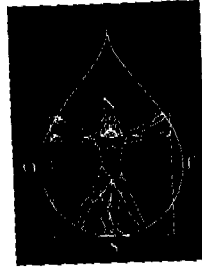


THE INTERNATIONAL
SECRETARIAT
FOR WATER
Non-Governmental Organizations
in Interaction
toward Water Supply and Sanitation

LE SECRÉTARIAT
INTERNATIONAL
DE L'EAU
Les Organisations Non Gouvernementales
en interaction
pour l'eau et l'assainissement

EL SECRETARIADO
INTERNACIONAL
DEL AGUA
Las Organizaciones No Gubernamentales
en interacción
por el agua y su saneamiento



Water and Civil Society

Towards Strategies of Sustainable and
Equitable Development and Financing

An Issue Paper

Prepared by :

The International Secretariat for Water
(ISW)

- August 1994 -

Table of Contents

Introduction

1 -	Water, Factor of Justice, Sustainable Development and Peace	1
1.1	Purpose	1
1.2	Definitions	2
1.3	Underpinnings	3
2 -	Water, Civil Society and the Governance Structure	4
2.1	The water crisis worsens	4
2.2	Rescaling water decisions and policies	5
2.3	Civil society and the governance structure	9
2.4	Guidelines for investment	11
3 -	Implementation of Water and Civil Society Approaches	13
3.1	A Consistent intervention from local to global level	13
	Objective 1	14
	Objective 2	17
	Objective 3	20
3.2	An enabling financing framework	23

Abbreviations

LIBRARY IRC
PO Box 93190, 2509 AD THE HAGUE
Tel.: +31 70 30 689 80
Fax: +31 70 35 899 64
BARCODE: 11 077
LO: 202.3 - 95WA

NOTE TO READERS

This issue paper is the preliminary result of a consultation process involving the various partners of the International Secretariat for water (ISW).

It has been written in August 1994 and revised in January 1995 by Gabriel Régallet.

ISW's intent is to provoke discussions and dialogue between water stakeholders in view to better articulate the relationship between water issues and the role of civil society. In that sense, any comment, contribution and question is welcome and should be addressed to :

The International Secretariat for Water
48, rue Le Royer West
Montreal, Quebec, Canada
H2Y 1W7

Tel. : (514) 849-4262

Fax : (514) 849-2822

Internet : isw@web.apc.org

Introduction

This issue paper draws its underpinnings from a variety of exchanges between partner organizations of the International Secretariat for Water (ISW) nurtured by meetings and common endeavours with public agencies, voluntary and private sectors.

In particular, it echoes the Call To Action presented by NGOs at the Ministerial Conference on Drinking Water and Environmental Sanitation organized by the Government of the Netherlands in Noordwijk, March 22-23 1994. It was discussed at, and revised further to the International NGO workshop on Strategies for Sustainable and Equitable Development and Financing organized in Manila, Philippines, May 1994 by the ISW and Approtech Asia.

Freshwater, being considered either as a common good, a public service or a commodity raises the whole range of sustainability issues. A starting point of our thinking is to recognize, according to the Montreal Charter on Drinking Water Supply and Sanitation (1990) that "access to such a resource is, above all, a political issue" or, said otherwise, that everyone has a right to drinking water and sanitation, given that it is an essential condition of survival.

The responsibility to provide safe, clean water for everyone lies with governments and the international community involving the various constituencies of Civil Society in concrete actions and new financing mechanisms; such partnerships are built on complementarity of intervention, transparent and accountable rules of the game, holistic and people-centered approaches. Yet, some figures reveal a daunting picture for current and future generations : one person out of three in the world today suffers from water shortage. In less than twenty years, continents like Africa are expected to experience dramatic shortage. Eighty percent of the major diseases of the Third World are due to the poor quality of the water. The South-North gap on access to safe water in 1990 reveals an average disparity of 68 to 100, with least developed countries being at 47 (UNDP). Conflicts between countries for control of this scarce resource will become more frequent and violent since the major catchment areas are borderless. While water management can be a source of conflict and social exclusion, it is equally often the cement that joins communities around watersheds, lakes, rivers or wells.

Sustainability of water resources requires sustainable communities. Yet communities representing Civil Society rooted at different levels of social belonging, living and work place must be involved in a democratic and participatory process of defining sustainability from a local perspective; this process must occur within a framework both of "thinking globally and acting locally", and of "thinking long term and acting now". This fundamental

paradox of democratic sustainability poses a dilemma for a national sustainability strategy. How can we encourage democratic participation within a sustainability framework that respects global as well as local water biophysical limits, improves inter- and intra-generational social equity, and develops an economy which generates individual and community livelihoods rather than one that simply grows ?

The following issue paper presents interesting inputs to reconciling water issues with Civil Societies. To a considerable extent, the water crisis is not only a political crisis but also a creativity crisis. The only way that we can successfully meet the myriad of challenges necessary to develop sustainable communities is through encouraging social innovation, local initiative, adaptation of appropriate technologies. Involvement of Civil Society in such strategies, therefore, is itself a sustainability strategy. Local decisions which contribute to global sustainability decisions to conserve water and make a sustainable and equitable use of these resources benefit the entire planet. However, bottom-up initiatives must be accompanied by top-down leadership if plans are going to be implemented and activities sustained at a larger scale : only governments have the regulatory and taxing powers to secure the transition to sustainability.

Governments and the international community should introduce and implement - individually and collectively - the regulations and incentives to enable and empower our communities to act for water sustainability. International agreements, standards, incentives, and investments are needed to ensure that we all work together to meet our common goals of safe, clean water for everyone on Earth, the « water planet ».

Let us thank all those who contributed to this document : the Government of the Netherlands which supported financially the Philippines Seminar; participants to such seminar and the Approtech Asia team who welcomed them so nicely and finally, our colleagues of ISW Board and staff.

Lilia O. Ramos
Approtech Asia
and
I.S.W.

Deborah Moore
Environmental Defense Fund
and
I.S.W.

1. WATER, FACTOR OF JUSTICE, SUSTAINABLE DEVELOPMENT AND PEACE

1.1 Purpose of this Paper

Provide inputs to Water and Civil Society approaches which foster equitable and mutually beneficial relationships between social actors, based on shared responsibilities and resources.

1.2 By Water and Civil Society approaches,

We refer to the overall activities aiming to strengthen the self-sustainable capabilities of organizations of civil society to wisely use and manage water resources for the benefit of present and future generations, and through this action, to sustain local democracy and sustainable livelihoods. Civil society is made of the various citizen groupings which form structures of production, power, wealth, influence, and of symbolic meaning systems, and provide to them a cement holding together a delicate tissue of social relations. The concept of civil society refers to freely organized subjects claiming the right to participate in political decisions. Yet, civil society came in time to represent an intermediary level of socialization between the "natural" groupings around families, the rules of the state and the market. Thus distinguished, the concept acquires the connotation of a field where values of social solidarity are learned and exercised in order to produce creative interactions that can expand and transform the ways of citizenship.

Water and Civil Society approaches integrate :

- a) the perspective of sustainability i.e. the integration of the economy, ecology, health, well-being and education of populations to decisions related to water supply and sanitation. Decisions must use a time horizon that captures short-term human interests, intergenerational equity, and the long-term health and integrity of water systems. Sustainability implies the recognition of limits and scales, a sensitivity to subtle watersheds, the respect of the matrix of wind, water and soil which conforms the unique climate of "the region that we call home". In that sense, water is conceived as the entry point for sustainable communities and livelihoods;
- b) institutional arrangements allowing for local water management and true participation of civil society to decisions and actions improving its living conditions : arbitration; conflict resolution; representation; technical and financial assistance; contractual arrangements;
- c) involvement of women at all levels and in all stages of intervention;
- d) consistency of intervention between local, national and international levels;

- e) an emphasis put on the contribution of civil society organizations to implement such approaches.

1.3 What are the underpinnings of such approaches ?

- a) Justification for such Water and Civil Society approaches stems from international governmental conferences (Delhi, Dublin, Rio, Sophia-Antipolis, Noordwijk) as well as non-governmental meetings (Montreal, Global Forum, Caracas, Salvador, Noordwijk).
- b) Emphasis of this issue paper is put on institutional, material and financial means required to implement such approaches, for the water crisis is well known and requires concrete and urgent interventions.
- c) Cooperation between actors of civil society and governments is defined from aspirations and dynamics of the citizen organization, locally rooted.
- d) Cooperation between social actors comes within the scope of global transformation of the economy and the ecology : the water crisis is worsened by the dynamic interaction of various processes of impoverishment at the local, national and global levels
- *ecological processes* : climate change; destruction of ecosystems; desertification; pollution...
 - *economic processes* : water-intensive agriculture/industry; dam and irrigation mega-project; unequitable trade arrangements and debt...
 - *social processes* : migrations; urbanization; population growth; disease and health degradation...
 - *cultural processes* : consumption patterns of water and other resources; modernization of water management systems and local knowledge...
 - *political processes* : concentration of decision-making; free-trade agreements; water conflicts...

Implementing Water and Civil Society approaches will require a redistribution of role and responsibilities between the State, multilateral agencies, transnational companies, local governments and the not for profit sector.

- e) Current changes in national budgets and ODA funding present opportunities for such approaches :
- Water management programs are increasingly built on co-financing or cost-sharing endeavours calling for an accountable and transparent decision-making and effectiveness of intervenors.

- Regional free-trade agreements and decentralization of powers and resources to local governments opens possibilities of collaborative arrangements between local authorities, private and voluntary sectors.
- Capacity building, policy dialogue, empowerment of Civil Society become key components to ensure sustainable water management schemes.
- The shift to efficient, reliable water services based on eco-efficiency¹, willingness and capacity to pay, community ownership and management requires involvement of water stakeholders at the outset of each program.
- The role of NGOs as local ODA operators or providers of privatized water services raises questions of democratic decision-making, accountable and efficient management of funds, institutional links between public authorities and local organizations.

¹ Increasing added-value in water services, while continuously reducing resource use, pollution and waste.

2. WATER, CIVIL SOCIETY AND THE GOVERNANCE STRUCTURE

2.1 The water crisis worsens : Lessons of experience

a) Lessons of the international Decade of Water Supply and Sanitation (from the NGO document presented at the Ministerial Conference on Water - The Hague - march 1994).

- Water problems have not been high on the political agenda, and past solutions have used a sectoral approach that ignored the priorities and sustainable know-how of women and local communities, and the needs of water-dependent ecosystems;
- The vast majority of investments for water projects have relied on expensive, centralized, and resource-intensive technologies, particularly for irrigation and hydropower, leaving inadequate financing available for drinking water, sanitation, and wastewater treatment at local, national, and international levels;
- There has been a lack of appropriate, accessible, and affordable water supply, sanitation, and wastewater treatment technologies;
- Environmental components of water management, such as protecting rivers, lakes, wetlands, watersheds, groundwater, forests, fisheries, coastal resources, and coral reefs, have been largely neglected in the process of "development". Virtually all "development" -- in the form of logging, mining, agriculture, large-scale dam construction and channelization, and industrialization -- affects water resources; and
- Population growth, together with the over-exploitation of water resources in some sectors (like tourism, irrigation, and hydropower), has outstripped the gains made in water supplies and sanitation in many areas, particularly in Africa.

b) Water and Security of Civil Society

- Unequitable allocation and conflicting uses
 - . availability of water
 - . use and consumption patterns
- Effects on development and health of populations
 - . water quality : pollution, disease, mortality
- protection of ecosystems, climate and the global environment.

2.2 Rescaling water decisions and policies.

Three dimensional levels, or better said three concentric circles of cohabitation or dwelling domains, shall be recognized, if water decisions are to be embedded in the realm of civil society. Though they do not correspond with administrative divisions, administrators should take them into account.

These three main distinct dimensional scales are :

- the domestic domain (family; household);
- the community level of which the well, the washing place, the public fountain or the street hydrant was previously the center;
- the basin

Though decisional style should remain embedded in the concrete level of governance (commune; parish; municipality; State), it can grossly be stated that the prescriptive character of decisions (to decide about what should be) is inversely proportionate to their scale of application, while their proscriptive character (to agree about what should not) is directly proportionate to it.

Therefore, further to the International Conference on Water and Environment (1992), water policies must be "scaled". They must respect communities of water-sharers; they must recognize watersheds (be basin consistent).

One of the first tasks of a scaled water policy shall be to carry out a survey of water sources and discharges in every "circle of cohabitation" or dwelling scale.

Then :

- a picture of those concentric "water matrices" shall be drawn : in everyone of them, the points of contact between the cultural and the natural cycles should be declared zones of common concern, that is, in right, commons;
- natural and cultural watersheds should be recognized and the basin-consistency of water policies enhanced.

2.2.1 Regenerating community access to water and traditional water rights

Any attempt to regenerate the community's relation to water must aim at enlarging the basis of citizen action and citizen control on water sources. In other words, communities and citizens must regain some direct forms of access and control on the water now withdrawn from their sources for agricultural and industrial purposes.

Water has therefore the juridical nature of a civil right, or, to use the terminology of old common law, a civic liberty of access. Civic rights of that kind do not pertain to the state nor to private parties. On the contrary, they are part of the fundamental possession rights of any community of residents living in the same basin. Rights to water are therefore the specific rights of "water-sharer" here. The more their water is respected, the more inclined community will be to limit their needs according to the local water qualities and quantities.

2.2.2 The domestic scale

Rescaling water management must necessarily begin at the domestic level. That which starts in my household is of interest for the community's household : for instance, saving water at home can curb municipal costs.

In that respect, the proposals of Cesar Añorve and Pierre Lehmann, the Tucson "Casa del Agua" (see Box 1), and the installation of domestic water meters by the dwellers of a Peruvian squatter settlement are particularly illustrative of the ways in which "retooling my household" can avoid the squandering of water both at home and at the municipal level (J. Robert).

Box 1

Retooling the household : A demonstration project

The Casa del Agua in Tucson is a public demonstration project about easy-to-implement water conservation practices, both at the domestic and the municipal scales.

The main suggestion for households are :

- use up-to-date water-conserving fixtures;
- use water meters to check daily consumption;
- recycle grey water to the garden or to the flush toilet;
- prefer dry landscaping (xeriscape) to the conventional grass lawns;
- build a cistern and collect rainwater.

The following suggestions are given to municipalities :

- prefer xeriscape;
- concede fiscal advantages to citizens who :
 - practice xeriscaping
 - have built a cistern to store rainwater for the garden;
 - have installed special grey water plumbing systems with slow sand filters to recycle the water from the family's sinks, tubs, showers and washing machines into the flush toilets or the garden cistern.

A typical household equipped with the water saving fixtures exhibited at the Casa del Agua consumes just one third of the amount of water used in a conventionally outfitted single-family household of the same size. Either the government or water companies could finance the installation costs of these fixtures and/or deduce the amount from monthly bills over a period of time.

If cities succeed in cutting back consumption by such means, they will be able to delay huge investments to expand their systems, since laying new pipes and building dams and treatment plants costs hundreds of millions of dollars.

From : Jean Robert : Water is a commons, HIC, 1994

2.2.3 The circle of community water

The second circle involves decisions taken at the scale of the neighborhood, district or municipality. It should be noted that several traditions of decision-making are often intertwining; for instance, in Mexico, the commune inherited from colonial times still exists, a heritage often mingled with old-Mexican traditions.

Box 2

Retooling municipalities : a cheap and ecological alternative to conventional treatment plants.

As new sanitary regulations are making the price of domestic water boom, alternatives to conventional treatment plants should be considered, especially in poor countries.

One of the most promising alternatives to overly expensive and energy-intensive sanitary "high technology" is the root zone process developed in Germany by Dr. Reinhold Kickuth, a professor in ecological chemistry at the University of Kassel. The root zone process is a natural treatment procedure in which the soil "does the job". More precisely speaking, a root zone treatment plant uses the capacity of reeds (*phragmites communis*) to :

- oxygenate the soil thanks to the spongy core of their systems (*aerenchyma*) and
- maintain in the root zone (*rhizosphere*) a network of fine canals through which waste water will flow horizontally and be treated by that process.

Such a root zone treatment plant allows the formation of a humid biotope that, besides treating the waters of a rural, suburban or even urban community, attracts batrachians and birds and has favorable climatic effects.

The first root zone plant ever built is the ecological project "Humid Biotope Orthfresen" near Liebenburg in the Goslar region. It has operated with minimal maintenance costs since 1974.

This solution is not only satisfactory from an ecological as well as a hygienic point of view; it is also much less expensive than a conventional treatment plant. A good example is the small plant in Havighorster Moor near Hamburg-Bergedorf that treats water seeping from a dumping ground. A conventional plant was estimated at US \$3,300,000. The root zone plant which was built instead cost only US \$530,000.

From : Jean Robert (op.cit)

2.2.4 Water decision at the basin Level

The third circle we will call the basin. A subtle watershed runs through geography, separating one basin from the other, eventually making its inhabitants into co-dwellers of this valley. The

perception of changes of cultural mood between "here" and "over there" is no less subtle than the identification of geographic watersheds in a shallow landscape.

Historically, riparians coming to terms about water rights tended to define what nobody should do rather than positive norms applying to everybody.

Today, a sound water policy at the basin level should define a "proscriptive ceiling" under the shield of which riparians should be locally autonomous.

2.2.5 Water Policies

In the light of these considerations, it is possible to recognize some guidelines for policies of sustainable use of water (J. Robert, op.cit.) :

- increase the capacity and intensity of natural self-depuration;
- protect the gratuitousness of the legitimate and traditional uses of water extending it to uses of small economic weight but great cultural and energetic significance;
- reconfirm the possession rights of communities of residents and riparians over water sources and ask the state and local powers to be the shield and the guarantee together of these rights;
- curb the production of sewage water by limiting the mingling of its ingredients. Favor the local captation of water and its local absorption by the soil;
- tax in a conspicuous manner and with progressive tariffs all heavy water consumers, be they private or public, so that squandering become very expensive for the squanderer;
- reconstruct in every basin the matrix of natural self-depuration, avoiding the separation of the management of water which is paid for (because it runs in canals, sewers, etc) from the other elements essential to the cycle : forest, mountain slopes, watersheds, hydrographic nets, etc;
- fix for every basin a maximum ceiling, that is, ration water according to the local capacity of self-depuration and the correct use of the mountain slopes and wells;
- promote the forms of depuration technologies that involve people and make them responsible, improving their hydric culture;
- and last but not least, let great amounts of clean water run unpiped over the territory.

2.3 Civil Society and the Governance Structure

Governments' traditional suspicious regarding civil society organizations are gradually being replaced by a recognition of the role of civil society institutions as agents of change and partners in development. Systems and structures of governance are being questioned and this restructuring of governance systems creates unprecedented opportunities for better collaborative arrangements between the State, the private sector and the non profit sector at the local, national and global level. On the other hand, the exploration of opportunities for cooperative action does not imply that citizens should renounce their right and duty to question and oppose corporations and States when ever their behaviour proves detrimental to the common good.

The challenge to bring in all water stakeholders in the governance structure calls for democratization of market mechanisms and governance structures; it is also to expand to the global arena the struggle for democracy and human development that has so far been carried out basically at the local and national levels.

Such citizen action will involve the following forms :

- a) The recognition that national and international civil society organizations can play a four-fold role in the implementation of such approaches, built on their comparative advantage over State and private sector;
 - catalyst and supporting agent of local initiatives;
 - intermediary capable to forge alliances and networks in order to facilitate exchanges and to capitalize experiences between groups, and expand such approaches;
 - mediator between State and local communities, and between government and multilateral agencies to promote a reform of public intervention and interests of disenfranchised groups;
 - educator and communicator of civil society towards the sound, sustainable and equitable use of water.
- b) The strengthening of regional coalitions, sectoral networks, international alliances to address water and other specific issues : movements such as women, Amnesty International in the defense of prisoners of conscience or Médecins Sans Frontières in favor of civilian victims of armed conflicts have broken new ground in affirming the right of the world citizen community to overcome claims of state sovereignty when gender-based discrimination, human lives and people's essential rights are at risk.

The challenge of such alliances and coalitions is to build common grounds and horizontal cooperation between stakeholders as different as peasant and trade union movements, indigenous peoples, consumer associations and others.

- c) The global networking and advocacy efforts of civil society organizations to influence the agenda and outcome of major U.N. and interministerial conferences have produced some landmark events.

This global networking has proved its value not only in educating the public about the issues at stake but also in asserting citizen right of sharing responsibility with states for the governance of the planet and of calling for transparency and accountability from multilateral development banks and corporations. Examples of such networking include the Asian Development Bank NGO lobby and the UNCED coordinating committees.

- d) The creation of ongoing mechanisms for consultation, cross-sectoral interaction and eventually, joint policy initiatives and conflict resolution with institutions of civil society. Such mechanisms, for instance in the GEF governance structure, might be created within the UN System, multilateral financial institutions, regional development banks and global business associations.
- e) Dialogue and cooperation between institutions of civil society particularly to foster democratic transitions and develop a democratic culture in a multinational and multicultural context amidst multiple instances of identity. For instance, through exchange programs dealing with minorities, social exclusion, NGOs.
- f) The creation of intermediary civil society structures capable to mediate between central administration of regional unions or trade agreements and local people. In particular, the application of the principle of subsidiarity emphasizes growingly the need for, and the advantages of, individual responsibility, self-help, and actions by citizens' organizations.

Such intermediary structures may be shaped along sectoral issues (ex. peasant unions), or a cross-sectoral regional basis (ex. the European Council for Voluntary Organizations), or on the basis of a regional service group (ex. Third World Network or the European Citizen Action Service).

- g) The definition of public policy evaluation methods in order for the various outside stakeholders jointly to ask questions on, and assess the meaning and relevance of, government actions in areas directly relevant to citizens (housing; land use; water...)

These evaluation methods might involve civil society organizations in several working groups aiming to define guidelines (cahier des charges) for implementation agencies. Such guidelines are less articulated around means and tools than on performance targets. Such targets result from a bottom up approach in order to device general principles, standards

and values of governance drawn from field experience; they are implemented from a top down perspective, with regular assessment of their respect.

Thus, this approach of active subsidiarity links together citizen networks sharing their experience, on-going evaluation of public policies and articulation of the local-global perspective.

- h) No sustainable civil society organizations and lasting social charges without building a collective imagination.

This memory built on a shared field experience and vision will strengthen collective capacities of citizens to evolve a common society's project.

The capitalization of these experiences may be articulated along the following lines : networking emphasizing dissemination and sharing of various experiences, processes and mutual learning (ex. Habitat International Coalition); legitimizing new practices and approaches by providing a voice to their promoters and influencing the training of future leaders; multiplying direct exchanges between citizens and communities on common issues (ex. Healthy City project); facilitating access of civil society organizations to data, stories and services documenting such accumulated knowledge (ex. Fondation pour le Progrès de l'Homme); capacity-building of civil society institutions seeking to enhance the unity, strength, perseverance and economic independence of local organizations as well as develop and maintain participatory structures within such organizations.

- i) In a global and multicultural world, civil society organizations are growingly invited to foster intercultural dialogue among civil society actors and in the State-society relationship. Such dialogue will enhance mutual understanding and trust between the various components of society through : exchanges welcoming interbreeding; sharing of various forms of knowledge; making the voices of the "silent" heard; highlighting grassroots communication and conflict resolution practices; involvement in building peace and non-violent conflict resolution; making explicit the relationship between culture dynamics and development; recommending public policies in the field of cultural diversity, social integration and peace building.

2.4 Water and Civil Society, Guidelines for investment

Guidelines for investing in the water sector are a useful tool for governments, IFI's, multilateral and bilateral development agencies for design purposes and sustainability policies. They will include :

- a water basin approach recognizing limits, scale and the water and soil matrix;
- a commitment to universal coverage;

- a water code of rights, service standards, consumption norms, fees, monitoring and enforcement, according to the scale of decision (community, basin);
- decision-making processes ensuring public participation, transparency and accountability;
- water pricing systems built on (i) the involvement and capacity to pay of users and communities, (ii) incremental pricing for water withdrawal;
- a capacity for organizations of Civil Society (i) to initiate water management programs with financial support of public agencies, (ii) to be actively involved in pre-feasibility studies of such agencies;
- an emphasis on least-cost planning, preventive approaches, and improved use of existing water supplies through water conservation;
- the introduction of environmental and social impact assessment as a tool for ensuring the highest international standards in foreign direct investments and in aid projects in the water sector, including long-term sustainability of water resources and cumulative impacts of decisions. Large-scale water project studies include alternatives such as small-scale options and water and energy conservation;
- a significant capacity building component for organizations of Civil Society designed in each water management program;
- a reliance on community-based management, including sustainable traditional and indigenous water management systems;
- public access to water resources monitoring data, water sources and points of withdrawal and discharge, project documents, legal and financial information related to water programs;
- involvement of women at all levels of project design, management, implementation, and decision-making;
- allocation of adequate water supplies and water quality to protect and maintain water-dependent ecosystems, including rivers, lakes, wetlands, groundwater, coastal zones, and coral reefs; and
- sustainability indicators to assess progress on the implementation of such guidelines.

3. Implementation of Water and Civil Society Approaches

3.1 A consistent intervention at local, national, global levels.

THREE interdependent objectives :

- to reform international agencies' approaches to water management along the proposed Guidelines for investment;
- to shift State intervention away from a centralized, bureaucratic, sectoral approach to an enabling role in a decentralized, community-based, holistic, and people-centered approach;
- to strengthen local, self-sustaining capabilities in Water and Civil Society operations.

Objective 1 :

To reform international agencies' approaches to water management along the proposed Guidelines for investment.

Activities	Strategies of development and financing
<p>1.1 On-going awareness raising and education campaigns on water, factor of justice, sustainable development and peace</p>	<p>1.1.1 National and regional campaigns funded by a partnership of stakeholders and aiming to raise awareness, understanding and funds (ex. Mediterranean Sea, Danube) on regional water issues.</p> <p>1.1.2 An international campaign on Water and Civil Society with an exhibition tour of toys and other visual representations of community-based water management systems for the 50th anniversary of the U.N., in cooperation with multi- and bilateral agencies.</p>
<p>1.2 Public campaigns aiming to reform water policies and programs of multi- and bilateral agencies</p>	<p>1.2.1 Adoption of Guidelines for investments in the water sector and yearly monitoring of progress.</p> <p>1.2.2 Devising in international programs, cost-effective and self-sustaining financing mechanisms for local communities and NGOs, including progressive water pricing systems; better access to start-up funding, appropriate, low-cost loans/credits and technologies.</p> <p>1.2.3 Development of cost-sharing models, along with pilot programs, between multi-, bilateral agencies, private sector and NGOs to involve Civil Society in the sustainable use of water :</p> <ul style="list-style-type: none">- on a regional level,- on a watershed, river basin level,- in internationally-shared waters.

<p>1.2 (Followed)</p>	<p>1.2.4 Redefinition of the international waters component of the GEF in a sustainable, integrated perspective of water, with funding accessible to CBOs and NGOs and a participatory decision-making structure in pre-investment and feasibility studies.</p>
<p>1.3 Joint NGO-international actors operations on Water and Civil Society programs</p>	<p>1.3.1 Setting up consortia and other NGO groupings with sharing of know-how and financial, material means.</p> <p>1.3.2 Implementation of international Water and Civil Society pilot programs with NGOs as partners and ODA start-up funding for :</p> <ul style="list-style-type: none"> (i) areas defined by international agreements, and programs; (ii) areas of water conflicts; (iii) debt for Water and Civil Society swaps; (iv) eco-efficient and capacity building services designed in a public-private partnership. <p>1.3.3 Resource mobilization of international associations :</p> <ul style="list-style-type: none"> (1) local governments and twin cities, (2) private sector, (3) water professionals, (4) irrigation associations, (5) trade unions, (6) consumer associations <p>in Water and Civil Society operations.</p> <p>1.3.4 An international early warning system about transnationals with bad water management / pollution records.</p>

<p>1.4 On-going exchanges and mutual learning between NGOs of the North, South and East on :</p> <p>(1) Water and Civil Society operations,</p> <p>(2) know-how, techniques and practices on sustainable water uses,</p> <p>(3) equitable institutional arrangements.</p>	<p>1.4.1 Systematization of NGO participation to negotiation and implementation of water-related conventions (Climate change; desertification; biodiversity...) and programmes (Capacity 21, SDN, GEF...).</p> <p>1.4.2 Funding of regional meetings aiming to assess and build on experiences of Water and Civil Society operations in order to reorient collaborative arrangements. Readjust existing multilateral programs towards such exchanges and mutual learning (TCDC, LIFE, GEF, UNV).</p> <p>1.4.3 Better information collection and dissemination to organizations of Civil Society of built-on experiences in Water and Civil Society programs, and of water-related policies, programs, laws, agreements, financing.</p>
--	---

Objective 2 :

To shift State intervention away from a centralized, bureaucratic, sectoral approach to a decentralized, community-based, holistic, and people-centered approach.

Activities	Strategies of development and
2.1 Delegation of implementation of Water and Civil Society operations to flexible, non governmental institutions, close to civil society.	2.1.1 Institutional framework for decentralizing powers and management of water and sanitation services, which may be contracted to user associations. 2.1.2 Creation of endowment funds and regional project banks facilitating funding of Water and Civil Society operations (ex. Chile). 2.1.3 Access of local communities to grants / loans / credits for such operations including access to training, appropriate and low-cost technologies, revolving funds generated from informal monetary flows, local savings and community micro-banks. 2.1.4 Devising cross-sectoral and multi-stakeholder decision-making processes in the form of Commissions / Councils / Round Tables for Water and Civil Society programs at the municipal and regional level by mobilizing national / local associations (See 1.3.3) and technical / financial assistance for pre-feasibility studies.

<p>2.2 Application of national policies and programs related to the sustainable and equitable use of water integrating appropriate financing mechanisms and guidelines for investments in the water sector.</p>	<p>2.2.1 Fair and efficient water and sanitation pricing systems, with rates and fee collecting mechanisms suited to disenfranchised populations, and integrating the Polluter / User Pays principle and pollution prevention pays.</p> <p>2.2.2 Establishment of a national Model Communities Program to highlight the role of local action on water sustainability.</p> <p>2.2.3 Implementation of cost-sharing Water and Civil Society operations by contracts between State, local communities, user associations, supported if required, by an intermediary NGO, with financing modalities aiming to foster self-sustainable capabilities.</p> <p>2.2.4 Setting up public-private trust or reinvestment funds based on a percentage of water fees or/and on savings generated by water reduction, treatment, reuse activities to finance community activities in poor neighbourhoods, and contracted to local user groups.</p> <p>2.2.5 Renumeration of local communities' intellectual property rights related to their know-how and local, traditional water technologies.</p>
<p>2.3 Setting up a corps of community water management practitioners providing advisory services to their local communities.</p>	<p>2.3.1 Financing training of these community practitioners within contractual arrangements between State and educational institutions acknowledging both their community experience and new learnings.</p>

<p>2.3 (Followed)</p>	<p>2.3.2 Recognition of community practitioner's public utility status, as a resource for education and social mobilization, as a repository of meaningful know-how, with appropriate remuneration modalities (fellowships; grants; community work...).</p>
<p>2.4 Public education, aware-ness and information strategies on national policies, laws, financing and programs linking water to Civil Society.</p>	<p>2.4.1 National campaigns highlighting linkages between individual water consumption patterns / behaviour and environmental / social impact (National Water Fora; Water Day...). Recognition of community practitioner's public utility status, as a resource for education and social mobilization, as a repository of meaningful know-how, with appropriate remuneration modalities (fellowships; grants; community work...).</p> <p>2.4.2 Use of soap operas, teledramas, televised and radio folk theatre as vehicles in social marketing strategies promoting water conservation and better health-related behaviour, and targeting youth and women.</p> <p>2.4.3 Transfer of knowledge to, and via stakeholders (university; specialized NGOs; private companies). Use of NGOs capacity to mobilize resources to design better laws related to integrated water management and inform landless people / squatters about legal uses of water.</p> <p>2.4.4 Development of one-stop-shopping for national information on water.</p>

Objective 3:

To strengthen local, self-sustaining capabilities in Water and Civil Society operations.

Activities	Strategies of development and financing
<p>3.1 Strengthening of local community organizations aiming to a sound and sustainable use of water and to build up collective self-sustainable capabilities.</p>	<p>3.1.1 Evolving banking-type mechanisms with flexible modalities assuring long-term loans with reasonable interest rate for Water and Civil Society operations, underwritten by NGO or third party.</p> <p>3.1.2 Departitioning moneraty flows confined in family and clan circles by setting up locally-controlled micro-banks draining local savings.</p> <p>3.1.3 Building local, self-sustaining revolving funds with diversified modalities to access small-scale grants / loans / credits, facilitated by intermediary NGOs and with priority to women.</p> <p>3.1.4 Use of NGOs to find efficient local execution agencies and local administration linkages.</p> <p>3.1.5 Linking local community groups to NGOs through long-term contractual arrangements integrating institutional support costs, activities planning, mutual contributions, on-going learning (ex. Eaux Vives).</p> <p>3.1.6 Financing local practitioners' training, capacity building by a counterpart service system.</p>

<p>3.1 (Followed)</p>	<p>3.1.7 Financing dissemination of practitioners' and communities' knowledge and know-how in Water and Civil Society within regional community exchanges and a fee system facilitating replicability and upgrading.</p>
<p>3.2 Consolidation of legal status of local communities on land and water rights.</p>	<p>3.2.1 Supporting consolidation of local communities' legal status to occupy, use land and water, according to modalities suited to local situation : free granting of land and water rights; spread out payments with funds invested in a local development trust fund; long-term lease.</p>
<p>3.3 Implementation of Water and Civil Society operations at the local level.</p>	<p>3.3.1 Sustainable community models of Water and Civil Society initiatives built with the support of existing networks (Healthy Cities; regional NGO networks; UNDP-LIFE...), with widespread reporting, global outreach and horizontal learning between CBO's for replication purposes.</p> <p>3.3.2 Small-scale assistance to local project studies calling for community specialists' involvement in order to foster learning and self-sustainable capabilities.</p> <p>3.3.3 Financing water projects and infrastructures with cost-recovery built on water consumption, waste water treatment and reuse and water savings, and reinvested in community initiatives. Agreements with private sector and city agency to reinvest savings and part of profit resulting from better water use in industrial parks.</p>

3.3 (Followed)

3.3.4 Setting up water services (distribution, sanitation, waste management...) with diversified modalities of community and other partners' involvement ranging from overall management to cost-sharing enterprises.

3.3.5 Linking water and sanitation workers and unions to CBO's and NGO's.

3.3.6 Involvement of exporting companies in funding small unit productive activities, valuing local know-how.

3.3.7 Remuneration of traditional and local know-how and technologies along locally-appropriate modalities : exchange of service; contribution to a common fund; advisory services.

3.2 Enabling Financing Framework for Water and Civil Society Approaches

At the global level :

Technical assistance provided by external agencies (multilateral, bilateral agencies; international NGOs) to communities is most successful when it helps people learn to do things for themselves in the long term. Conceived as an enabling role, technical assistance will help build local Water and Civil Society initiatives, foster sustainable skills, promote integrated approaches and community management, support community's access to financial resources and appropriate, affordable, efficient technologies, facilitate information exchange and networking activities. Technical assistance has been proved more effective when appropriate time frame and adaptive planning for communities are adopted : a sense of permanence and continuity is essential for community-based initiative. Therefore, external support agencies like the World Bank should re-design their programs to fund and support activities aiming to build local self-reliance and environmental sustainability.

At the national level :

- a) Cooperation between public agencies and voluntary sector at the local level requires decentralization of powers, responsibilities and resources to local governments;
- b) State has to play a guiding, controlling and funding role, and delegate implementation to light, non governmental structures close to water users. State must commit long-term financing for national water policies and programs;
- c) Legal recognition of voluntary sector and an enabling legal frame will reinforce its impact on Civil Society;
- d) An institutional setting with legal, administrative and financial procedures will facilitate true participation of voluntary sector to water and civil society approaches, along with better access to, and control of grants / loans / credits, land and water rights, and recognition of local know-how.

At the city, neighbourhood, community level :

- a) The status of NGO's and CBO's needs to be recognized by local governments; NGO's is aimed at :
 - conceiving processes of collective training and upgrading learning in action;
 - supporting better interaction of local associations of civil society and community linkages;

- facilitating development of experience exchanges between these groups, replication and upgrading of these initiatives.
- b) Financial mechanisms at the local level include the following components :
- Proceed by *global* endowments allowing for :
 - (1) arbitration between priorities by citizens themselves,
 - (2) differentiated products according to urgencies or long-term actions,
 - (3) fast releasing of funds for start-up actions.
 - *combine* public, private financing with in-kind contribution of the community (work; services);
 - acknowledge an improved community capacity to pay for water services and community *assignment* of work, services and know-how in economic assessment and funding of Water and Civil Society operations;
 - design decision-making mechanisms facilitating release of funds along the *maturation rhythm* of projects;
 - link management of funds to group *strengthening* and *self-reliance* learning;
- c) The financial viability of community-based Water and Civil Society initiatives calls for (i) community contributions through cash payments and in-kind donations of time, labour, skills, land and local materials, (ii) cost recovery of capital and recurrent costs through water fee collection, (iii) low-cost service options and technologies, (iv) sound operation and maintenance of those systems. Financing schemes to build and operate such systems include subsidies, revolving loan funds, grants-in aid, credit and savings plans.
- d) Criteria to allocate funds are based on :
- transparency of the process and accountability of community managers on the basis of contractual arrangements detailing obligations, outcomes and mechanisms of social control;
 - easy procedure handling reflected in flexible funding allocation and monitoring, control, follow-up reporting;
 - criteria of performance of Water and Civil Society operations based both upon quantitative and qualitative results and long-term sustainability, and with the active involvement of local community in their selection and on-going monitoring.

Abbreviations

BCSD	Business Council for Sustainable Development
CBO	Community-Based Organization
GEF	Global Environment Facility
HIC	Habitat International Coalition
IFI	International Financing Institutions
ISW	International Secretariat for Water
LIFE	Local Initiative Facility for Urban Environment
NGO	Non Governmental Organization
ODA	Official Development Assistance
SDN	Sustainable Development Network
TCDC	Technical Cooperation for Developing Countries
UNDP	United Nations Development Programme
UNV	United Nations Volunteers