

- Supporting the effective participation of local populations in decision-making processes so that their needs are better understood, ensuring particular attention is paid to the most vulnerable groups and the gender dimension. Transparent decision making involving recipients can help reduce corruption.

- Helping to implement inclusive, equitable policies, notably by creating a social tariff structure for water and sanitation charges which takes into account the general principle of "water pays for water" and by setting an acceptable price for all which covers operating costs.

- Bolstering local stakeholders by improving their capacities (in particular technical, managerial and budgetary) and promoting greater decentralization in favour of local authorities.

- Reducing the risk of health crises and flooding during the rainy season caused by sanitation system failures (including non-collective sanitation in the LDCs) and especially in urban areas.

- Continuing education, training and hygiene awareness, especially regarding menstrual hygiene.

- Promoting rules of good public service governance in the fields of resource management, aquatic environments and flood risks by supporting national decentralization processes.

Focus area 1.2 – Providing support to structure the WASH sector nationwide and the planning of water use at catchment basin level

Access to drinking water, sanitation and hygiene must remain an international priority. This objective should be grounded in differentiated targets tailored to the geographical, water resource and economic situation of the countries concerned. Promoting transboundary basin agencies will ensure the integrated management of surface water and groundwater resources and of the aquatic biodiversity of catchment basins. This is essential for better use and equitable distribution of water resources across the upstream and downstream areas.

National legislation and frameworks should also be strengthened in order to improve access to drinking water and sanitation. France's priorities in this area are as follows:

- Adopt legislation on the implementation of rights to water and sanitation.

- Strengthen institutions so that they can draw up functional frameworks in the legal, regulatory, financial and technical sectors.

- Sectoral organization: set up sector-specific and intersectoral coordination mechanisms and multi-stakeholder consultation frameworks.

- Establish sector regulation and control mechanisms.

- Improve frameworks that support accountability, transparency and access to information.

- Support the emergence of a structured, functioning civil society.

Focus area 1.3 – Encouraging cooperative management of transboundary basins and supporting the creation of basin authorities

The 1992 Helsinki and 1997 New York conventions provide an international legal framework on the shared use of water resources, enabling better management of transboundary waters. France needs to continue efforts to ensure as many countries as possible adhere to these conventions. In particular, it will:

- Encourage land-use planning based on IWRM principles and aquatic biodiversity for transboundary catchment basins.

- Support basin authorities that help ensure regional security.

- Assist states and basin authorities in implementing sustainable financing mechanisms for basins.

Focus area 1.4 – Strengthen international water governance

In order to achieve SDG 6 and its targets, international governance for water must be strengthened. France's priorities in this area are as follows:

- Support a stronger role for UN-Water, in particular by mandating this body to organize UN events, ensure consolidated, regular monitoring of the sector, improve coordination within the UN system and make recommendations to help countries reach the SDG targets.

- Enhance knowledge of water resources, especially groundwater resources, and water access needs via international observatories; support the sustainable production and sharing of data.

- Promote the international conventions on transboundary water and United Nations resolutions (human right to water and sanitation, water and peace, etc.).

Water can be a source of crises and tensions and become the cause or the target of armed conflict. As such, France:

- Ensures, as a United Nations Security Council member, that the use of water by belligerents or terrorist groups as a weapon or target is condemned, and that hydraulic infrastructures are protected.

- Encourages ceasefires to enable water supply during armed conflict and, if necessary, the inclusion of water issues and water-related cooperation issues in peace agreements.

- Supports the integration and coordination of all actors (crisis and post-crisis) so as to ensure a continuum between emergencies and development.

- Fosters the implementation of UN peacekeeping mandates and post-conflict peacebuilding activities which include protecting water resources and hydraulic infrastructures.

- Promotes IWRM as a tool supporting security and peace.

Strategic focus 2 – Strengthening water supply security for all as pressures on resources and the number of water-related crises grow

Climate change intensifies and exacerbates extreme events such as cyclones, flooding, coastal erosion and drought. Long-term, slow-onset events such as higher temperatures, rising water levels and desertification require adaptation and resilience to water-related risks, both in terms of domestic consumption (securing supply, particularly in relation to the risks of pollution) and agricultural usage (reusing wastewater, water-saving techniques, salt-resistant crops). Habitats and ways of life must also adapt to new threats, with greater capability for anticipation against a backdrop of strong demographic pressure.

Focus area 2.1 – Boosting resilience to environmental risks in a context of climate change adaptation

Climate change entails a paradigm shift as concerns water-related risks. This means moving from the notion of "fighting against" to "living with" the risks of flooding and drought, which requires:

- Improving knowledge of the impacts of climate change on the water cycle and aquatic biodiversity, especially at the local level.

- Conducting vulnerability and adaptation studies on this paradigm shift, namely by identifying the socio-economic systems under stress.

- Supporting the development of prevention plans for water-related natural disasters in the countries the most exposed to these risks.

- Promoting nature-based solutions which lead to co-benefits in terms of resilience and preservation of aquatic biodiversity.

- Ensuring increased consideration for, and execution of, climate change adaptation measures in development strategies, policies and programs, in particular in the implementation and realisation of the commitments made by the signatories of the Paris Agreement.

- Careful planning of land development with a view to greater resilience, integrating adapted structures.

- Steering climate financing and especially public funding towards climate change adaptation measures related to water resources and water-related risk management (flooding, drought, coastal aquifer salinization due to rising sea levels, etc.).

- Improving the resilience of drinking water production and sanitation facilities, as recommended in priority No. 4 of the *Sendai Framework for Disaster Risk Reduction 2015-2030*.[25]

- Developing effective early warning systems directed at vulnerable populations located in high-risk zones, and outreach to populations exposed to water risks.

Focus area 2.2 – Working towards greater security of supply

Climate change alters the distribution of water resources, water regimes and the seasonality of rainfall, hence it has direct consequences on water supply. The need to safeguard supplies calls for measures that target water demand which ensure that water use is more efficient, consumption is controlled and leaks in water supply infrastructure are reduced. Second, it calls for measures that target water supply management, in particular the diversification of supply sources, precautionary storage, the protection of existing water stocks and flows from pollution and the reuse of wastewater.

Measures concerning water demand

These measures are as follows:

- Support development models and techniques that are water efficient and economical in order to limit consumption, namely agroecological farming and family farming.

- Raise awareness among policy makers as to the pressing need to limit leaks in existing networks, namely by promoting best practices in water stewardship and by using technological innovations.

- Raise awareness among the various user categories (agricultural, industrial, domestic) on the need to save water and adopt water-efficient behaviours.

Measures concerning water supply

The diversification of supply sources must be based on:

- Promoting the reuse of treated wastewater and financing the associated treatment facilities. Treated wastewater should

25. Point 33(c): "To promote the resilience of new and existing critical infrastructure, including water…", www.unisdr.org/files/43291_sendaiframeworkfordrren.pdf.

be considered a resource, particularly for the agricultural sector, and especially in semi-arid and semi-desert areas.

- Facilitating the infiltration of rainwater for groundwater recharge.

- Improving large-scale rainwater harvesting systems, in particular in water-stressed countries, by building collection tanks, drainage basins and underground reservoirs, alongside green and blue engineering solutions that combine local materials, workforce and skills.

- The installation of desalinization units must be conditional to carrying out a prior assessment of existing alternatives; there must be greater control over demand and the level of environmental and social risk factors; as well as recourse to renewable energies and brine treatment before discharge.

Protecting water stocks and flows from pollutions involves:

- Preparing and implementing national and local plans to combat point and nonpoint sources of pollution.

- Supporting efforts to create and improve depollution systems.

- Encouraging nature-based solutions, or solutions inspired by nature, in particular to protect water infiltration zones and facilitate the natural filtration of wastewater by plants and riverbank stabilization.

- Promoting transboundary cooperation to ensure good quality water is available in sufficient, foreseeable quantity in downstream countries (see focus area 1.3).

- Promoting the entire sanitation sector, including its industrial dimension.

Focus area 2.3 – Better addressing the role of water in food security, nutrition and health security

The majority of undernourished people depend on agricultural water for several needs: "Increased levels of contamination in water used for irrigation can impact on the health security of crops that absorb it and animals that ingest it, as well as the food products that are created from them. Unsafe water and food create a vicious circle where diarrhoea and malnutrition set in, which threaten the nutritional level of the most vulnerable people."[26] Therefore, it is necessary to:

- Develop public policies and plan cross-sector interventions, incorporating water, food security and public health dimensions.

- Promote multisectoral policies in the WASH sector.

- Develop public policies and infrastructures that ensure the water used by populations is not contaminated.

- Strengthen WASH interventions that have a strong impact on the reduction of waterborne diseases and malnutrition.

- Prioritize equipping schools and health centres in the WASH sector.

- Spread awareness among populations on protective measures against waterborne diseases, water purification solutions and the consequences of polluting water sources by human activity, in particular via decentralized networks of rural and neighbourhood health centres, in schools and other educational facilities.

- Support food behaviours that foster environmental protection as well as nutrition.

- Promote better management of agricultural water demand by inciting farmers to adopt production methods that use water more rationally and require less inputs, especially agroecological practices.

26. FAO, IFAD, UNICEF, WPF and WHO, *The State of Food Security and Nutrition in the World 2018. Building climate resilience for food security and nutrition*, FAO, Rome, 2018, www.fao.org/3/i9553en/i9553en.pdf.

Strategic focus 3 – Making resources and tools more efficient by prioritizing more innovative solutions and inclusive financing mechanisms

To reach the objective of equitable access to water and sanitation, a mass effect in terms of financing is necessary to ensure the population is covered and to support innovative projects that are more environmentally friendly, based on improved knowledge about water.

Focus area 3.1 – Increasing and diversifying financing in the WASH sector

Given the estimated requirement of approximately USD 114 billion annually to reach Targets 6.1 and 6.2 of the SDGs, WASH sector financing must be increased significantly and in diverse ways. France will therefore:[27]

- Increase French ODA financing dedicated to the WASH sector in LDCs, especially in the form of bilateral grants and in particular for its 19 priority countries, in line with the decisions taken by the CICID on 8 February 2018 (they will receive 50% of treasury grants and two-thirds of grants provided by the AFD).

- Increase financing for the WASH sector in LDCs, in line with the growth in ODA volume, delivered through NGOs to implement projects.

- Take into account challenges facing WASH when addressing crises and weaknesses, as outlined by the CICID on 8 February 2018.

- Balance financing across the fields of water and sanitation by intensifying efforts in sanitation and hygiene: by 2030, half of ODA in the sector should be dedicated to sanitation.

- Increase the proportion of grants dedicated to a better understanding of water resources and aquatic biodiversity, good governance and capacity building.

- Support decentralized cooperation by promoting the mechanism provided by the French Oudin-Santini Act among French local government bodies. These decentralized cooperation mechanisms should also be promoted at the European and international levels. Greater complementarity should be sought between decentralized cooperation and government cooperation.

- Use innovative financing (see Box 2), including lines of credit, guarantees, microfinancing, debt mutual funds and social impact bonds.

- Continue efforts to open up to the private sector in order to reach the most modest populations (microcredit) via the banking system in the countries in question (especially in middle-income countries).

Focus area 3.2 – Encouraging research and innovation in the water and sanitation sector and capitalizing on every opportunity

The water and sanitation sector needs to make the most of the latest innovations and technologies to tackle supply challenges in the context of climate change and an increasing number of conflicts between users. This will involve:

- Promoting nature-based solutions in order to protect water resources, treat sewage, prevent flooding and combat erosion. These solutions are inspired by - or based on - nature, and use or imitate natural processes in order to overcome global challenges. They address the cross-disciplinary nature of the challenges identified in the SDGs.

27. Guy Hutton and Mili Varughese, *The Costs of meeting the 2030 Sustainable Development Goals Targets on Drinking Water, Sanitation, and Hygiene*, World Bank, Washington D. C., 2016, http://documents.worldbank.org/curated/en/415441467988938343/pdf/103171-PUB-Box394556B-PUBLIC-EPI-K8543-ADD-SERIES.pdf.

BOX 2

Innovative financing

Innovative financing mechanisms could collect additional funds for the water and sanitation sector on top of traditional ODA financing. France, with support from G7 countries, has undertaken to develop its first development impact bond on menstrual hygiene management in sub-Saharan Africa (Ethiopia and Niger).

This type of financial instrument supports innovative projects initiated by NGOs or social entrepreneurs financed by investors, which are only repaid by "results buyers" (generally the public authorities, philanthropists or financial backers) if pre-agreed and independently assessed indicators are achieved.

The Leading Group on Innovative Financing for Development, a multi-stakeholder partnership created in 2006[28] and for which France provides the permanent secretariat, enables exchanges of best practices internationally.

- Encouraging the private sector and policy makers to adopt these nature-based solutions.

- Reducing the impact of water and sanitation projects on the environment and climate change and encouraging climate change mitigation measures, especially by prioritizing energy efficiency in infrastructures and processes and the use of renewable energies (namely biogas from sewage sludge fermentation, solar and wind power and environmentally friendly hydropower).

- Better taking into account the contribution of social sciences and humanities to public policies on water and sanitation.

- Promoting innovative cooperation, especially with countries that have experience in water resource management (cooperation between France, priority countries and third countries that have a tradition of water resource management such as those in the Mekong basin).

- Promoting financing that takes into account innovation, research, the learning process and capitalization.

- Investing further in operational research and innovation, facilitating the use of external expertise during complex humanitarian interventions.

Focus area 3.3 – Increasing knowledge of water resources by developing water information systems

In order to properly manage water resources, it is essential to know all about them and have access to information systems that enable widespread dissemination of data on their state. This requires:

- Developing mechanisms to collect data on water and sanitation by incorporating spatial, socio-economic and political components and using participatory methods such as crowdsourcing.

- Supporting efforts to improve national statistics systems for monitoring the various parameters of access to drinking water and sanitation used to build global indicators.

- Supporting the development of inventories of potential water resources (groundwater, surface water, rainfall frequency and intensity, etc.), thereby facilitating the development of long-term centres of excellence for information gathering, education and research on water and the climate in LDCs and middle-income countries.

- Ensuring this data is publicly and freely disseminated.

28. Within this partnership, innovative financing is defined as mechanisms that are "complementary to official development assistance, predictable and stable. They are closely tied to the notion of global public goods and also aim to correct the negative effects of globalisation." See: www.leadinggroup.org/rubrique20.html.

BOX 3

Relationship between France's strategic focus areas on water and sanitation and the SDGs

France's strategic focus areas	SDG targets
Strategic focus 1 – Improving water and sanitation sector governance, from local to global levels	
Focus area 1.1 – Improving local governance of drinking water and sanitation services	Targets 6.1, 6.2, 6.4, 6.a, 6.b
Focus area 1.2 – Providing support to structure the WASH sector nationwide and the planning of water use at catchment basin level	Targets 6.b, 15.1
Focus area 1.3 – Encouraging cooperative management of transboundary basins and supporting the creation of basin authorities	Targets 6.5, 6.b
Focus area 1.4 – Strengthening international water governance	Target 6.5
Strategic focus 2 – Strengthening water supply security for all as pressures on resources and the number of water-related crises grow	
Focus area 2.1 – Boosting resilience to environmental risks in a context of climate change adaptation	Targets 6.3, 6.4, 6.a, 6.b, 15.3
Focus area 2.2 – Working towards greater security of supply	Targets 6.6, 6.a, 6.b, 2.4, 2.5, 2.a, 11.5, 11.b et 13.1
Focus area 2.3 – Better addressing the role of water in food security, nutrition and health security	Targets 6.1, 6.2, 2.3, 2.4, 2.a, 3.9
Strategic focus 3 – Making resources and tools more efficient by prioritizing more innovative solutions and inclusive financing mechanisms	
Focus area 3.1 – Increasing and diversifying financing in the WASH sector	Targets 6.1, 6.2, 6.3, 6.a, 17.1 à 17.5
Focus area 3.2 – Encouraging research and innovation in the water and sanitation sector and capitalizing on every opportunity	Targets 6.1, 6.2, 6.3, 6.6, 6.a
Focus area 3.3 – Increasing knowledge of water resources by developing water information systems	Target 6.a

Chapter 3

MONITORING AND EVALUATING THE STRATEGY

Monitoring this Strategy will help to strengthen the transparency and accountability of France's actions in the water and sanitation sector. Indeed, transparency of aid is essential to boost efficiency; it also allows sectoral intervention policies to be better understood and their legitimacy reinforced.

Overall, France's action in the field of water and sanitation respects the principles set out in the Paris Declaration and the Accra Agenda for Action[29] as well as the Busan Partnership for Effective Development Cooperation.[30] It also follows the Sendai Framework for Disaster Risk Reduction, the Paris Agreement and the 2030 Agenda, in particular SDG 6 (see Box 3). It also relies on countries' national systems to ensure that authorities and agencies, stakeholders and populations play an active role in designing and implementing projects, in accordance with local standards and regulations and local governance structures.

Fulfilling the objectives and strategic focus areas set out in this Strategy requires a monitoring and accountability framework that is tailored and coherent, with performance indicators. This framework, which is presented in the Annex, respects the following requirements:

- Using existing tools to evaluate the major trends in French ODA in water and sanitation (especially those provided by the AFD and the OECD) in order to avoid the duplication of methodologies and indicators.

- Integrate the strategic guidelines for 2020-2030 into the accountability framework, including in particular the integrated approach to challenges which France now applies. This should be achieved by widening the scope of water and sanitation projects to include awareness and education on hygiene, water for agricultural use, planning services for urban and rural development, multisectoral aid for basic social services, crisis and post-crisis interventions and risk management. These aspects are identified by OECD-DAC purpose codes in the Annex.

With a view to fully deploying an integrated approach to water and sanitation issues, there will be a specific focus on enhancing the use of mechanisms ensuring local population participation and integrated resource management facilities, as well as increasing the number and efficiency of hygiene practice awareness campaigns.

These indicators assess the progress made in terms of access to WASH services, sustainable resource management, awareness and appropriation of these challenges by local populations. The monitoring and evaluation of the strategy, which will come to term in 2030, will be conducted in three stages with:

- An annual evaluation of French interventions in the water and sanitation sector, conducted using the indicators presented in the Annex.

- A mid-term review based on the monitoring indicators and priority targets defined in the Strategy which will enable sectoral and geographic efforts to be adjusted as necessary.

- An assessment of the Strategy's implementation when its lifespan is over.

Specific monitoring will be conducted for the 19 priority countries for French ODA.

29. Paris Declaration on Aid Effectiveness and the Accra Agenda for Action: www.oecd.org/dac/effectiveness/parisdeclarationandaccraagendaforaction.htm.

30. www.oecd.org/development/effectiveness/busanpartnership.htm.

Annex

ACCOUNTABILITY FRAMEWORK

Focus areas	Annual strategy monitoring indicators (currency: EUR or USD, depending on data source)	Data sources and methodologies[31]
Focus area 1.1 – Improving local governance of drinking water and sanitation services	**1.** Proportion of bilateral water and sanitation projects with a positive impact on gender equality	OECD-DAC gender equality policy markers: 140, 12261, 43061, 31140
Focus area 1.2 – Providing support to structure the WASH sector nationwide and in planning water use at catchment basin level		
Focus area 1.3 – Encourage concerted management of transboundary basins and supporting the creation of basin authorities	**2.** Number of transboundary cooperation facilities supported by French cooperation	IOWater Water Solidarity Programme
Focus area 1.4 – Strengthening international water governance	**3.** Number of accessions to the Helsinki and New York conventions and the Protocol on Water and Health	United Nations Treaty Collection[32]
Focus area 2.1 – Boosting resilience to environmental risks in climate change adaptation	**4.** Annual commitments and disbursements to reduce the risk of water-related disasters	OECD-DAC (project-level treatment of code 43060)
	5. Proportion of projects that include a climate co-benefit	OECD Rio Markers (mitigation and adaptation) for DAC sectors 140, 31140
	6. Proportion of projects that include a biodiversity co-benefit	OECD biodiversity marker for DAC sectors 140, 31140

31. Several data sources (AFD or OECD-DAC) may be indicated for a single indicator. Since methodologies and definitions vary from one organisation to another, data from different sources cannot be aggregated.

32. https://treaties.un.org/Pages/ViewDetails.aspx?src=TREATY&mtdsg_no=XXVII-5&chapter=27&clang=_en.

Focus areas	Annual strategy monitoring indicators (currency: EUR or USD, depending on data source)	Data sources and methodologies
Focus area 2.2 – Working towards greater security of supply	**7.** Number of persons: a) who have gained access to a basic sanitation service; b) who have access to a safely managed sanitation service	AFD activity
	8. Number of persons: a) who have gained access to a basic drinking water service; b) who have access to a safely managed drinking water supply service	
	9. Number of farmers with long-term, sustainable access to water services	
Focus area 2.3 – Better addressing the role of water in food security, nutrition and health security	**10.** Installed or rehabilitated wastewater treatment capacity (inhabitant equivalent)	AFD activity
	11. Number of persons sensitised on hygiene issues	
Focus area 3.1 – Increasing and diversifying financing in the WASH sector	**12.** Annual commitments and disbursements in the drinking water sector	AFD activity
	13. Annual commitments and disbursements in the sanitation sector	
	14. Annual gross ODA commitments and disbursements in the water and sanitation sector (bilateral and multilateral)	OECD-DAC (code 140) and multiple budget charges
	15. Financing for decentralized cooperation	Water Solidarity Programme
	16. Proportion of ODA dedicated to the WASH sector financed via NGOs and civil society (out of total WASH ODA)	OECD-DAC (140, 12261, 43060, 31140)
Focus area 3.2 – Encouraging research and innovation in the water and sanitation sector and capitalizing on every opportunity	**17.** Commitments dedicated to research and innovation in the WASH sector	Indicator to be developed during strategy execution by the MEAE
Focus area 3.3 – Increasing knowledge of water resources by developing water information systems		

Acronyms and abbreviations

AFD	Agence française de développement (French Development Agency)
CDCS	Crisis and Support Centre of the French Ministry for Europe and Foreign Affairs (MEAE)
CICID	Interministerial Committee for International Cooperation and Development (France)
CLEN	Environment and Climate Department (MEAE/DGM/DDD)
DAC	Development Assistance Committee (OECD)
DDD	Sustainable Development Directorate (MEAE/DGM)
DGM	Directorate-General for Global Affairs, Culture, Education and International Development (MEAE)
FAO	United Nations Food and Agriculture Organization
FASEP	Fonds d'Étude et d'Aide au Secteur Privé (Studies and Private Sector Aid Fund)
GDP	gross domestic product
IOWater	International Office for Water
IWRM	Integrated Water Resources Management
LDC	least developed country
MDG	Millennium Development Goal
MEAE	Ministry for Europe and Foreign Affairs (France)
NGO	Non-governmental organization
ODA	official development assistance
OECD	Organisation for Economic Co-operation and Development
SDG	Sustainable Development Goal
UN	United Nations
UNECE	United Nations Economic Commission for Europe
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNICEF	United Nations International Children's Emergency Fund
WASH	Water, Sanitation, Hygiene
WHO	World Health Organization

Boxes

Figures

Bibliography

- UCLouvain, CRED and USAID, *Natural Disasters 2018, An opportunity to prepare*, Brussels, 2019.

- FAO, IFAD, UNICEF, WPF and WHO, *The State of Food Security and Nutrition in the World 2018. Building climate resilience for food security and nutrition*, FAO, Rome, 2019, www.fao.org/3/i9553en/i9553en.pdf.

- FAO/International Water Management Institute, *More People, More Food, Worse Water? A Global Review of Water Pollution from Agriculture*, FAO and IWMI, Rome, 2018, www.fao.org/3/CA0146EN/ca0146en.pdf.

- Guy Hutton and Mili Varughese, *The Costs of meeting the 2030 Sustainable Development Goals Targets on Drinking Water, Sanitation, and Hygiene*, World Bank, Washington D. C., 2016, http://documents.worldbank.org/curated/en/415441467988938343/pdf/103171-PUB-Box394556B-PUBLIC-EPI-K8543-ADD-SERIES.pdf.

- OECD/FAO, *OECD-FAO Agricultural Outlook 2019-2028*, OECD Publishing, Paris, 2019, https://doi.org/10.1787/agr_outlook-2019-en.

- UN-Water, Sustainable Development Goal 6, Synthesis Report 2018 on Water and Sanitation, www.unwater.org/publication_categories/sdg-6-synthesis-report-2018-on-water-and-sanitation.

- UNESCO/UN-Water, *The United Nations World Water Development Report 2019: Leaving No One Behind*, Paris, 2019, https://unesdoc.unesco.org/ark:/48223/pf0000367306.

- United Nations Environment Programme, "Better sewage treatment critical for human health and ecosystems", 2019, www.unenvironment.org/news-and-stories/story/better-sewage-treatment-critical-human-health-and-ecosystems.

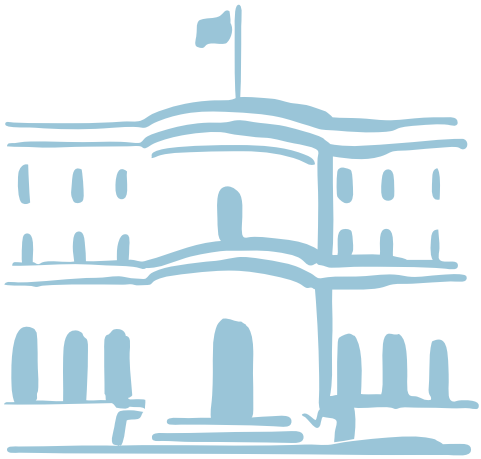
- World Bank Group, *High and Dry: Climate Change, Water, and the Economy*, World Bank, Washington D.C., 2016, www.worldbank.org/en/topic/water/publication/high-and-dry-climate-change-water-and-the-economy.

- WHO and UNICEF, *Progress on drinking water, sanitation and hygiene: 2017 update and Sustainable Development Goal baselines*, WHO, Geneva, 2017.

- WHO and UNICEF, *Safely managed drinking water - thematic report on drinking water 2017*, World Health Organization, Geneva, 2017, www.who.int/water_sanitation_health/publications/safely-managed-drinking-water/en/.

- World Bank, *Water Supply, Sanitation, and Hygiene (WASH) Poverty Diagnostic Initiative*, World Bank, Washington D.C., 2017, www.worldbank.org/en/topic/water/publication/wash-poverty-diagnostic.

- WWF International, *Living Planet Report 2016: Risk and resilience in a new era*, Gland, Switzerland, 2016, www.wwf.org.uk/sites/default/files/2016-10/LPR_2016_full%20report_spread%20low%20res.pdf.



FRANCE'S INTERNATIONAL STRATEGY FOR WATER AND SANITATION (2020-2030)

Access to drinking water and sanitation addresses the vital needs of populations. Quality access has extremely positive consequences on public health, gender equality, the elimination of poverty and malnutrition. This is why France has campaigned for the United Nations to recognise access to drinking water and sanitation as a human right. France is also behind internationally recognized concepts such as the integrated water resource management model, a tool now included in the sustainable development goal for water (SDG 6) of the 2030 Agenda. This objective covers both universal access to water and sanitation services and sustainable resource management.

Given the need to adapt France's objectives to changes in the global context, in particular demographics, urbanization and climate change, its *Water and Sanitation Strategy (2005-2015)* has been overhauled.

France's International Strategy for Water and Sanitation (2020-2030) is a reference framework for all water-sector stakeholders and is the result of an inclusive, participatory approach involving all French stakeholders in the sector. This multidisciplinary Strategy focuses on three priorities: improving water and sanitation governance at different levels; strengthening supply security in the context of climate change and increasing usage conflicts; and strengthening the tools and methods used in the sector.

Liberté • Égalité • Fraternité
RÉPUBLIQUE FRANÇAISE
MINISTÈRE DE L'EUROPE ET DES AFFAIRES ÉTRANGÈRES
diplomatie.gouv.fr/en/

Directorate-General for Global Affairs, Culture, Education and International Development
Cover photograph: © Allison Kwesell/Banque mondiale
Graphic design: Iskouhi Mouradian
Printing: Reprography department of MEAE – DIL – La Courneuve