Assessing progress in achieving equitable access to water and sanitation

Pilot project in the Greater Paris urban area (France)

Report

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Annex: Score card – Actions taken in the Greater Paris urban area (France)

This document does not reflect any opinion or position of the United Nations Economic Commission for Europe. It has been prepared by the Greater Paris urban area pilot team pilot project team.
The situational analysis is aimed to provide a self-assessment structured according to the draft scorecard. The analysis also includes a critical assessment of the draft scorecard (usefulness, ease-of-use) as well as suggestions for improving the scorecard (such as adding or eliminating dimensions).

This first analysis results from a working group composed of the City of Paris and its water operator Eau de Paris, the Paris urban area wastewater treatment authority (SIAAP) and the Water Union of Ile de France (SEDIF). It was discussed and enriched by different stakeholders who took part to the workshop on access to water and sanitation on 18th and 19th February 2013.

**Self assessment of access to water and sanitation in the French region of Ile-de-France**

In France, the right to water has been introduced by the 2006 Law on Water. The main problem is not the access to the service, which is nowadays provided to 99% of the population (not including vulnerable and marginalized people as homeless people or nomadic communities), the major issue is to avoid disconnection from the water grid for people who cannot afford to pay for the service.\(^1\)

This analysis is also valid for Paris and the close suburbs. Highly urbanized, there are no access disparities between geographical areas inside the regional territory, even if price disparities make water more or less affordable depending on the city you live in. These price disparities are emphasized by the differences of poverty rates: in 2004, the poverty rate in Paris reached 11,9% (and has been estimated since at 16% in 2009), 18% in Seine-Saint-Denis, but only 9,5% in Val-de-Marne and 8,5% in Hauts-de-Seine departments.

Therefore, main issues are:

- Keeping water and sanitation affordable for all (draft scorecard, section 4);
- Ensuring access to water and sanitation for vulnerable and marginalized people (section 3)

\(^1\) General council for environment and sustainable development, *Access to water and sanitation in affordable conditions for all*, July 2011
A- Situational Analysis

I. The region profile

The first difficulty of the exercise is to determine the right scale; Paris is located in one of the 27 regions, Ile-de-France, whose population reached 11,786,234 inhabitants in 2010 for 12,012 km², which makes it the most densely populated area of the country.

However, the scales of regional water and sanitation services involved in the pilot exercise are slightly different:

- The City of Paris and its operator Eau de Paris are in charge of water delivering and the city is also responsible for collecting wastewater for 2,250 M inhabitants and other users who do not live in Paris (tourists, workers).

- The Syndicat interdépartemental pour l’assainissement de l’agglomération parisienne (Paris urban area wastewater treatment authority, SIAAP), is in charge of waste water purification for Paris and the three closest departments (Hauts-de-Seine, Val-de-Marne, Seine-Saint-Denis) and 180 cities of Ile-de-France, it covers a 1,980 km² territory.

- The Syndicat des eaux d’Ile-de-France (Water Union of Ile-de-France, SEDIF) and its operator Veolia Eau d’Ile-de-France are responsible for producing and delivering drinking water for 144 municipalities in 2011 (149 in January 2013), which represents a population of 4,339,776 inhabitants, for a territory of 762 km².

The scale of the exercise (Paris, SIAAP, SEDIF areas) is called in this situational analysis “greater Paris urban area”, and is considered as totally urbanized. It covers Paris and three surrounding departments: Hauts-de-Seine, Seine-Saint-Denis and Val-de-Marne².

In 2011, Paris and SEDIF spent more than 800 million euros for water production and delivering. Paris and SIAAP spent more than 1.3 billion euros for sanitation (collecting and treating wastewater).

On the national level, the public financial resources spent by water and sanitation services were estimated around 16 billion euros in 2009³.

II. The actions taken

The actions taken by the water and sanitation services of Paris urban areas are self-assessed and have been discussed with stakeholders during the 18th and 19th February 2013 workshop.

² To be exhaustive on water and sanitation in Ile de France, this analysis should have taken into account other institutions: all the municipalities, the departments, and other water and sanitation services.
II.1 Steering governance frameworks to deliver equitable access to water and sanitation

Responsibilities for water and sanitation, and social politics, are divided between the State and several local entities:

- **Municipalities** are in charge of water delivering and wastewater treatment. Social policies are also in the field of their competence, with municipal centres for social action (*centres communaux d’action sociale*) which deliver social aids and are in charge of implementing the social policy voted by the municipal council.

- **Departments** are also competent in the social field, and are in charge of social solidarity funds (*fonds de solidarité pour le logement*) since 2004. The State and the departments are also responsible for housing planification for disadvantaged people. The action plans gives measures that need to be implemented to help disadvantaged people to find and to stay in a decent housing, and to have access to water, energy and phone services. State local entities such as river basin agencies and regional health agencies are also responsible for the implementation of the water and health policies.

**II.1.1 Strategic framework for achieving equitable access**

France has not a strategic plan as such to ensure equitable access, but has several planning documents in order to deliver safe access to water and sanitation:

- Water Development and Management Masterplans (*les SDAGE*)
- The national health and environment plan

However, access to water for all is an unchallenged political and social goal, which has been written down in the 2006 Law on Water and Aquatic Environments. The first article provides that the use of water belong to all, and that everyone has a right to access to water for his living (food and hygiene) under affordable conditions.

This right to water is declined at a local level by two types of measures:

- **the development of preventive aid measures**. Municipalities, social services authorities and water operators have adopted measures aimed at preventing the poor and marginalized people from incurring water debt and risking disconnection from the water grid;

- **the development of remedial aid measures**, when households are still unable to pay their water bills, either because they did not benefit from the preventive aid or because of unexpected and sudden difficulties.

A 2011 Law (“loi Cambon”\(^4\)) stipulates that water and sanitation services can allocate until 0.5% of their revenue to this fund.

Other general legal provisions on access to drinking water and sanitation are gathered in the Public Health Code, the Social action and Families Code, the Local Public Authorities Code, and the Environment Code.

At a local level, the municipalities or intermunicipal authorities as SIAAP and SEDIF decide the amount of their allocation to the department housing solidarity fund (**fonds de solidarité pour le logement**, FSL) which distributes these remedial aid measures.

They can also implement their own strategic framework to ensure access to water and sanitation to all, as Paris did and wrote in its **performance contract with Eau de Paris**. One of the objectives given to Eau de Paris is to ensure access to water to disadvantaged people, whether they have a fixed residence or not:

- One part of Paris’ housing aids is devoted to pay water charges;
- Eau de Paris has a social adviser for people who cannot afford to pay their water bill;
- Aside from these preventive aid measures, Eau de Paris contributes to the housing solidarity fund;
- The City can chose to maintain the water delivery to illegal tenants;
- Eau de Paris shall develop the public fountains network and make sure that maps are available to help locate them. Other means of distributions should be developed to reach vulnerable people.

The performance contract establishes that the solidarity expenses shall at least represent 0,40% of water sells.

**SEDIF** created a “Water Solidarity” plan composed of three types of measures to address the different issues (urgency, assistance, prevention):

- Delivering financial aid measures to people who cannot afford to pay their water bills, especially when they represent more than 3% of the household’s income: these financial aid can either be a check, a contribution to the housing solidarity funds, or helping illegal tenants avoiding disconnection from the water grid;
- Helping dwellings’ owners in difficulty, with specific aids to rehabilitate water infrastructures;
- Implementing informative and preventive actions.

The PPP between SEDIF and Veolia Eau d’Ile de France requires that 1% of the water sells product is devoted to the “Water Solidarity” program, which means around 2M per year devoted to solidarity actions.

On a national level, awareness raising actions have been developed by the Ministry of Environment and the National Water Committee (**Comité National de l’Eau**, CNE). This committee provides a coordination framework enabling stakeholders to discuss and debate on water and sanitation issues. They published in 2012 a guide of best practices implemented in France to ensure access to water and sanitation to disadvantaged people.

On a local level, other awareness raising actions have been developed by NGOs (Obusass, France Libertés, Fondation Abbé Pierre) and other institutions. Obusass (waste water treatment users in Ile-de-France) led a study in 2009 on access to water for poorest people, published a manifesto signed by many NGOs, defending the creation of a preventive aid measure financed by a regional equalization fund, with the contribution of the State, municipalities and inter-municipal water and sanitation authorities, and operators. This initiative led to a law proposal in 2011, which was eventually not adopted by the French Parliament.

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On a regional scale, there is no institutionalized coordination between the water and sanitation departments to ensure equitable access. However, local authorities and the public or private service providers develop partnerships with other sectors, for instance for contributing to the housing solidarity fund.

They also create partnerships with NGOs to raise awareness of the population, and provide information in multiservices information centres (points d’information médiation multiservices, PIMMS). The City and Eau de Paris signed a Charter of water management with social householders in 2012 in order to provide more information on water and develop a specific water management training.

Sectorial assessments have been made on the use of housing solidarity fund, and on some public institutions like schools and prisons. In Ile-de-France, Obusass conducted a study on water prices inequalities. The City of Paris and SEDIF assess the respect of their performance or delegation contracts by the service providers.

I.1.2 Sector financial policies

Water and sanitation financing in France does not depend on development partners, even if local authorities or institutions as water basin agencies can provide investment subsidies. Water and sanitation have specific budgets, distinct from the other activities of the municipality.

Several reports and studies have been made to raise more financial allocations in order to make water affordable for all. In these reports, financial resources needed to make water and sanitation affordable for all have been identified, and estimated between 50 M and 110 M € for a preventive allocation. In proposals to create this preventive aid, the sources of funding were a percentage of sanitation taxes, or a share of private water operators’ turnovers.

The delivering of preventive aid measure is not mandatory, but under the French law, municipalities are allowed to include access to water in their social protection policies. The City of Paris has therefore dedicated one part of its preventive housing allocation to pay water bills.

As far as remedial aid measures are concerned, the Paris housing solidarity fund provided 440 000 € in 2011 to pay water bills (Eau de Paris’ contribution is 500 000€, SIAAP’s 90 000€ for Paris). For SEDIF

This amount is increasing, because of the economical crisis and increasing unemployment rate.

Reports are made on a national level on the allocation of the housing solidarity funds.

At a local level, the law compels water and sanitation services to publish an annual report on price and quality of services. Departments can also launch internal audits of their social services’ activities.

There is a strategic framework for financial policies aimed to increase affordability of water and sanitation services, but none to ensure access for people disconnected from the water grid. However, local policies can be implemented to increase access for homeless people for instance (public fountains, toilets...), and some of them have been assessed in the above mentioned best practices guide.
II.1.3 Rights and duties of users and other right holders

There are several mechanisms in place to ensure that right holders are aware of their rights and duties:

- Information on water quality standards and results of water analysis in each city have to be communicated to the public, by display in city halls and online;
- The 2011 Warsmann law is implementing a protective disposal by compelling the water operators to inform the consumer in case of an important variation of its water consumption;
- Information and participation of right holders and their representatives are ensured by consulting commissions on local utilities (commission consultative des services publics locaux, CCSPL), composed of local environmental and consumers NGOs. The service has to consult the CCSPL before taking its decision when it comes to tariffs, municipalisation or delegation of the service, and utilities’ rules. The service also informs the members of the commission on the annual price and quality report.

On the local level, the users’ rights and duties are exposed in water and sanitation services rulings. These rulings are notified to users, and can be consulted on the water and sanitation authorities’ websites. Paris and SEDIF have social advisers to address problems of people having trouble paying their water bills, who are informed of financial aids to pay their bills by the social services.

Right holders and their representatives (members of NGOs) can participate to decisions concerning the level and quality of access they receive by:

- Taking part to CCSPL;
- In Paris to the Parisian Water Observatory (Observatoire parisien de l’eau, OPE). This authority was created by the City and is a citizens’ observatory, composed of consumers and environmental NGOs, local committees, social landlords, industrialists, local elected representatives, experts, and organizations involved in the water governance. It provides information on water issues, organizes public consultations, in order to achieve a more equitable and transparent water management;
- Veolia Eau d’Ile de France organizes participative workshops with inhabitants, dealing with the perspectives of water services, the origin of water, quality issues, tariff, the “Eau solidaire” program…
- 40% of the Seine Normandie river basin committee is composed of users’ representatives (farmers, industrialists, experts, NGOs…).

Participation of right holders has been reinforced with the 2012-1460 law of 27 December 2012 on the implementation of the public participation principle.

When a right-holder disagrees with a decision, or when it jeopardizes its situation, French law foresees a series of judiciary and non judiciary actions to hold authorities responsible. For water related issues, there is an Ombudsman, who dealt with almost 200 cases in 2011:

- 91,2% concern a contestation of the water bill;
- 5,6% the quality of service;
- 2% the metering or connection to the water network;

- 1.8% the drinking water quality.

Paris also has its own Ombudsman, who processes complaints about municipal water and sanitation services.

Users can also send complaints to the water and sanitation authorities, if the services rulings’ provisions are not enforced.

**II.1.4 Incentive framework for water and sanitation service providers**

Equality of users towards public services is a constitutional rule in France. But it does not imply everybody should be connected to the water and sanitation network. It means the service providers cannot make any discrimination against users in the same situation, in terms of tariffs (the 2006 Water Law introduced the possibility to divide users into categories) and quality of service.

The 2013-312 law of 15 April 2013 enables services to consider domestic users as a category, and apply to them a social tariff depending on their financial resources.

**II.2 Reducing geographical disparities**

**II.2.1 Public policies to reduce access disparities between geographical areas**

At the scale of the exercise (Paris, SIAAP and SEDIF zone), the connection rate to water and sanitation grids are 99%. Therefore, there are no access disparities between geographical areas in the zone, which is considered as completely urbanized. The consultation of stakeholders led the pilot team to lower the rate from 100% to 99%, to acknowledge the fact that there are some connection issues for some categories of the population (see II.3)

**At a national level,** there is an equalization policy between regional and local authorities. For water, authorities in charge of equalization (perequation) are the river basin agencies, giving subsidies to improve access in rural areas. Moreover, municipalities are compelled by law to define sewage treatment and water delivery zonings, which contributes to the development of an integrated approach at the local level. A public engineering policy and technical support have also been developed by the Ministry of Agriculture.

However, slums and informal settlements do exist in Ile-de-France. There are no public policies in place to support the delivery of water and sanitation in these areas. During the workshops we will see what actions have been taken by NGOs to ensure access to water and sanitation.

The stakeholders’ consultation during workshops confirmed that technical solutions exist to provide access to water and sanitation in informal settlements (as collective water supply systems, fountains...) but that these facilities are implemented when NGOs or municipalities are asking for, there is no specific water and sanitation policy to deal with the subject.

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6 2013-312 Law « Brottes » preparing transition to a less consumptive energy system
II.2.2 Public policies to reduce price disparities between geographical areas

In a 2003 report, the French financial jurisdiction (Cour des Comptes) analyzed the main reasons for price disparities in water and sanitation sectors:

- the cost of getting the resource; the tariff is higher when the natural resource is polluted and needs treatment (case of river water) or is hardly accessible;
- the cost of wastewater treatment, which is a growing part of water bills. In Ile-de-France, the sanitation sector is divided in three authorities:
  - SIAAP, in charge of treating wastewater, is fixing and collecting its own fee;
  - The three departments, Hauts-de-Seine, Seine-Saint-Denis and Val-de-Marne, are also collecting their own part of the sanitation tax for transportation of wastewater;
  - Municipalities fix a third part of the sanitation tax for collecting wastewater. Price disparities between these authorities come from different level of equipment, age of infrastructures and complexity of the epuration system.
- the cost of treating and collecting storm water;
- the overcapacity of water networks, in order to secure the delivery of water in the region, while in the same time water consumption are still decreasing.

In general, there is available information about water and sanitation prices, but there is no tool or indicator yet to know precisely the provision costs and how to connect the provision costs and the price paid by the consumers.

On national level, there is an Observatory of water and sanitation utilities (Observatoire des services d'eau et d'assainissement), which gives information on quality of services and prices observed for every water and sanitation services in France. The price of water is taken into account in the construction of the consumption prices index and studies have been made in 2004 and 2009 for all water and sanitation services.

On the local level, due to the water management’s organization, every city has a different water price. A water treatment users’ NGO (Obusass) makes available for all on its web site a decomposition of water prices for all cities in Ile-de-France.

But no affordability indicator or national tariff reference values have been introduced. Likewise, there is no cross-subsidization between localities with different cost of service provision, except inside the SIAAP and SEDIF areas, where a single tariff for their part of the water bill is applied for all municipalities (for SEDIF, 0,8088 or 0,9889€/m³, and 0,81€/m³ in January 2012 for the SIAAP part).

II.3 Ensuring access for vulnerable and marginalized groups

Finding reliable statistics for vulnerable and marginalized groups is very difficult. The estimated access rate is 99% because every buildings and institutions are connected to the networks, and several policies are implemented to ensure water and sanitation to this heterogeneous category.

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7 [http://www.services.eaufrance.fr/sispea/showLogin.action](http://www.services.eaufrance.fr/sispea/showLogin.action)
II.3.1 Public policies to address the needs of vulnerable and marginalized groups

**On a national level**, the National Water Committee (CNE) formed a working group to discuss the access to water of marginalized people (homeless people, squatters, nomadic communities).

However, until today, there is no plan or national strategy dealing with all the vulnerable and marginalized groups. Many sector policies (housing, social assistance, education, health...) address the needs of these groups. Therefore, cross sector approaches have been implemented.

**On a local level**, municipalities and water and sanitation authorities can implement policies to deal with these issues. A great part of them address the affordability issue, and are detailed in chapter II.4.

In Paris, the City and Eau de Paris wrote in their performance contract the necessity to guarantee access to water to everybody, including the poorest. This strategic framework includes developing public fountains, providing maps to locate them, financing the purchase of less water consumptive equipments for private facilities. Illegal tenants are not disconnected from the water network.

During summertime, when the risk of dehydration is very high for homeless people, Eau de Paris participates to social round ups by giving bottles of water.

The City of Paris also provides:

- 1200 drinking water fountains. During winter, almost 40 fountains (half of them in streets, half in parks) stay open, on the instructions of social services;
- More than 400 public toilets;
- 17 bath and shower establishments.

These municipal equipments are all free of charge for users.

SEDIF includes in its “Eau solidaire” program a fund to help buildings’ co-owners facing financial difficulties to rehabilitate the water network inside the building.

Other national sector policies have addressed the vulnerable and marginalized groups’ problems, including access to water:

- Housing policy with the adoption of an enforceable right to housing in 2007;
- Social policies: municipalities can create solidarity centres (espaces solidarité insertion) which give access to essential services such as toilets and showers to homeless people or those living in housings without access to water and sanitation;
- For nomadic communities (gens du voyage), a 2000 Law compels municipalities to build halting sites which have to deliver access to water and sanitation. In Paris, 7 halting sites are planned, for people with hospitalized family members, and 2 of them will be built in 2014.

These solidarity expenses are taken in the general budget of the municipalities.

Other specific measures are developed in the next part of the report.

**II.3.2 People with special physical needs**
All hospitals have access to water and sanitation and have priority access to water in case of emergency. There are procedures to ensure access to water to some categories of sick people.

Public institutions have to be accessible to people with reduced mobility (in wheelchair for instance). Parisian sanisettes are all accessible, and so are the new models of fountains. Under French law, private facilities shall also be accessible, and there are public subsidies to adapt them.

II.3.3. Users of institutional facilities and institutionalised people

Access to water and sanitation in schools, prisons, hospitals are developed in the scorecard’s annex.

Many reports exist on the general state of public institutions as schools and prisons.

A national policy, led by the Ministry of Health, is declined for every institution. At the local level, the Department Sanitary Ruling (règlement sanitaire départemental) also addresses the water and sanitation issues in institutions receiving public. Technical standards guarantee that institutional facilities have separate toilets for male and females as well as adequate facilities for menstrual hygiene management. However, some reports have shown that toilets are often a problem in schools. A 2007 national report showed that in 29.5% of schools, there is no separation between male and female toilets, and 7% of interrogated children say that they never use school toilets. A 2003 report of a parents’ association pointed out the bad hygiene conditions in some schools of Paris. The City reacted by dedicating an investment plan to improve the school toilets and formed a working group to address this issue.

Many reports describe the living conditions in prisons and other freedom depriving institutions. They often reveal bad hygiene conditions in prisons or police stations’ cells. To address this situation, the Ministry of Justice launched in 2000 an inquiry on hygiene and living conditions of people in jail. This inquiry was followed by a strategic action plan for the 2010-2014 years including an improvement of hygiene conditions goal.

Each institution has its own complaint mechanisms.

II.3.4 Persons without a fixed residence

Access to water and sanitation is linked to housing, so that this category is deeply affected by difficulties of access.

On the national level, a 2007 law establishes an enforceable right to housing.

Inside this category (Persons living in housing without water and sanitation), problems of access and solutions to address them are very different, depending on whether they aim homeless people or nomadic communities such as gens du voyage.

A national Observatory on poverty and social exclusion (ONPES) considers that 6 homeless people out of 10 do not have a regular access to public water points.

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On a local level, municipalities implement overnight accommodations, and sanitary and hygiene services. In Paris for instance, there are 15 solidarity and insertion centres (ESI), opened by day, providing showers and toilets.

Water and sanitation authorities can also implement their own policies, in accordance with social services, to deal with water access problems. On the SEDIF territory, Veolia Eau d’Ile-de-France puts collective water supply systems in insalubrious, illegally occupied housing, or Roma camps.

Paris has developed a policy to ensure access to water and sanitation to persons without a fixed residence, including bath and shower establishments, public fountains and toilets, and distribution of water during summertime (see II.3.1). The performance contract between the city and its operator Eau de Paris stipulates that Eau de Paris shall make each year +2% fountains available to the public, including during winter.

There is a 2000 law for travellers/nomadic communities, but it has been unequally implemented on the national territory– in Ile-de-France, less than 35% of the planned halting sites were built at the end of 2011.

II.3.5 Persons living in housing without water and sanitation

In 2006, a national survey on housing revealed that 1,3% of dwellings had no inside access to water or sanitation (they were 5% in 1996 and 16,2 in 1984).

On a national level, the French State developed a housing policy and measures to improve the decency of housing. These measures are declined in several inter-ministerial action plans: Program to eradicate insalubrious housing, Action plan against “sleep merchants”...

The City of Paris has engaged in 2002 a policy to eradicate low quality housing, which led to the destruction or rehabilitation of 1000 buildings between 2004 and 2010, created an Observatory, bought and renovated damaged buildings.

There is also a “no-disconnection from the water grid” policy for squatters or illegal tenants.

SEDIF provides collective water supply systems and its operator takes part to the buildings protection plans (plans de sauvegarde) to ensure that water facilities are taken into account, and can also participate to planned operations for the improvement of the housing environment (OPAH) that are implemented to rehabilitate damaged buildings in urban areas.

For the rare dwellings with no access to water and/or sanitation, the problem comes from the age of the building, or size of the rooms. Most of old buildings are today rehabilitated. But sanitary discomfort may still concern small rooms built under the roof top (chambres de service, chambres de bonnes), or old apartments. These people often use the municipal bath and shower establishments.

II.3.6 Persons without access to water and sanitation in their workplaces
Under the French law, the employer should provide to workers the means to clean themselves, including changing rooms, sinks, toilets, and when necessary, showers\(^9\).

The regulation also includes technical prescription on gender separation. The stakeholders’ consultation confirms that this regulation is enforced and controlled by Labour inspection services. A representative of trade unions underlined the importance of having adequate facilities in workplaces, especially for poor workers who lost their housing.

**II.4 Keeping water and sanitation affordable for all**

**II.4.1 Public policies to ensure affordability**

Affordability rate for the water and sanitation bill is commonly fixed at 3% of the household’s budget. About 2 M people are above this rate in France\(^10\). The average water and sanitation price is 3,96 €/m³ in Ile-de-France (2011), but it is different in every city. In the beginning of 2012, the highest water and sanitation price in the SEDIF zone was 5,15 €/m³ for the municipality of Villeneuve-le-Roi in Val-de-Marne (94), while the price in Paris was 3,18€/m³.

For most people in the greater Paris urban area, the water price is between 1,5 and 2% of the household’s income. However, according to the Obusass study, the water bill can represent until 6% of the household budget for poor workers or unemployed people, receiving social aid (*revenu de solidarité active*, RSA).

On a national level, affordability issues have been addressed by a 2011 law (loi Cambon) and a law proposal adopted on March 2013, giving water and sanitation services the opportunity to test the introduction of a social tariff for poor households.

The SEDIF solidarity program is aimed at people who cannot afford to pay their water bill, especially when it represents more than 3% of their income. Veolia’s commitment is framed by the public service delegation contract: it provides to devote 1% of the water selling product to the program.

Financial urgency aids represent 50% of the program (0,5% of the water selling product). When the household’s housing is directly connected, social services offer them a check. When the household is not directly connected (there is one collective connection to the whole building, which is the case of the major part of the pilot area), people receive financial aid through the housing solidarity fund (FSL).

Affordable access is one of the objectives mentioned in the performance contract between the city and Eau de Paris: “*even if the price of water is lower in Paris than the average price in big cities and in Ile-de-France, the water bill can become a burden for vulnerable users. (...) The city will develop a social management of water, to ensure a full access to water for people in need, whatever their economical and social situation, whether they have a roof or not*”:

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\(^9\) Code du travail, art R.4228.1 and following

\(^10\) IGAS-CGED report, July 2011
- One part of the preventive housing aid delivered by the City is covering the water and sanitation charges (estimated around 5% of the rental and housing charges). The average amount of the preventive water aid is 68€/household/year, for 44 000 beneficiaries in 2011.
- The housing solidarity fund (FSL) is giving aid to pay rental, charges, and housing insurance debts. 5% of the total aid concern water debts, which represents 80€/household/year, for 5400 beneficiaries in 2011. Eau de Paris gave 250 000€ to the fund in 2010, and doubled its contribution for 2011 and 2012. In Paris, this fund is helping people whether they are individually connected or not. SIAAP gave 340 000€ in 2011 to 4 departments of Ile-de-France, including 90 000€ for Paris.

Eau de Paris also developed in 2011 partnerships to encourage the installation of less consumptive facilities in social housing. It concluded a partnership with the main social landlord, Paris Habitat, to finance the implementation of 15 000 of them in apartments. This should lead to a 15 % decrease of water and energy bills.

The commitment of the operator is measured in the performance contract by one indicator (called “Commitment rate in social solidarity”, it is the ratio of all social expenses – FSL contribution, information, partnerships – to the water sells income, which should be at least 0,40%).

II.4.2 Tariff measures

On a national level, the 2006 law on Water and Aquatic Environment offers the possibility to introduce tariff differentiation between different categories of users (for instance, domestic and non domestic users).

The water and sanitation tariffs are fixed by the municipalities of the inter-municipal authorities in charge of water and sanitation services.

In Paris and the suburbs, the introduction of a social or progressive tariff system face the barrier of a large majority of collective housing (99% in Paris and ¾ of the SEDIF area). In these collective housing, there is often one water metering for the whole flat, and the service does not know how many apartments are behind the metering system, and how many people live in these apartments. In Paris, only 400 households have their own water meter and receive a water bill from Eau de Paris. The others are paying water and sanitation in their rental charges.

Tariff measures have been considered, among others measures (see II.4.1), but so far, social measures have been privileged, because of the housing structure. A working group led by Eau de Paris is still working on this topic, and is thinking of different tariff systems that could improve affordability of water and sanitation.

Even if a tariff differentiation seems difficult to implement in Paris and its suburbs, the City of Paris and SEDIF decided in 2011 a tariff measure that improved affordability: the water price decreased of 8% in Paris, and 20% in the SEDIF area. This measure was taken considering the financial sustainability of service provisions.
SEDIF introduced a tariff differentiation for the connection price and a progressive tariff to encourage a reasonable use of the water resource: there are two water prices, from 0.8088 €/m³ for a consumption from 0 to 180 m³/year, to 0.9889€ beyond 180 m³.

II.4.3 Social protection measures

Before adopting its “Water Solidarity” program, SEDIF studied different alternatives and has set a technical commission, composed of elected representatives, to follow this program and its execution.

The social measures implemented in Paris are described in II.4.1.

The impacts of different alternatives to address affordability issues through social protection measures have been analyzed by the City services in 2009. Considering the water consumption of Parisian households, the alternatives were:

- Creating a preventive aid delivered by the FSL;
- Creating subsidies encouraging people to buy less consumptive facilities;
- Creating a water aid delivered by social services (as water checks)
- Devoting one part of housing aid to pay water and sanitation.

The last one was chosen because it was the easier to implement and permitted to obtain a high coverage rate.
B/. Critical assessment of the scorecard and propositions for improving it

The following comments come from the pilot team who fulfilled the scorecard and the workshops of 18th and 19th February 2013 organized by the City of Paris.

The scorecard is very complete and detailed on all aspects of access to water and sanitation.

However, it requires a lot of time and information to be fulfilled.

For some questions, fulfilling the scorecard on a country level would require asking for information to 35,000 water and sanitation services (for instance for the questions “public financial resources spent on the water and sanitation sector”, or “resources spent in ensuring equitable access to water and sanitation”).

The scorecard is a satisfying tool because:

- It combines all dimensions of equitable access and gives the opportunity to gather all the parties involved to discuss on solid basis;
- It follows the same logic for every area of action.

1) Comments on the scope of assessment

The scorecard can be used on a local, regional, or national level. In the French pilot case, the chosen level was regional and included three water and sanitation services, creating a floating scope which is not the same as the regional level used as a reference for statistics. Besides, the choice of the self-assessment cope can bias the result; for instance, choosing a totally urbanized area, as the Greater Paris, did not allow assessing geographical disparities.

In general, it is impossible to obtain all the data for the same level and the same year: for some questions, the more recent data would be year 2012, on a regional level, for others 2010, but only on a national level...

The scorecard methodology

Every item (chapters 2, 3, 4) is assessed following the same methodology, from the existence of a strategic plan to the support by public funding.

- Financial resources are not always public (for instance in France, FSL (Housing Solidarity Fund) is partly financed by private service providers, and water and sanitation facilities in workplaces are financed by the employer)

  ➔ The financial question could be replaced by “A specific funding exists. It clearly identifies the different funders, public and private”

- The scorecard leads to an identification of existing policies. Some of them, implemented for several years, have already been assessed (FSL for instance in France)
It would be interesting to identify on the one hand, the public policy, and on the other hand, if this policy is working, how it is implemented. An additional item could ask (i) if the policy has been assessed, and (ii), what are the main results.

Otherwise, a country/region can get a satisfying score if it has a social aid system which is supported by public funding, but fails to reach its goal.

Data aggregation

In chapter 3 (especially item 3.1), the aggregation of data makes little sense, even in 3.4, which gathers homeless people and nomadic communities. These groups share problems of equitable access to water and sanitation, but the policies dealing with them are specific for each group.

The 3.1 item is thus redundant with next questions, and so is 4.1. We suggest:

- Specifying categories in each item;
- Item 3.3: replacing it by annexes 3.3.A to C
- Item 3.4: dividing it in two categories: homeless and nomadic communities
- Item 4.1 supressing or at least reducing it to avoid repetitions
- Each party to the Protocol could adapt the scorecard to its population by creating new annexes and aggregating data when it seems relevant.

Little information on some subjects

By definition, there is a little quantitative information on vulnerable and marginalised groups, which are diverse (homeless people, children, squatters, sick and elderly people...). Maybe it would be more interesting to know if these populations are followed, if studies have been made, to favour quality information instead of quantitative information.

2) Comments on the form and wording

Terminology

During the workshop, a stakeholder proposed completing the title with “Equitable access to water and sanitation for all”.

Redundancy of questions

The pilot team had the feeling to be redundant when fulfilling the scorecard, especially in chapter 1, which sums up policies that are detailed in next chapters. Hence, the 1.4 part “incentive framework
for water and sanitation service providers” has not been answered, as all answers can be found in the next chapters (the answer to 1.4.2 in section 2, the answer to 1.4.3 in section 3, and so on…)

Proposition: Parts 1.1, 1.2, and 1.4 could be simplified, and 1.3 maintained.

International obligations

This part can only be answered by State departments, as conventions are signed by States and not local authorities. This part, quite long and discouraging, could be reduced to the most relevant legal instruments, and be fulfilled once by the State departments.

3) Comments on the use of the scorecard

The tool and the pilot exercise were positively judged by all stakeholders, in order to have a first self-assessment and a precise overview on access to water and sanitation on a given territory. It gives the opportunity to identify shortcomings and lead to the definition of priority actions to address them.

However, all stakeholders mentioned this was a time consuming exercise, and that this tool was not adapted to a regular monitoring and report.

Vis-à-vis the Protocol authorities, the reporting should be done with another tool, for instance on the basis of priorities identified in each region.

4) Comments on the process

A participatory process is necessary, especially for this topic, but it is difficult to organize because of the great number and diversity of stakeholders: social services, water service providers, sanitary sector...

During the workshop on 18 and 19 May 2013 in Paris, the stakeholders underlined the multiplicity of private and public actors. Some of them were not represented during the workshop (prison sector, hospitals, schools...).

Having a preparatory phase to allow a restrained team to answer the scorecard seems to be a good methodology; it could be completed with bilateral meetings on specific subjects (for instance on prisons with the Ministry of Justice and NGOs). A restitution phase seems necessary.

This work gives the opportunity to have an overview of all actions taken, and it allows identifying and contacting relevant stakeholders. This qualitative benefit should be valued in the document.
The French pilot was an interesting experience as it allowed fulfilling the scorecard both on the national and the regional level. It enlightened local initiatives such as the implementation of preventive aid measures, fountains, and public toilets, which inspire national legislation on access to water and sanitation issues.