

The financial landscape of water and sanitation:

Opportunities to improve WASH ODA from the European Union, France, Germany and Spain



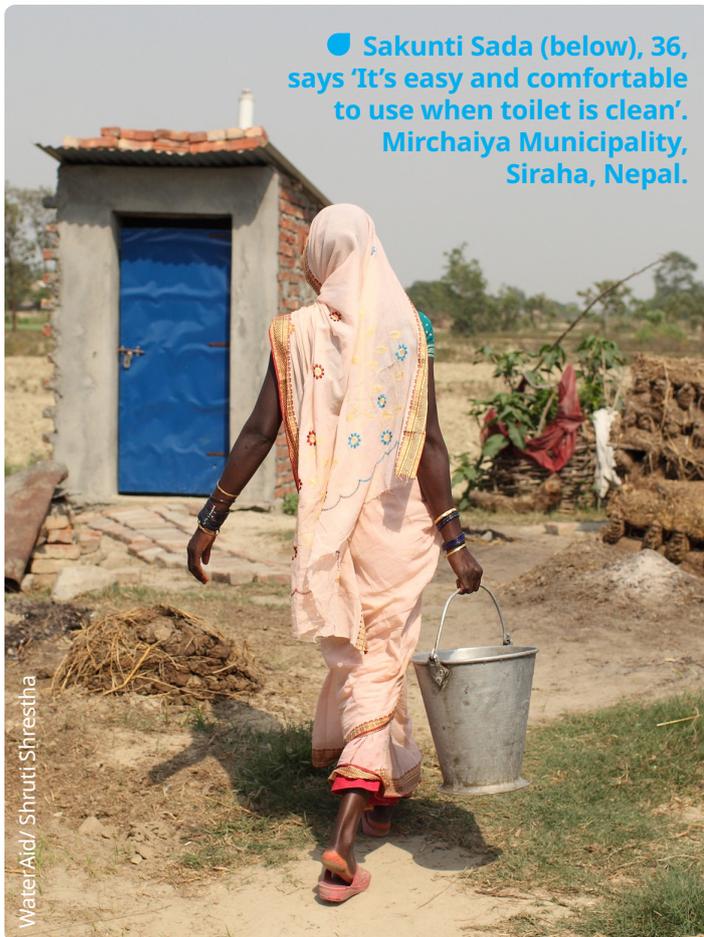
● Sakunti Sada (below), 36, says 'It's easy and comfortable to use when toilet is clean'.
Mirchaiya Municipality, Siraha, Nepal.

"Water is the most strategic resource of our societies for the 21st century."

Portuguese State Secretary, Francisco André.¹

"Water is life, and the only substitute for water is water. The current pandemic made it very clear. The cross-cutting nature of water reminds us that integrated and sustainable management of water is a precondition for reaching all other SDGs."

Slovenian State Secretary, Stanislav Raščan.²



¹ Opening of the Water and Beyond conference, 18 January 2021, <https://waterandbeyond.b2match.io/>

² <https://twitter.com/MZZRS/status/1354864283734175745?s=20>

Executive summary

Most low-and middle-income countries are not on track to achieve Sustainable Development Goal 6 (SDG 6) by 2030. While national policies are important to reversing this trend, international donors have a critical role to play by providing official development assistance (ODA) for water, sanitation, and hygiene (WASH).

WaterAid commissioned a study to analyse why donors are reluctant to invest in the sector and which opportunities exist for increasing and improving ODA levels from the European Union (EU) institutions, France, Germany and Spain.

The main trends observed in WASH ODA raise some concerns:

- The share of total ODA disbursements allocated towards WASH **stagnated** at ~4% between 2010 and 2019. Compared to 2010, the EU institutions, France, and Germany all increased their bilateral WASH ODA disbursements. However, the growth in their WASH ODA stalled at around 2015/16.
- Germany's and Spain's **commitments** fell by 15% and 30% respectively in 2019. However, bilateral WASH ODA commitments by the EU institutions and France increased sharply in 2019.
- An analysis of bilateral WASH ODA disbursements by country income group shows that the **countries with the lowest income** do not receive the greatest share of aid. The share of WASH ODA for Sub-Saharan Africa (SSA) – the region with the greatest needs – is insufficient.
- The EU institutions, France and Germany have a strong funding focus on **large infrastructure projects**, especially for water and in (peri-)urban areas. As such, comparatively little ODA goes to sanitation and basic WASH services more generally despite their vital role in tackling the COVID-19 pandemic.

- **ODA loans** are increasingly the dominant aid modality for funding WASH services (except in Spain), which is very concerning in a context of growing unpayable debt in many developing countries.

Key common challenges and opportunities observed across the four donors:

- Despite being a human right and one of the most basic human needs, **water is not championed** by vocal and influential high-level policy makers in any of the four settings. Sanitation and hygiene are even less well-supported.
- While it is obvious that water (alongside sanitation and hygiene) contributes to all other SDGs, it is questionable whether the **cross-sector/nexus** approach and narrative in effect led to increased WASH investments in the past.
- The **divisions where the water teams are placed**, the lack of cross-sectoral collaboration, and the angle through which water is looked at have consequences on the way it is prioritised.
- **Sanitation and hygiene are overlooked** while they are critical to achieve other human development-related SDGs. WASH ODA tends to be used to fund mostly big infrastructure projects through loans.
- **Climate change** is on top of all four donors' agendas, but climate adaptation funding is not channelled enough through WASH.
- International donors often see WASH as a largely **uncoordinated space** with significant governance issues.

Recommendations for policy makers and donor agencies:

- **Speak up** on the vital importance of water, sanitation and hygiene.
- **Invest** in basic WASH services for effective human development programmes.
- **Make the most of the climate agenda** to protect and support access to water and sanitation, and in particular increase ODA volumes for climate-resilient WASH.
- **Ensure aid effectiveness** by better targeting the poorest communities and increasing donor coordination.

Introduction

Most low-and middle-income countries are not on track to achieve Sustainable Development Goal 6 (SDG 6) by 2030. In 2017, only three out of five people in low and middle-income countries had a basic handwashing facility, with coverage even lower in least-developed countries (one in four). In the same year, 2.2 billion people lacked safely managed drinking water services, 4.2 billion people lacked access to safely managed sanitation and 673 million have no toilets at all. Global rates of progress need to quadruple to achieve access to water and sanitation for all by 2030.³ At the current rate of progress, it will be the 22nd century before sanitation for all is a reality.⁴ But progress is possible. We have seen many countries that have been successful in improving swiftly the provision of water and sanitation services. In all instances, governments had played an important role in improving WASH governance, through better coordination, planning, monitoring and financing of services.

While national policies are important to reversing this trend, donors have acknowledged through SDG target 6.a⁵ that they have a critical role to play by providing official development assistance (ODA) for water, sanitation, and hygiene (WASH). Improving the volume, impact and efficiency of ODA for WASH is critical to achieving SDG 6. Due to the COVID-19 pandemic, the role of WASH ODA became even more important, as limited access to WASH leads to an increased risk of infection.

³ UN-Water (2020). Summary Progress Update 2021 – SDG 6 – water and sanitation for all. Version: 1 March 2021. <https://www.unwater.org/publications/summary-progress-update-2021-sdg-6-water-and-sanitation-for-all/>

⁴ UNICEF/WHO (2020). State of the World's Sanitation: An urgent call to transform sanitation for better health, environments, economies and societies. <https://www.who.int/publications/i/item/9789240014473>

⁵ "By 2030, expand international cooperation and capacity-building support to developing countries in water- and sanitation-related activities and programmes, including water harvesting, desalination, water efficiency, wastewater treatment, recycling and reuse technologies." <https://sdgs.un.org/goals/goal6>

⁶ Opening of the Water and Beyond conference, 18 January 2021, <https://waterandbeyond.b2match.io/>

⁷ Post-2015 Consensus: Water and Sanitation Assessment, Hutton <https://www.copenhagenconsensus.com/publication/post-2015-consensus-water-and-sanitation-assessment-hutton>

“We are seeing only about half of the necessary investments in water to reach SDG 6.”

EU Commissioner for Crisis Management, Janez Lenarčič.⁶

Despite insufficient progress towards SDG 6 and a growing demand for ODA, the share of total ODA disbursements allocated towards WASH stagnated at ~4% between 2010 and 2019.

The economic returns of investing in WASH are comparable with the health and education sectors. For example, for each dollar invested in eliminating open defecation in rural areas, the return would be six dollars⁷.

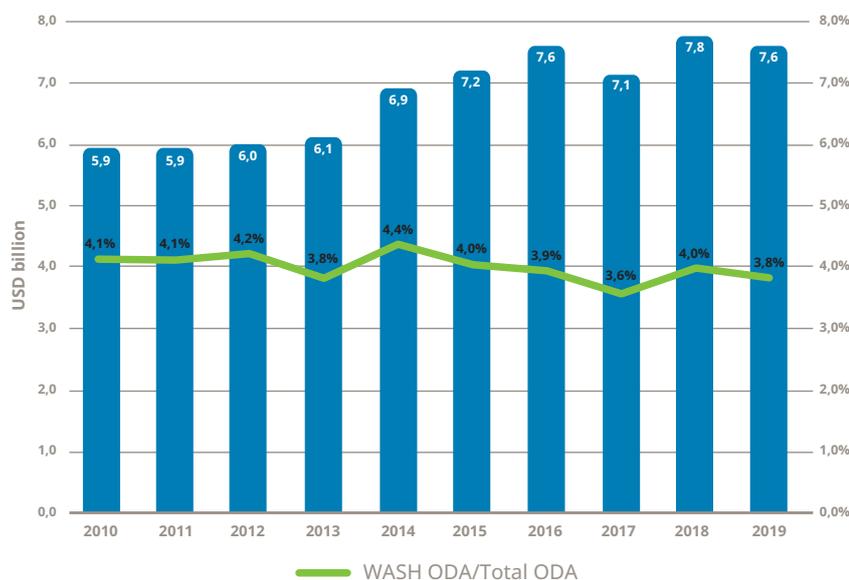
Considering the need for increased WASH ODA, WaterAid commissioned Open Consultants to analyse why donors are reluctant to invest in the sector and which opportunities exist for increasing and improving ODA levels from four donors: the European Union (EU) institutions, France, Germany and Spain. These four donors were selected for several reasons, including their track record on WASH investments, the potential to improve the targeting of ODA, and political opportunities such as upcoming elections and G7 presidencies. The research team used three methods: a financial database analysis, a desk-review, and 25 key informant interviews with donor ministries and implementing agencies, non-governmental organisations (NGOs), and water and sanitation ministries in two Sub-Saharan countries. **Coalition Eau** (France), **ONGAWA** (Spain) and **WASH United** (Germany) provided key input throughout the study. The purpose of this brief is to share the main findings of the study and key recommendations to policy makers across the EU institutions and EU Member States.

Part one: the main trends in WASH ODA



WaterAid/ Sibtain Haider

Fig. 1: ODA disbursements for water supply and sanitation by all official donors, 2010-2019



● **WASH group members, (left to right) Kiran, Mahwish, Saba, Ramsha and Iqra, in front of the WaterAid installed girls' friendly toilet in Government Girls High School Chak 518, Union Council Meer Pur Bhagal, Tehsil Kot Addu, District Muzaffargarh, Province Punjab, Pakistan, May 2018.**

Stagnating volumes of WASH ODA:

- In absolute terms, WASH ODA by all official donors grew from US\$5.9 billion in 2010 to US\$7.8 billion in 2018, its highest-ever level. However, **in 2019, WASH ODA decreased to US\$7.6 billion, a drop of 2.0% (Fig. 1).**
- **Compared to 2010, the EU institutions, France and Germany all increased their bilateral WASH ODA disbursements. However, the growth in their bilateral WASH ODA stalled at around 2015/16 (Fig. 2, left graphic). In 2019, WASH ODA disbursements by France and Germany declined, while the EU institutions increased their funding. Spain's WASH ODA was drastically reduced in 2011 as a consequence of the 2008 financial crisis and remained at low levels. In relation to all bilateral ODA disbursements, WASH ODA by the EU institutions and Germany peaked in 2014 at 4.2% and 6.3% respectively (Fig. 2, right graphic). As a share of all bilateral ODA,**

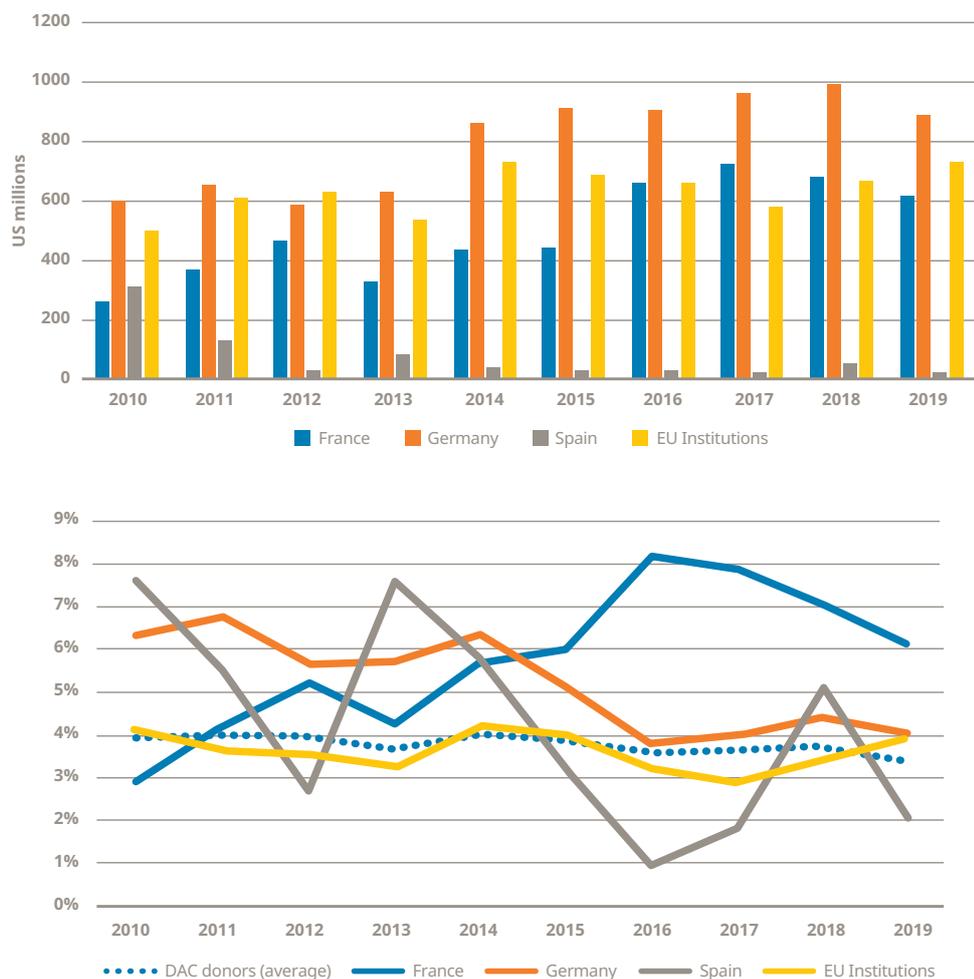
Source: OECD CRS. ODA disbursements, US\$ billions (constant 2018 prices). DAC⁸ definition for water and sanitation <https://www.oecd.org/dac/financing-sustainable-development/development-finance-topics/water-relatedaid.htm>

France's WASH ODA peaked in 2016 (8.2%) but declined since then, while Spain reached 7.6% in 2013, compared to 2.1% in 2019.

- **Bilateral WASH ODA commitments by the EU institutions and France increased sharply in 2019.** Commitments by the EU institutions rose from US\$744.5 million in 2018 to US\$1.4 billion in 2019, a very strong increase of 90%, while France's WASH ODA commitments jumped from US\$773.6 million in 2018 to US\$1.73 billion in 2019 – a massive increase of 123% (Fig. 3). Germany's and Spain's commitments fell by 15% and 30% respectively in 2019.

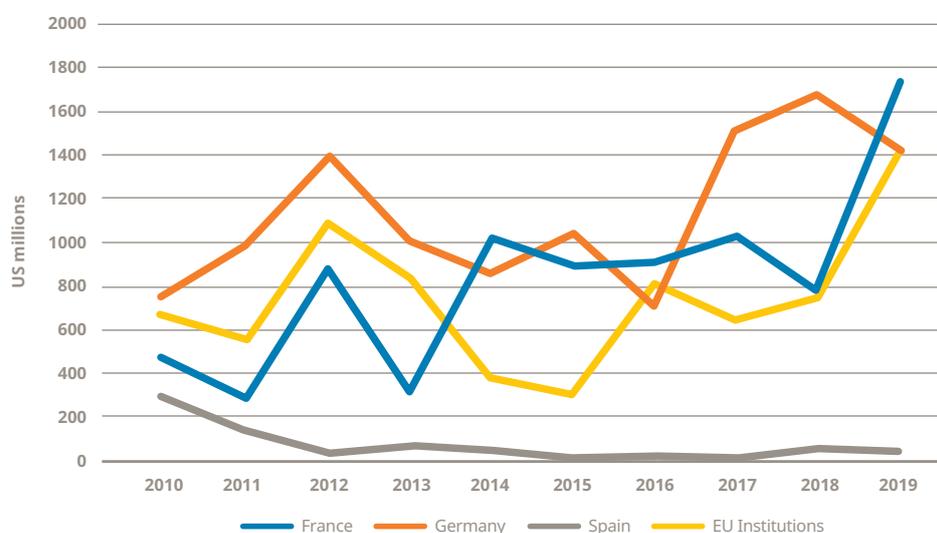
⁸The OECD Development Assistance Committee (DAC) is a forum of 30 members, many of whom are the largest providers of aid.

Fig. 2: Bilateral ODA disbursements for water supply and sanitation from the four donors, 2010-19, absolute amounts (top) and as a share of total bilateral ODA (below)



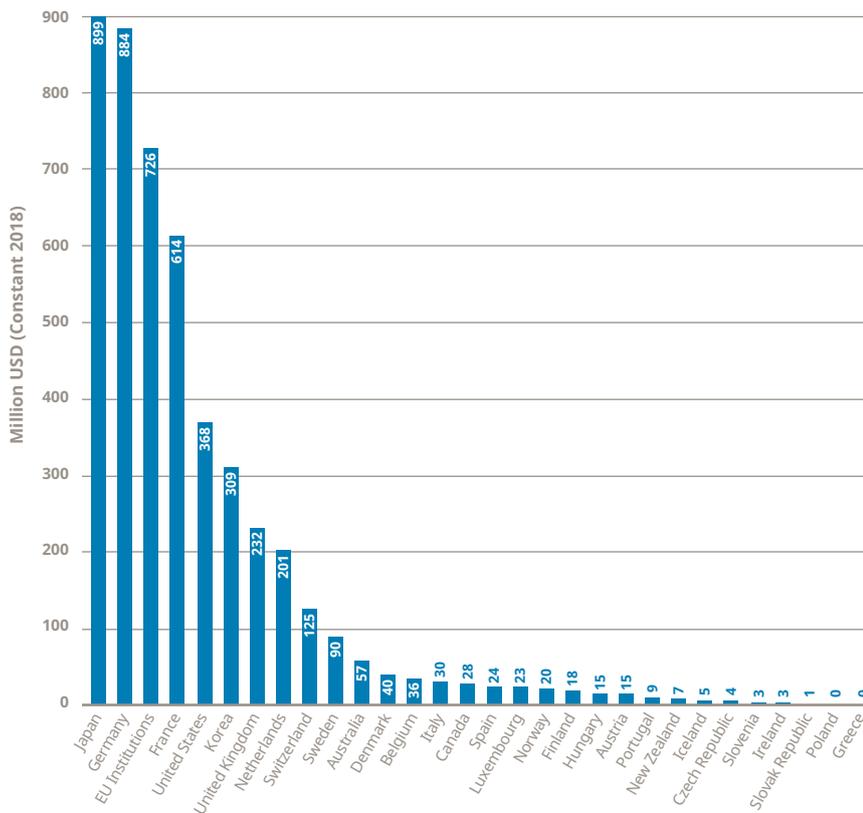
Source: OECD CRS. ODA disbursements, US\$ millions (constant 2018 prices). DAC definition for water and sanitation.

Fig. 3: Bilateral ODA commitments for water supply and sanitation from the four prioritised donors, 2010-19



Source: OECD CRS. ODA commitments, US\$ millions (constant 2018 prices). Based on DAC definition for water and sanitation.

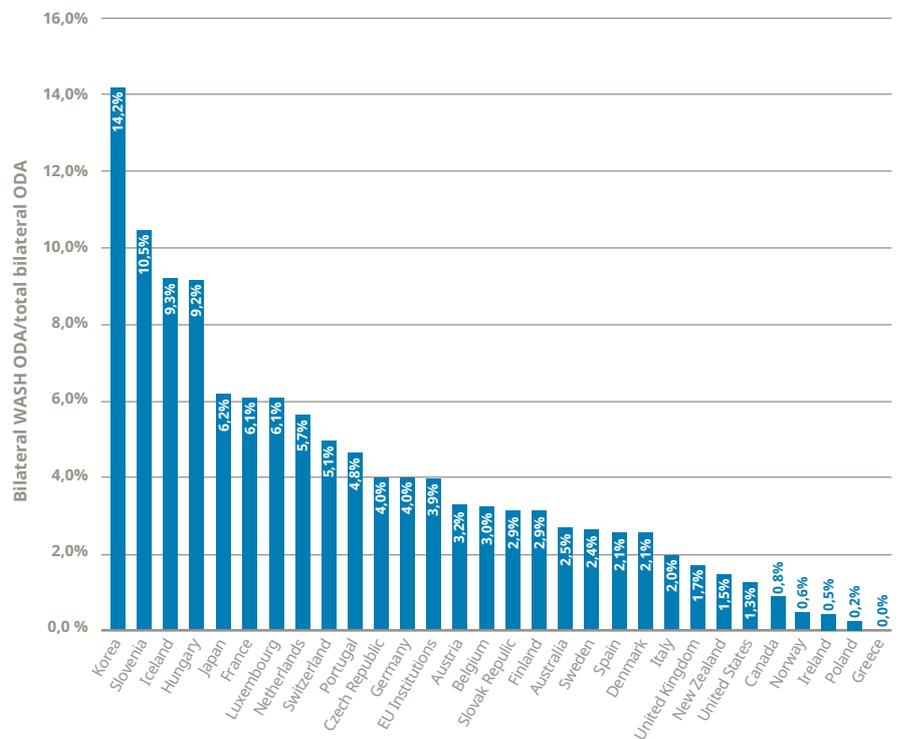
Fig. 4: Bilateral WASH ODA disbursements from DAC members, in US\$ millions, 2019



● In absolute terms, Germany, the EU institutions and France were among the top five providers of bilateral WASH ODA disbursements across all DAC members in 2019. Spain ranked 16th (Figure 4). As a percentage of all bilateral ODA, France ranked 6th, while Germany, the EU institutions and Spain ranked 12th, 13th, and 20th respectively (Figure 5).



Fig. 5: Bilateral WASH ODA disbursements from DAC donors, as a share of total bilateral ODA, 2019



Lack of targeted WASH ODA

An analysis of bilateral WASH ODA disbursements by country income group shows that the countries with the lowest income do not receive the greatest share of aid.

- In the period 2015-2019, Germany allocated 26.2% of its WASH ODA disbursements towards upper-middle-income countries (UMICs), 49.5% to LMICs and only 13.9% to the least-developed countries (LDCs). In addition, 9.7% were unspecified, 0.5% went to more advanced developing countries and territories (MADTCs), and 0.3% went to other low-income countries (LICs). In the same five-year period, the EU institutions disbursed almost two thirds of their WASH ODA to UMICs and LMICs (25.6% and 36.5% respectively), while LDCs received 32.5% (5.2% were unspecified; 0.1% went to MADTCs; 0.1% to other LICs). France allocated 12.6% and 55.4% of its WASH ODA to UMICs and LMICs respectively, and LDCs accounted for 30.4% (1.5% were unspecified; 0.04% went to MADTCs). **The share of bilateral WASH ODA for Sub-Saharan Africa (SSA) – the region with the greatest needs – is insufficient.** Germany and Spain only disbursed 17.4% and 17.9% of their bilateral WASH ODA to SSA (Figure 6). The EU institutions and France allocated 36.1% and 40.3% respectively to SSA in the five-year period. The EU institutions allocated 21.8% to Europe and Central Asia, and Spain disbursed 73.5% of its WASH ODA to Latin America. South-Asia received very little WASH ODA (range across these donors: 0.6%-4.7%).

Source: OECD CRS. ODA disbursements, US\$ millions (constant 2018 prices). DAC definition for water and sanitation.

⁹This calculation includes the following CRS purpose codes: “Water supply and sanitation – large systems (14020)”; “Water supply – large systems (14021)”, “Sanitation – large systems (14022)”, and water sector policy and administrative management (14010).”

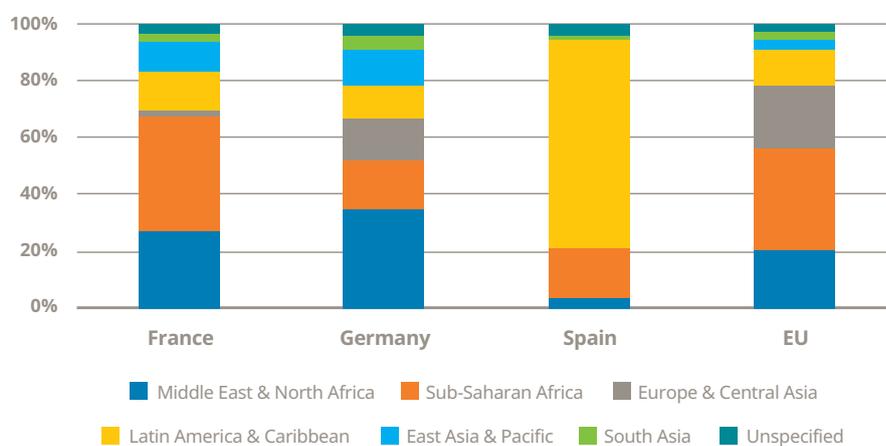
Focus on large infrastructure projects

The EU institutions, France and Germany have a strong funding focus on large infrastructure projects, especially for water and in (peri-)urban areas. In 2019, the EU institutions used 74% of their bilateral WASH ODA disbursements to finance large infrastructure projects, while France and Germany allocated 85% and 71%⁹ of their bilateral WASH ODA respectively to large systems. **As such, comparatively little ODA goes to sanitation and basic WASH services more generally.**

ODA loans are the dominant aid modality for funding WASH services:

- Until 2010, all WASH ODA by the **EU institutions** came in the form of grants. However, the share of WASH loans out of all bilateral WASH ODA grew substantially – to 27% in 2016 and to 50.5% in 2019, with grants accounting for 49.5% of the EU institutions’ WASH ODA in 2019.
- In 2019, 86.6% of **France’s bilateral WASH ODA** came in the form of loans. Only 13.4% was grant funding.
- Germany** channels the largest share of its bilateral WASH ODA as loans (54.7% in 2019). The share of grant funding increased from 33.6% in 2015 to 45.1% in 2019 (equity investments accounted for 0.2% in 2019).
- Spain’s WASH ODA** came almost entirely in the form of grants in 2019.

Fig. 6: Bilateral ODA disbursements for water supply and sanitation from the four prioritised donors by recipient region, five-year average – 2015-2019



Part two: Key challenges and opportunities observed across the four donors

1 There are opportunities for renewed momentum on water, but political leadership and coordination are lacking

In January 2021, the EU, together with the Slovenian government, hosted the Water and Beyond event, a high-level conference on water aiming to build broader partnerships on water and trigger more investments. The fact the upcoming Slovenian presidency of the Council of the EU plans to make water one of its core priorities and adopt Council conclusions on water is also very promising.

However, despite being a human right and one of the most basic human needs, **water is not championed** by a vocal and influential high-level policy maker in any of the four settings under analysis. Sanitation and hygiene are even less well-supported.

The probable reason for this is, as put by some interviewees, that “WASH is considered important for everything, but nobody is in charge of everything – people are in charge of sectors”.

Water (sanitation and hygiene being overlooked) has usually been approached through a nexus angle. Sometimes in relation to food security or energy, and, more recently, to climate, environment or health. **However, while it is obvious that water (and sanitation and hygiene) do contribute to all other SDGs, it is questionable whether the cross-sector/nexus approach and narrative have led to increased WASH investments in the past.** The financial analysis above shows there has not been an increase in WASH ODA for the last five years from the four donors.

In addition, water teams sit in different places of the organigram from one country/institution to another. WASH-related issues are covered under the ‘Environment and sustainable natural resources unit’ in Directorate General International Partnerships (DG INTPA, European Commission), and under the environment and climate division in the French Ministry of Foreign Affairs. In Germany, within BMZ (the Federal Ministry for Economic Cooperation and Development), there is a new stand-alone division on WASH, which is part of a directorate focusing on global health and rural development. **The division where the water teams are placed, the lack of cross-sectoral collaboration and the angle through which water is looked at have consequences on the way it is prioritised.** Despite the evidence on the role WASH plays as a key public health intervention, we have not seen strong investments in WASH specifically to strengthen health systems.

We hope this will change with the adoption of the German global health strategy (2020), which details Germany’s work on global health across different ministries and refers to the need to support WASH programmes.

Since COVID-19 hit, the EU, France and Germany have acknowledged the importance of strengthening the provision of WASH services to fight the pandemic, but we cannot yet affirm it will lead to an increase in sustainable investments in WASH.



Two friends; Nandita Racheal, (Left) and Nabandeke Florence, happy to learn about menstrual management. Busega Community Primary School, Rubaga Municipality of Kampala, Uganda, 2106.

2 Basic WASH services, and in particular sanitation and hygiene, are often overlooked, despite their huge contribution to human development

It is promising to see that the EU's definition of human development will now be inclusive of WASH services. In France, NGOs from the health, education and WASH sectors are calling on the government to spend 50% of its total ODA on basic social services.

Officials interviewed felt that the 'WASH' acronym can hide the specifics of water, sanitation and hygiene. **Policy makers tend to focus their attention on water only. Sanitation and hygiene are overlooked even though they are critical to achieving all human development goals.** The stakeholders interviewed rarely mentioned sanitation and hygiene until prompted. Some of them mentioned that donors prefer to invest in projects that bring quickly visibility, which is not always the case when investing in basic sanitation and hygiene.

At least in the EU, France and Germany, **WASH ODA tends to be used to fund big infrastructure projects through loans.** Which means that it does not go to the countries where the needs are the greatest. UMICs and middle-income countries which can afford to borrow are given priority, to the detriment of the Least Developed Countries (LDCs), despite the latter having the greatest needs in terms of access to WASH.

In addition, rural areas tend to be left behind. In 2017, 2 billion people still lacked even basic sanitation services, and among these 7 out of 10 lived in rural areas and 3 out of 10 in LDCs.¹⁰ In addition, while urban areas tend to receive more attention, there is also a big disparity between the formal and more urbanised areas as compared to informal settlements and peri-urban areas. Many of the interviewed stakeholders recognised that basic services, and in particular sanitation, require grant funding. But the financial analysis does not show that this is the direction chosen by policy makers and donors.

3 Addressing climate change and protecting the environment have the potential to lead to massive investments in WASH but it remains to be fully exploited by the four donors

As climate-vulnerable people experience impacts such as changing weather patterns, less predictable rainfall, contamination of drinking water sources with saltwater, and increased exposure to disease, **access to WASH represents a critical aspect of resilience.**

It is unsurprising that **climate change is on top of all four donors' agenda.** For instance, the French Development Agency (AFD) adopted a '100% Paris Agreement' commitment and in December 2019, the European Commission presented its European Green Deal. WASH is a key driver of Germany's ODA contributions to climate adaptation and WASH interventions as part of the Spanish cooperation could be increasingly linked to climate change in Spain once the new Foreign Action Strategy 2021-2024 is adopted.

Even if most climate finance is regrettably targeted to climate mitigation, the level of political prioritisation and the targets set by donors indicate that massive amounts of investments will also aim at improving climate adaptation. **While the links between climate adaptation and water and sanitation are to some extent well understood, climate adaptation funding is not channelled enough through WASH.**¹¹

It is promising to see that water is clearly framed as one of the priority areas of the European Green Deal (EGD), and the focus on sustainable cities could also be a useful entry point for more investments in urban sanitation. However, there are indications that the European Green Deal funding will rather benefit large water projects.

¹⁰WHO/UNICEF (2019). Progress on household drinking water, sanitation and hygiene 2000-2017. Special focus on inequalities. <https://www.unicef.org/reports/progress-on-drinking-water-sanitation-and-hygiene-2019>

¹¹In 2018, water and sanitation only accounted for 8.6% of EU ODA tagged as making a "principal" contribution to adaptation, while it accounted for 7.0% of the funding tagged as "significant".

4 The four donors are not providing targeted, effective and sustainable finance for SDG6 in a coordinated manner

As highlighted above: the poorest countries do not receive the greatest share of WASH ODA, little ODA goes to sanitation and basic WASH services and ODA loans are the dominant aid modality for funding WASH services. The latter is very concerning because water teams in two developing countries indicated that it is very hard for them to convince their treasuries to borrow for water and sanitation because of macroeconomic considerations and high levels of indebtedness. For example, **one African country reported that it will not be able to borrow for WASH at all in 2021 because of its difficult macroeconomic situation caused by the COVID-19 crisis.** At the same time, the demand for WASH ODA increases. Countries reported that the need for more grant funding is particularly high for sanitation: because of the perceived nature of sanitation (“low on returns”), WASH ministries cannot convince their treasuries to borrow for sanitation.

All donors are interested in finding alternative funding sources for WASH and in most cases, they rely more on private finance. The EU aims to raise additional financial resources from the private sector through the European Fund for Sustainable Development (EFSD+) and the External Action Guarantee. This being said, the AFD is promoting the role of Public Development Banks and it launched during the Finance in Common summit in November 2020 a call for action towards a Water Finance Coalition jointly with CAF – Development bank of Latin America, the European Investment Bank (EIB), and the World Bank. The Spanish government is also increasingly trying to mobilize private sector funding to finance WASH programmes in middle-income-countries, including through public-private partnerships.

International donors often see WASH as a largely uncoordinated space with strong governance issues at the international level. In relation to this, Germany, France and other countries are engaged in efforts to jointly improve the global water governance and a conference will take place in Bonn in July 2021 in that context.¹²



WaterAid/ Sam Vox

● Asia Lucas (above), 62, sits with buckets at a privately owned shallow well on the edge of Nyarugusu. Nyarugusu, Geita District, Tanzania.

● Lennie N'guni, 60, administers an anti-diarrhoea vaccine to baby Collins held by his mother Virginia Milimo 18, at Mwanza Clinic in Monze District, Zambia, January 2018.



WaterAid/ PATH/ Chileshe Chanda

¹² https://unece.org/fileadmin/DAM/env/documents/2020/WATER/10Oct22-23_TF_Nexus/Presentations/Item_6_Janine_Muzau_BMU.pdf

Part three: Recommendations to policy makers across the EU, France, Germany and Spain

1 Speak up on the vital importance of water, sanitation and hygiene and deliver on your commitments

Access to water and to sanitation are human rights. They were recognised in 2010 and 2015 through United Nations (UN) General Assembly resolutions and oblige all States to respect, protect and fulfil them.

In 2021 more than ever, strengthening the provision of essential services like WASH in the most vulnerable communities is a 'best buy' approach to building resilience to future pandemics, emerging global health threats like antimicrobial resistance and climate change. But billions of people lack access to safely managed WASH services. It is therefore not enough to acknowledge, in discourse, the role WASH plays in achieving the whole 2030 Agenda.

Water, sanitation and hygiene must all be considered priorities in themselves, that require massive and urgent investments. We cannot afford anymore to see siloed approaches and lack of coordination hindering those investments.

2 Invest in basic WASH services for effective human development programmes

All European donors (including the four we looked at) should more **explicitly acknowledge the contribution of WASH services to human development and ensure that their human development funding is channelled through investments in WASH services, with a focus on sanitation and hygiene.** For instance, France is planning to channel 50% of its WASH funding through sanitation by 2030. The EU, Germany, Spain and other donors should consider replicating this target.

It is also critical that all donors, and in particular, the EU, France and Germany, **strengthen access to sanitation and hygiene services through grants-funding, targeting the most vulnerable communities and the poorest countries.** This is all the more important in the context of the confluence of the COVID-19 and climate change crises and considering growing debt sustainability issues. The EU and European donors should seize the occasion of the EU programming exercise to invest more and better in WASH. While loans are needed to raise funds for major water and sanitation infrastructures, grants are essential to ensure access to essential services for the poorest populations and in countries with poor creditworthiness. They also help to finance access to sanitation, an area which relies heavily on subsidies. Finally, they are necessary to support systems strengthening and to finance training and capacity building because this does not generate direct income and does not allow loans to be repaid. Only grants can fund these essential activities to ensure the sustainability and efficiency of water and sanitation services.

In addition, those four donors have a key role to play in ensuring that schools and healthcare facilities are equipped with WASH infrastructure and that their staff are trained to contribute to behaviour change.

3 Make the most of the climate agenda to protect and support access to water and sanitation

All four donors should ensure that **sufficient capacity and resources are available for the poorest and most marginalised communities to become and stay resilient to the challenges and uncertainties that climate change brings.** This includes ensuring a significant increase in adaptation finance in general, but also for basic WASH services, so that people are more able to cope with the effects of climate change. Donors should therefore prioritise grant-based adaptation funding and improve access to climate finance by the most vulnerable countries. This could include support to capacity-building and project preparation.

4 Ensure aid effectiveness and increase donors' coordination

The findings on WASH ODA trends highlighted above show that donors need to make a step change to ensure that their WASH ODA not only increases, but that it is also better targeted to the poorest countries and more sustainable.

Moreover, the **four donors should adopt a strong human rights-based approach to the sector** and in particular, direct their ODA towards LDCs, including providing support to build capacity of CSOs and rights-holders to hold governments to account to deliver on WASH commitments.

The international institutional landscape in the field of water remains extremely fragmented.

This is why WASH should be made a priority in the diplomatic action of States, including the four donors, in order to promote cooperation and encourage compliance with the multilateral commitments made (Agenda 2030, UN resolutions, EU Council conclusions) and support international initiatives that stimulate political leadership.



We are determined to make clean water, decent toilets and good hygiene normal for everyone, everywhere within a generation.

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