

# ANSA Project Evaluation Report

Building Mutual Accountability in Urban Water Sector

By:

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**30<sup>th</sup> November 2012**

**ANSA**  
SOUTH ASIA REGION



## Acknowledgements

First and foremost I would like to thank Simi Kamal and Hisaar Foundation for providing me the opportunity to undertake the evaluation of their project “Building Mutual Accountability in the Urban Water Sector.” To write this report, I have drawn on the expertise of a few individuals and I would like to take this opportunity to thank each of them.

At Hisaar Foundation, I would like to extend my deepest gratitude to the following people:

Saleha Atif for her valuable time and insight and also for providing me all relevant material and key documents such as the project proposal, project reports, meeting minutes, notes for the record, etc.

Kausar Hashmi for her valuable research data and reports and for giving me her time, in particular I would like to thank her for her patience in answering all my questions.

Meher Marker Noshirwani for giving me her precious time and commitment and providing overall strategic guidance which was integral to the writing process.

Amina Siddiqui for her time and effort; especially for editing the final version of this evaluation report.

I would also like to especially acknowledge my sister Sabah Baxamoosa for giving me her valuable insight which has been instrumental in developing a thorough and analytically sound evaluation report.

And last but not least, I want to extend my deepest appreciation to my husband Zulfikar Ali Causer for giving me his unconditional love, support and encouragement in all my endeavours always.

Without your support and guidance, this report would not have been possible. Thank you.

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## Introduction to Evaluation

In January 2011, Hisaar Foundation embarked upon a 15 month project which was supported by the Affiliated Network for Social Accountability- South Asia Region (ANSA-SAR) to launch and implement the project of “Building Mutual Accountability in the Urban Water Sector.” Saddar Town, one of the 18 administrative towns of Karachi mega city was identified and selected in which to launch the pilot project.

The premise of the project was to establish a participatory partnership platform, based on government-citizen collaboration and citizen-based activism, to identify and create avenues for alliance building and change the way the people of Saddar Town think about using and managing water resources. The project set into motion the participatory processes in Saddar Town, comprising of 11 Union Councils, to create trust and realization among stakeholder groups of their role and responsibility towards water resources, thereby making all stakeholders “mutually accountable” to each other.

This project was initially envisioned as a 15 month project (upto March 2012) however, due to unforeseen circumstances and the volatile political and security situation in Karachi, Hisaar Foundation was unable to execute its activities in time and thus requested for a further 6 month extension to complete its programme and activities at no extra cost to ANSA-SAR. During the course of the project, the elected local government system was abrogated. The rollback of the elected local government system greatly affected the spirit of partnership embraced and taken forward by the town administration at the inception of the project. The emerging unstable and non-functional local bodies’ governance system hampered the project implementation which resulted in many issues that hindered the smooth running of the project. The project activities and plans of action thus had to be revisited and redesigned. Consequently, the project activities could not be conducted in the manner and scale in which they were first designed. Moreover, the project was delayed and could not be completed within the original timeframe.

In light of this background and given that the local government system in Pakistan is in a state of flux, it is deemed necessary to evaluate the Mutual Accountability Project to assess the future viability of the Mutual Accountability Model and its implementation in Pakistan. This evaluation will therefore include the following:

- Assessment of the degree of achievement of project objectives
- Assessment of the implementation of project activities given the realities on the ground
- Assessment of possible uses of the Module produced by the project
- Analysis of Mutual Accountability Module (in light of this project)
- Assessment of the impact of the dysfunction local government system on the Mutual Accountability Model
- Assessment of future prospects of Mutual Accountability Model

### **Methodology of Evaluation**

This evaluation will be undertaken in three parts: the first part will review the conceptual framework of the Mutual Accountability Model and analyze the Mutual Accountability Module; the second part will thoroughly examine and analyze the project activities and its implementation; the third and final part will be a comprehensive analysis of the Mutual Accountability Model with a view to assess its future prospects and viability in Pakistan.

The research for this evaluation will be based on primary and secondary data. This will include but not be limited to the following:

- Study of project proposal
- Study of all project reports and documents
- Study of Mutual Accountability Module
- Meetings with project staff

## **Part 1**

### **Analysis of Mutual Accountability Model & Module**

#### **Introduction to Mutual Accountability**

The concept of Mutual Accountability as envisioned by the Hisaar Foundation is a mechanism by which government user groups, service delivery agencies and other stakeholders can be brought together on a shared and common platform for collective action, to ensure conservation and better management of water resources. It is perceived that Mutual Accountability will allow different stakeholders, from competing water uses, to move forward together, rather than against each other, and hold each other accountable for their performance in fulfilling their obligations and responsibilities towards the judicious management of shared and available water resources. By creating a process and structure through which all stakeholders are accountable and answerable to each other, Mutual Accountability also paves the way for groups that usually have a trust deficit to come together and work together in a manner that promotes more efficient and equitable allocation and consumption of water resources

The Mutual Accountability concept serves a twofold purpose: 1) to ensure that all citizens have safe and sufficient water resources available to them for all essential purposes and 2) to ensure that there are safe and sufficient water resources for future generation of Karachi citizens. The Mutual Accountability Model aims to create a system of management and consumption of water resources that promotes conservation and conscious consumption of water resources between all competing users and uses in order to address the water scarcity issues. As a result, this system in turn would support ecological sustainability and the development of a safe, sufficient and environment friendly Karachi for future generations.

#### **Emergence of the Mutual Accountability Concept**

In order to understand the Mutual Accountability Model, one must first understand the beginning of the Mutual Accountability concept in the context of Hisaar Foundation. The Mutual Accountability concept first emerged from the successful experiences of the Gulshan-e-Iqbal Town Area Water Partnership (GIT AWP) and Karachi Water Partnership (KWP), an initiative undertaken by Hisaar Foundation to develop the first Urban Water Partnership in the world. The GIT AWP proved to be a model town and a successful example of a unique public-private partnership in order to solve urban water challenges. Through the development of these multi-stakeholder partnerships under the aegis of the town level partnership, Hisaar Foundation learned that water challenges cannot be overcome without the proactive support and collaboration of the government and citizen groups and other stakeholders, and that solutions to these problems can only be found if they are built around participation by both government and citizen groups so that both may take actions as part of their duties and responsibilities.

The town administration, both elected representatives and government officers, and especially the local town administrator proved to be integral in the promotion and development of the GIT AWP. The town administration spearheaded the town AWP and provided invaluable support and dedication to the project. While KWP evolved as a multi-stakeholder platform which provided space for discussion, arguments, consensus and agreed action on the part of stakeholder groups in the city, it also served as an umbrella to the town level water partnership in Gulshan-e-Iqbal Town.

KWP through its process of dialogues with the City District Government Karachi, the Karachi Water and Sewerage Board, the administrative towns of Karachi, the private sector, civil society groups, and citizens of Karachi obtained strategic outcomes by making these stakeholder groups realize that each one of them had a responsibility towards the water resources of the city and unless and until they each played their part and took responsibility of their action, the water challenges could not be resolved. By developing these water partnerships, Hisaar Foundation had successfully achieved in making all stakeholders look at **mutual accountability** (with regards to water resources) in a more comprehensive way: that is, accountability not only of the public institutions that delivered services, but also of the citizens that used the services. All groups in the partnership pledged to accept their roles and responsibilities and made themselves mutually accountable to each other on a shared and common platform.

KWP thus promoted the establishment of unique participatory public-private partnerships that brought about effective, transparent, accountable, equitable and citizen-friendly governance in the water sector.

### **Understanding Mutual Accountability**

The concept of Mutual Accountability finds its roots in the idea of Social Accountability. Mutual Accountability and Social Accountability are often misunderstood and mistakenly used interchangeably for one another. This is perhaps because both these concepts are based on the same foundations and principles. However, a closer examination of these concepts reveals that Mutual Accountability takes the concept of Social Accountability one step further. While social accountability implies that the governing bodies and public institutions are held accountable to the public for their actions and decisions, the concept of Mutual Accountability implies that the public is accountable for the judicious consumption and management of public utilities in return.

The concepts of Social Accountability and Mutual Accountability are based on a few key themes and principles, an examination of which is critical for a comprehensive understanding of these concepts. These key themes and ideas will be explored below, albeit briefly, to allow for a deeper understanding of Social Accountability and Mutual Accountability.

There are a few key ideas that run concurrent with the understanding of the concept of Mutual Accountability. The first one being that the philosophy and approach of social



accountability emerges from the conceptual framework of modern-day democracy where the governing bodies are held responsible and accountable by the public for their decisions and actions. Secondly the idea of social accountability is built around the premise of a consistent and constructive dialogue between the relevant parties. A negotiation that is based on mutual trust and respect, and one which emphasizes the need for inclusiveness and collaboration. Thirdly the approach of social accountability is to embrace political problems and hindrances and collectively develop solutions to them. The approach is to work with and around those problems, rather than avoid them completely. The philosophy of social accountability therefore, views politics and society as incredibly inter-linked and inter-connected (as they should be) as opposed to viewing them as two separate entities that function remotely from each other. The fourth principle of social accountability is intrinsically linked to building communities, as it encourages and promotes open dialogue between relevant stakeholders with the aim of bringing them together on a shared common platform. Social accountability inherently promotes community building as it converges various interest groups and stakeholders. At the heart of social accountability is the idea of mutual accountability which compels civil society and citizen user groups to critically examine themselves. In the case of water resources, mutual accountability holds both the public institutions (service providers) and citizens (consumers) answerable and responsible to each other for their actions. That is, not only are the service delivery institutions accountable for the provision of clean and safe water to its consumers, the citizens are also held accountable for the payment of relevant dues, repair and maintenance of water supply lines and sewerage pipes, conscientious consumption and minimal wastage of scarce water resources, because in many cases citizens contribute substantially to the deterioration and mismanagement of water, sanitation and related sectors.

Mutual Accountability and social accountability thus lead to the empowerment of the public as differing interest groups and competing users mobilize for collective action to ensure that the people are granted greater entitlement and access to their scarce water resources.

### **Mutual Accountability Modules**

The Mutual Accountability Modules (MAMs) comprises of a set of seven modules that are designed to provide a methodology for planning, launching and establishing Area Water Partnerships (AWPs) and Women and Water Networks (WWNs) and standardize follow-up actions based on government-citizen collaboration and citizen-based activism for collective action on water conservation and management. The modules together lay out the principles, responsibilities, processes and actions for a Mutual Accountability Protocol that can be replicated elsewhere and in other contexts.

This set of modules that focus on establishing AWPs and WWNs is based on the concept of Integrated Water Resources Management (IWRM). The main purpose of the formation of AWPs and WWNs is to provide a forum for users and stakeholders of water to collectively engage in dialogue and decision-making in relation to the competing uses of water resources in a manner that is transparent, participatory and inclusive. It is important to note that the role

of AWP and WWN is not to create alternate service delivery mechanisms to overcome obvious gaps in public service delivery of water related institutions, nor do they take the responsibility of implementation. AWP and WWN actually function as catalysts and their role is limited to providing guidance for the development of an environment-friendly area with focus on safe water, its equitable distribution, conservation and management.

The objective of this set of modules is that organizations and institutions, staff and volunteers, executing and implementing partners learn how to launch AWP and WWN in any town and in any context of Pakistan. These modules will assist them and set them on a course of action for promoting the principles of IWRM and provide orientation and training for delivering consensus-based solutions to challenges.

Each module has been packaged individually to allow for easy understanding and application. These individual modules can be used to establish Mutual Accountability Protocols in specific contexts, or they can be viewed together as part of forming a continuous process. Training workshops based on these modules can thus be designed easily to help familiarize stakeholders to the concepts of IWRM, Mutual Accountability and Cost Synergy and enable them to take relevant actions at their own locations and levels to resolve water challenges.

The seven modules comprise of the following:

1. How to seek commitment and support from the Town Administrator
2. How to establish a Town WWN
  - a. How to identify women's groups in the Town
  - b. How to form and launch a Town WWN
  - c. How to formulate a Town WWN Plan of Action
3. How to establish a Town AWP
  - a. How to identify water stakeholders in the Town
  - b. How to form and launch a Town AWP
  - c. How to develop a Town AWP Agenda for Action
4. How to conduct stakeholders dialogue with Town Officials
5. How to conduct stakeholders dialogue with Union Councilors and UC Officials
6. How to conduct stakeholders dialogue with Academia
7. How to conduct stakeholders dialogue with the Media

These modules are designed to help water stakeholders to engage more formally and forcefully with local governments, municipalities and similar structures, in order to influence their plans, programmes and budgets so that they apply IWRM principles and guidelines in

their decision-making relevant to the water and sanitation sectors. Thus, the overarching objective of the Mutual Accountability Modules is that both government and non-government converge together and learn to work on a shared platform, as they define their challenges, develop their solutions and pave the roadmap for the way forward.

These modules are simply written, easy to understand and fairly comprehensive. This set of modules is designed in a manner such that it can be implemented by any institution or organization that has the capacity and the motivation to be the Lead Organization and command and catalyze the entire process of establishing AWP and WWNs and setting in motion the practical application of the principles of IWRM in that particular context.

### **Module 1- How to seek commitment from the Town Administrator**

Module 1 is based on the fundamental premise that the involvement of the Town Administrator and/or *Nazim* is integral to the establishment of a Town AWP and crucial to its success. Module 1 emphasizes the importance of the involvement of the Town Administrator as a catalyst in the process of establishing a Town AWP. This module also provides guidelines for developing a Memorandum of Understanding (MoU) to formalize the commitments made by the Town Municipal Administration.

Module 1 outlines the steps that should be undertaken at the first meeting with the Town Administrator/Nazim. The main objectives of the first meeting are also outlined in this module. The module also provides support material which can be used to develop presentations to introduce the concepts of Area Water Partnerships, Women and Water Networks, Mutual Accountability and Cost Synergy to the Town Administrators. Boxes 1 and 2 provide information pertaining to the importance and achievements of AWP, WWNs and Box 3 provides guidelines for a Memorandum of Understanding which would ultimately be signed between the Lead Organization and the Town Administration.

### **Module 2- How to establish a Town WWN**

Module 2 offers a step-by-step approach for planning, formulating, launching and functioning of Town WWNs. It is designed to bring in women from all sectors of society on a common ground in such a manner that their voices can be effectively channeled into mainstream policies, decisions and actions on water issues in an urban context.

Module 2 is divided into three sub-modules 2A, 2B and 2C that collectively outline the processes related with the establishment of the Town Women and Water Network (WWN). This module is primarily based on the philosophy that women are integral to the success of the AWP as women are the main users and managers of (domestic) water. Therefore, women's voices must be heard in relation to decisions regarding the policy, planning and distribution of water resources. The module also emphasizes that women need to formally be brought into the fold of decision-making with regards to water resources by first instituting a Town WWN and subsequently linking this Town WWN to the larger Town AWP.

**Module 2A** delineates steps on how to identify women's groups in an urban context. It outlines different sectors of society from which women stakeholders need to be identified such as residents, government and non-government officials, academia, private sector, media etc. Module 2A also provides a comprehensive list of sources from which information on women and women's groups can be obtained by any Lead Organization.

**Module 2B** is primarily concerned with the formation and launch of a town level WWN through a training workshop. It outlines standardized procedures that need to be undertaken to ensure a successful launch. A comprehensive framework for the training workshop is provided that include workshop objectives, invitations, participants, registration, methodology, handout materials and workshop proceedings. Support material from which to develop presentations for the training workshop and launch is also provided. Module 2B also provides information pertaining to the formation of Town WWN Executive Committee. The structure, functions, roles and responsibilities of the Town WWN Executive Committee are also clearly outlined in this Module.

**Module 2C** charts out the tentative proceedings of the first meeting of the Town WWN Executive Committee. The ultimate goal of this meeting is to formulate a Town WWN Plan of Action. Module 2C also provides information pertaining to the functions of the Town WWN, outlines the roles and responsibilities of the Town WWN Executive Committee and provides a draft Plan of Action for the Town WWN to undertake for the duration of 1 year.

### **Module 3- How to establish a Town AWP**

Module 3 outlines a systematic approach for the planning, launching and functioning of a Town AWP along with the adoption of the principles of IWRN, Mutual Accountability and Cost Synergy. It highlights the importance of AWP as an innovative mechanism to foster sustainable development and management of water resources, and to resolve water-related issues in a timely and cost-effective manner. Module 3 stresses greatly upon the importance of the involvement and role of the government in the AWP, however it also emphasizes the need for a multi-sectoral and inter-sectoral approach to address the inefficiencies in the urban water sector by including all stakeholders in the decision-making process. It also provides guidelines for developing mutual trust between competing water users for water conservation and management in an urban context.

**Module 3A** charts out steps on how to identify different stakeholder groups for water resources in an urban context. It outlines different sectors of society from which stakeholders need to be identified such as residents, government and non-government officials, women, academia, civil society, private sector, media etc. Module 3A also provides a comprehensive list of sources from which information different stakeholder groups can be obtained by any Lead Organization.

**Module 3B** is primarily concerned with the formation and launch of a town level AWP through a training workshop. It outlines standardized procedures that need to be undertaken to ensure a successful launch. A comprehensive framework for the training workshop is provided that include workshop objectives, invitations, participants, registration, methodology, handout materials and workshop proceedings. Support material from which to develop presentations for the training workshop and launch is also provided. Module 3B also provides information pertaining to the formation of Town AWP Steering Committee. The structure, functions, roles and responsibilities of the Town AWP Steering Committee are also clearly outlined in this Module.

**Module 3C** charts out the tentative proceedings of the first meeting of the Town AWP Steering Committee. The ultimate goal of this meeting is to formulate a Town AWP Plan of Action. Module 2C also provides information pertaining to the functions of the Town AWP, outlines the roles and responsibilities of the Town AWP Steering Committee and provides a draft Plan of Action for the Town AWP to undertake for the duration of 1 year.

#### **Module 4 - How to conduct stakeholder dialogue with Town Officials**

Module 4 provides guidelines on conducting a stakeholder dialogue with Town Officials with the aim of inducting and eliciting support from them for the Town AWP and its respective programmes and activities. This module outlines the preliminary proceedings of the training dialogue and provides a comprehensive framework for it. Support material from which to develop presentations for the dialogue is also provided as a part of this module.

#### **Module 5 - How to conduct stakeholder dialogue with Union Councilors and Union Officials**

Module 5 provides guidelines on conducting a stakeholder dialogue with Town Officials with the aim of inducting and eliciting support from them for the Town AWP and its respective programmes and activities. This module outlines the preliminary proceedings of the training dialogue and provides a comprehensive framework for it. Support material from which to develop presentations for the dialogue is also provided as a part of this module.

#### **Module 6 - How to conduct stakeholder dialogue with Academia**

Module 6 provides guidelines on conducting a stakeholder dialogue with Town Officials with the aim of inducting and eliciting support from them for the Town AWP and its respective programmes and activities. This module outlines the preliminary proceedings of the training dialogue and provides a comprehensive framework for it. Support material from which to develop presentations for the dialogue is also provided as a part of this module.

#### **Module 7 - How to conduct stakeholder dialogue with Media**

Module 7 provides guidelines on conducting a stakeholder dialogue with Town Officials with the aim of inducting and eliciting support from them for the Town AWP and its respective

programmes and activities. This module outlines the preliminary proceedings of the training dialogue and provides a comprehensive framework for it. Support material from which to develop presentations for the dialogue is also provided as a part of this module.

**Modules 4 to 7** provide guidelines on conducting training dialogues with different stakeholder groups. The main objective of these dialogues is to familiarize the stakeholders with the concepts of Public Private Partnerships (PPPs), AWP, WWNs, IWRM, Mutual Accountability and Cost Synergy. The primary expected outcome of these dialogues is to induct the stakeholders into the Town AWP and seek commitment and support from them for its programmes. Since these dialogues are envisioned as training dialogues, another aim is to create an enabling environment for the stakeholders by giving them relevant information to equip them to develop committed action plans for addressing water-related issues in their own capacities and at their own levels. These dialogues are also meant to pave the way for the refinement and acceptability for the Mutual Accountability Process.

### **Analysis of Mutual Accountability Module**

The Mutual Accountability Module is a complete **ACTION TOOLKIT** that is exhaustive in nature and clearly outlines the steps and processes that need to be undertaken to establish Area Water Partnerships (AWPs) and hence set in motion the participatory process to develop Mutual Accountability Protocols in any particular context. The Module as a whole provides guidelines on how to establish AWP and the sub-modules provide directions on how to conduct training dialogues to induct different stakeholders into the larger AWP and initiate them into the Mutual Accountability Process.

The Mutual Accountability Protocol is heavily dependent on participatory partnerships between all the different water stakeholders encompassing both government and citizen groups. Thus an analysis of the Mutual Accountability Module requires a critical examination of the roles of the different stakeholders within the water partnership. These roles of the different actors/players are analyzed below.

### **Key Stakeholders in Water Partnership**

#### **1. Lead Organization**

According to the Mutual Accountability Module, the primary role of the Lead Organization is to take the initiative of establishing the Town AWP and WWN. In order to do this, it must first strategically and selectively identify and streamline key groups of people from amongst the citizens (domestic water users), government agencies, water utilities, private sector/industries, NGOs, civil society, academia and media. Representatives from this wide group of stakeholders will then play a pivotal role in collectively and collaboratively developing solutions to the Town's shared water issues.

Amongst other roles and responsibilities the Lead Organization is to primarily initiate and oversee the implementation of the AWP. This includes seeking commitment from the Town Administration, establishing AWP and WWNs, identifying key stakeholder groups and bringing them on board the AWP, facilitating and organizing dialogues and meetings for AWP and WWNs, organizing trainings, implementing and supporting school rehabilitation programmes, assisting in carrying out surveys, and overall monitoring of implementation of Town AWP programmes and activities.

Based on the assumption that the success of an AWP will be largely dependent on different social and political drivers from across stakeholders that will catalyze and facilitate the momentum of the initiative, one of the perceived roles of the Lead Organization is also to identify these “drivers of influence” and channelize them to become the ‘champions’ of the relevant AWP in order to spearhead the efforts of the AWP.

The primary functions and responsibilities of the Lead Organization are listed below:

- Introducing concepts of AWP, WWN, Mutual Accountability, Cost Synergy etc
- Initiating and establishing Area Water Partnership
- Initiating and establishing Women and Water Network
- Seeking commitment and inducting: government, women, union councilors/officers, academia, media, private sector and other relevant stakeholders
- Implementing and monitoring activities: school rehabilitation, conducting surveys, better management and activation programmes etc
- Overseeing Mutual Accountability process
- Identifying “drivers of influence”
- Organizing and conducting training dialogues

## **2. WWN Executive Committee**

The establishment of a Women and Water Network in any given context is based on the guiding principle that women play a crucial role in the conservation and management of water resources as primary managers and users of water at the household level, however their voices are not accounted for at the policy or planning level and therefore their voices should be formally recognized. Another basic premise of the Women and Water Network is that women can be effectively mobilized to take charge of their water resources as they are impacted and the most and worst in times of scarcity.

The Town WWN is primarily in charge of identifying water issues within the different union councils and supporting the local school rehabilitation programmes which would be undertaken by the Lead Organization. The WWN is also supposed to raise awareness regarding water issues facing the town and engaging with the Town Administration to resolve those identified issues. Another role of the Town WWN is to train and mobilize other women of the town and promote kitchen gardening as an innovative method of saving water. WWN

members are also supposed to assist in the distribution of water conservation guidelines in their areas.

Refer to Module 2B-Box 5 for a complete list of the structure and responsibilities of the WWN Executive Committee.

### **3. AWP Steering Committee**

The premise on which the AWP is established is that a transparent, universal and neutral platform will provide the basis to build mutual trust and collective stakeholder ownership of water resources, in terms of improved water supply by the service delivery organizations and water conservation and better management practices by the water users. The AWP will provide an avenue for different stakeholder groups to engage in negotiations and cohesively develop committed action plans as part of their duties, responsibilities and obligations.

The AWP Steering Committee comprises of 20 to 25 members that are representatives from all the different stakeholder groups of water resources. The AWP Steering Committee plays a crucial role in overseeing the success of the Town Water Partnership. Its primary role is to institutionalize the AWP and mobilize different stakeholder groups to take actions at their levels. The AWP Steering Committee is in charge of raising awareness, conducting campaigns, developing and distributing water conservation guidelines, supporting and implementing rehabilitation programmes, conducting surveys etc. One of the main roles of the AWP Steering Committee is to also prepare progress reports and share it with all the members of the AWP.

A full list of the functions and responsibilities of the Town AWP is provided in Module 3B-Box 5.

### **4. Government and Town Officers**

It is important to induct government, town officers and water utility officials into the AWP because while they comprise the main decision-making bodies, with regards to water resources management within the town context, they are also the most mistrusted. The Mutual Accountability Protocol and the AWP forum will thus be used as a tool to develop mutual trust between the service provider and the citizen users.

The primary role of the Government and the Town Officers is to generate political will at all levels of the governance structure for treating water as a finite and renewable resource. The government is also supposed to actively raise awareness and promote water conservation. Another perceived role is for the government to develop effective mechanisms to control losses through leakage and pilferage from water distribution system. The primary role of the government is to take proactive measures to improve service delivery and raise awareness amongst domestic consumers for conservation and better management of water resources.



A full list of the roles and responsibilities of the Government and Town Officials are provided in Module 3B-Box 4 and Module 4 respectively.

## **5. Academia**

The involvement of the Academia is important in the partnership process because their engagement will play an integral role in developing the relevant technical skill set and knowledge of the different stakeholders. Academia will also play an important role in capacity building within the residents of the Town to enable them to better cope with the Town's water issues. Academia can also be involved in research activities, conducting trainings and dissemination information to the public.

Suggested roles and responsibilities for the Academia are outlined in Module 6.

## **6. Media**

The media will be the fundamental medium through which awareness raising efforts will be made and is perceived as the primary channel for outreach to resident water users. The media can be used to spread awareness regarding the imminent water situation as well as to promote better practices and management techniques amongst the public. The primary role of the media is therefore to spread awareness through public broadcasting of Public Service Announcements (PSAs) using all types of media (television, radio, print and electronic). Another crucial role the media can play is to raise concerns and highlight relevant water issues facing their localities so that the government and citizen groups feel the sense of urgency and feel compelled to take actions to resolve them.

### **Framework of Stakeholder Partnerships: Cost Synergy**

While promoting the establishment of public-private platforms to bring about effective, transparent, accountable, equitable and citizen-friendly governance in the water sector, Hisaar Foundation developed a new concept of Cost Synergy. This concept is also what drives the AWP. The central premise of this concept is that each (institutional) partner spends its own money to carry out commitments (made within the ambit of the water partnership it belongs to) such that the value of the output is much more than a simple  $1+1=2$ . It implies that:

- No one pays anyone else to do their job
- Each partner spends money as per their own rules (and in their own capacities)
- Each partner understands and acts on their own responsibility

The guiding principle of this concept is that each partner should do what it does in a better way and that any institution or group that believes or expresses that such and such needs to be done, should be the first one to demonstrate it and spend their own money in doing that endeavor.

Cost synergy can only be achieved if all the stakeholders take ownership of water and commit their resources towards sharing the cost of its development. Therefore the onus of carrying the AWP forward lies not with one but with all the key players within the ambit of the water partnership.

## **Part 2**

### **Analysis of Project Activities and Implementation**

#### **Project Context**

The concept of the project “Building Mutual Accountability in the Urban Water Sector” originated from the past successful experiences of the Karachi Water Partnership (KWP) and the model Town level partnership in Gulshan-e-Iqbal Town (GIT AWP), which emerged as unique examples of participatory public-private partnerships to address and resolve water-related issues.

Through the development of these multi-stakeholder partnerships, it was learnt that urban water challenges cannot be fully resolved without the proactive support and collaboration of the government, citizen, and all relevant stakeholders. It was also discovered that sustainable solutions to these problems could only be found if they were built around participation by both government and citizen groups, in a manner where both would take responsibilities for their actions.

The success of the GIT AWP model not only served as a forum where all users and stakeholders of water collectively engaged in dialogue and decision-making with regards to the competing uses of water resources in a manner that was transparent, participatory and inclusive of all but also emerged as an innovative tool to foster the cohesive development of committed action plans on the part of all stakeholders, to improve water supply issues in their own capacities and timely and cost effective ways. With the adoption of cost synergy and mutual accountability protocol, this meant leveraging each partner’s resources and blending their expertise to achieve the best possible results.

The model town level partnership also set the pattern of building citizen ownership of water resources in order to ensure safe and sufficient water for all purposes for the different users groups of water residing in the city of Karachi. It also brought about the acceptance and recognition of the role and responsibility on the part of each stakeholder group and thereby brought about a behavioural change among the citizens in relation to water resources conservation and management. These significant changes brought about as a result of the partnerships proved that this concept could be taken forward and replicated in other contexts as a means of bridging the gap between various stakeholders including citizens, government, industries, civil society organizations, media, academia, private sector, women, etc. in an effort to resolve water-related issues.

#### **Project Time Frame**

According to the contract, the initial timeframe of the project “Building Mutual Accountability in Urban Water Sector” was 12 months, with intimation from ANSA that they would grant a 3 month extension to all grantees, due to legal and financial constraints on their end. Therefore the actual timeframe to carry out the interventions proposed by Hisaar

Foundation was 15 months, from January 2011 to March 2012. However, due to extenuating circumstances and a volatile security situation, Hisaar Foundation was unable to complete its activities and therefore further requested a 6 month extension (at no extra cost to ANSA) to finish its activities and conclude implementation of the project by October 2012.

### **Project Goal and Objectives**

The overarching goal of the project was to:

Bring together government user groups, service delivery agencies and other stakeholders where they can voice their concerns and find possible solutions openly and equally and move forward together, rather than against each other and thereby pave the way for the refinement and acceptability of the concept of mutual accountability

The project emphasized the concept of mutual accountability as a mechanism by which different stakeholders of water resources, from both government and citizen groups, could be brought together on a common universal platform for collective action to ensure better management and conservation of water resources.

The specific objectives of the project were as follows:

- Establishment of an Area Water Partnership (AWP) in a selected Town of Karachi with at least 5 institutions as partners and 15 individual partners (within the first 3 months of the project)
- Demonstration on the part of different stakeholder groups that they can be held accountable for their obligations and responsibilities through mutual accountability
- Capacity Building of stakeholders by equipping them with the right tools of problem diagnosis, analysis skills, and action methods to deliver cost synergy and mutual accountability
- Development of a mutual accountability protocol to show a way forward for other Towns in Karachi city (by the end of 18 months)

### **Project Activities**

The activities outlined below set into motion the participatory processes to create trust and realization among stakeholder groups of their role and responsibility towards water resources, thereby making them “mutually accountable” to one another.

- Establishment of Town Area Water Partnership

- Initiation of Women and Water Network
- Participation of industries
- Participation of civil society
- Participation of media
- Orientation and training of school staff and families
- Pre-intervention and post-intervention surveys covering water conservation and better management practices
- Water conservation guidelines
- Dialogues with stakeholders
- School water conservation and better management activation programme
- Water advocacy and better management activation programme for women
- Development of a Mutual Accountability Protocol

### Project Area of Work

Saddar Town was strategically identified and selected as the pilot Town in which to implement this project. Saddar Town is one of the 18 administrative towns of Karachi city. Saddar Town encompasses a wide segment of society as it includes the old areas of Kharadar, Commercial area of Saddar and the newly developed areas of Clifton and Kehkashan. The older areas of Garden, Old Haji Camp, Nanakwara, Gazdarabad and Kharadar, are thickly populated and many people live in apartments, which implies smaller areas containing larger population. Saddar encompasses both ends of the social spectrum, the poor and less affluent, as well as the wealthy and rich and it is also home to a burgeoning middle class population.

This densely populated town lies in the central part of old Karachi and is bordered by Jamshed Town to the east, Kemari Town and the Arabian Sea to the south, and Lyari Town to the west. Saddar Town has 11 Union Councils (UCs) as listed below:

UC No.	UC Name
1	City Railway Colony

2	Civil Lines
3	Clifton
4	Kehkashan
5	Garden
6	Gazdarabad
7	Islampura/Millat Nagar
8	Kharadar
9	Nanakwara
10	Old Haji Camp
11	Saddar

According to the 1998 census, the total population of Saddar Town at the time was 616,151. Given the current population growth trend of 2%, it is estimated (according to the proposal) that the Town's population in 2010 was approximately 764,027.

### **Project Implementation**

The first three months were spent in holding consultative meetings with relevant stakeholder groups, especially the Town Administration, NGOs, civil society organizations and women to orient them to the aims and objectives of the Mutual Accountability project. In this context, the Saddar Area Water Partnership and Women and Water Network were launched with active participation from government, industries, civil society organizations, academia, media, women and citizens. The establishment of these two neutral and transparent platforms thus set into motion the process of mutual accountability in Saddar Town. The actual project interventions were carried out in the following months, which included orientation and training of teachers and students in 20 government schools across the Town, orientation and training of Saddar Town women on the importance of adopting water conservation and better management practices, conducting surveys (both before and after interventions), conducting stakeholder dialogues and developing a Mutual Accountability Protocol.

Implementation of project activities was delayed due to upheaval in local government system, transfer of government officers, unstable law and order situation and harsh climatic conditions. A lot of time was lost in organizing meetings with newly commissioned officers, re-arranging project plans to the convenience of volunteers and redesigning project activities in light of changed ground realities through the duration of the project.

#### **1. Establishment and Initiation of Women and Water Network**

A total of 5 meetings of the Saddar Town WWN were held during the course of this project. This includes the launch of the Town WWN and four quarterly meetings of the WWN Executive Committee.

**Launch of Saddar Town WWN**

A training workshop was held on the 15<sup>th</sup> of March 2011 to formally launch the Saddar Town WWN. The aim of this workshop was to introduce the concept of mutual accountability to the Town women, bring them together to understand and accept their responsibilities towards the available water resources and thereby play an important role in promoting, advocating and creating awareness among the women and children in their areas about the urgent need for water conservation and better management practices.

This workshop was attended by 55 women, including ex-Union Councilors of Saddar Town, resident women, teachers and heads of schools, representatives of banks, NGOs and civil society organizations. Participants also included Executive Committee members of other Town WWNs and Karachi WWN, and Hisaar Foundation staff and volunteers. As a result of this workshop, the Saddar Town WWN was formally established and a 5 member Executive Committee duly constituted.

**Executive Committee Meetings of Saddar Town WWN**

The first Executive Meeting was held on the 15<sup>th</sup> of April 2011 at the Hisaar Foundation office. The aim of this meeting was to develop and define the functions of the Executive Committee (EC) and outline the responsibilities of each member. It was decided at this meeting that the overall responsibility of the EC is to take the lead on the women and school related project activities, educate and motivate the women and children of Saddar Town and lobby with the government authorities to address the issue of water management.

The EC members also committed to volunteer their services in project activities and play a proactive role in the school and women activation programmes. This meant that they had to promote, advocate and spread awareness amongst Town schools administration/teachers/students and women on the importance of conservation and a behavioural change towards water management. The EC members also committed to holding small group meetings with resident women to highlight the need for ownership of water resources. The methodology agreed to spread awareness at household and school level was to give presentations and distribute water conservation guidelines. The WWN members also agreed to facilitate and assist in conducting pre and post-surveys at the household and school levels.

The second Executive Committee meeting took place on 15<sup>th</sup> August 2011, however only three members (President, Programme Secretary and Coordinator) were able to attend. The progress updates on the project activities were shared and discussed at this meeting. Despite not having full attendance, the WWN EC members divided tasks amongst themselves to facilitate the women activation programme at the UC level. The members present also committed their support for continuing awareness raising activities on water conservation and management at the UC level in Saddar Town.

The third Executive Committee meeting took place during the fourth quarter of the project to review project activities and share progress updates. The members divided the

responsibilities of the remaining UCs in which the women activation programme had yet to be initiated amongst themselves and agreed to meet again in three months.

The fourth Executive Committee meeting took place on the 30<sup>th</sup> of March 2012. This meeting was attended by the General Secretary, Programme Secretary, and Coordinator. The President was unable to attend due to prior commitments however she sent a representative to the meeting. The Treasurer was unable to attend due to the law and order situation at the time. The Programme Secretary resigned from her post at this meeting and this role was offered to the representative of the President who readily accepted. The EC members gave progress updates and reviewed project activities at this meeting. They also identified water issues in their areas and planned to develop solutions to these problems.

At this meeting, the EC members discussed that they were facing great setbacks in terms of conducting household post-surveys due to the transfer of the Town Administrator and the Education District Officers, deteriorating law and order situation and the monsoons. It was agreed that both Hisaar Foundation staff and WWN Executive Committee members would meet with the new Town Administration officers to orient them to the work of the WWN and once again seek their support in its activities.

## **2. Establishment and Initiation of Area Water Partnership**

A total of 2 meetings were held during the course of the project. This includes the meeting to formally launch the Area Water Partnership of Saddar Town and the first meeting of the Steering Committee of the Saddar Town AWP.

### **Establishment of Saddar Town AWP**

A training workshop was conducted on the 31<sup>st</sup> of March 2011 to launch and establish the Saddar Town AWP. The aim was to introduce the concept of mutual accountability and orient the relevant water sector stakeholders of Saddar Town to the principles of IWRM and make them aware of their roles and responsibilities towards the conservation and better management of water resources. This workshop brought together 30 participants including representatives of the Town Municipal Administration (Saddar Town), Karachi Water and Sewerage Board, Health and Sanitation department, IT department, Federation of Pakistan Chamber of Commerce and Industry, NGOs, media, Saddar Town WWN and Hisaar Foundation staff and volunteers.

At the end of the workshop, a 20 member Steering Committee of Saddar Town AWP comprising of Saddar Town Municipal Administration officers, representatives of traders, Karachi Water and Sewerage Board, education department, local NGOs, media, residents, WWN members and representatives of Hisaar Foundation was duly constituted.

The Director Administration of Saddar TMA was highly impressed by the work of Hisaar Foundation and he pledged complete support to the project on behalf of the TMA. He offered to organize and host a dialogue for Local Government representatives in May 2011.



He also pledged that the TMA would facilitate Hisaar Foundation in taking forward this initiative. He said the Town Administration would approach the electronic media (radio) and cable operators to run Public Service Announcements (PSAs) and documentaries, prepared by the Foundation on water conservation and better management practices, on their channels. The Town administration would also distribute the water conservation guidelines developed by Hisaar Foundation for homes, schools, offices and mosques, across Saddar Town. The TMA conference hall, logistic and personnel support would also be made available for all project related dialogues and meetings.

### **Meetings of Saddar Town AWP Steering Committee**

The first and only meeting of the Saddar Town AWP Steering Committee was held at the Saddar TMA office on 23<sup>rd</sup> April 2011 where a Memorandum of Understanding (MoU) was signed between Hisaar Foundation and the Saddar TMA. Administrator Saddar Town TMA and Chairman/President of AWP Steering Committee reiterated his complete support and cooperation towards the Saddar Town AWP and WWN projects and activities.

At this meeting, the Steering Committee (SC) was once again oriented to the concepts of AWP, WWNs, mutual accountability and public-private partnerships. Hisaar Foundation briefed the SC members on its past activities and achievements with other Town AWPs, but emphasized that the Saddar Town AWP is different in that it works on the mechanism of mutual accountability protocol, a novel concept where public institutions and citizens are both mutually accountable to each other and both have a responsibility to play their part in the better management and conservation of water resources. The SC members were briefed on their individual roles and responsibilities at this meeting. The Committee also chalked out future action plans and agreed to meet again after a month.

At this meeting, the Saddar TMA promised to run PSAs and Hisaar Foundation documentary on cable and local tv. The TMA also committed to printing and distributing water conservation guidelines in Saddar Town. The Foundation requested TMA to also print identity cards for the WWN members with joint logos of Saddar Town and Hisaar Foundation, which was readily accepted. The TMA also offered the use of the TMA office for future AWP activities and meetings.

The Saddar TMA also committed to support the school activation programme and pledged to bear the costs of the school rehabilitation work. Representatives from Karachi Chamber of Commerce & Industry (KCCI) and Karachi Water and Sewerage Board (KW&SB) also pledged their support and cooperation with Hisaar Foundation. Saddar TMA and Hisaar Foundation agreed to make a joint visit to KW&SB to discuss sewerage issues. Saddar TMA also agreed to arrange a meeting between the Foundation and the Health department. KCCI committed to support in the designing and development of water conservation guidelines for industries, shops and traders.

Due to the abrogation of the local government, monsoons, and target killing of two AWP Steering Committee members, there were no further meetings of the Saddar Town AWP Steering Committee for the duration of this project.

### **3. Pre and Post-Intervention Surveys on Water Conservation and Better Management Practices at Household Level**

#### **Pre-Intervention Survey**

The pre-intervention survey was conducted phase-wise owing to the precarious security situation in the city. 3 Union Councils (UC 9- Civil Lines, UC 10-Clifton and UC 11-Kehkashan) were identified for conducting the survey in the first phase. Accordingly, the survey was completed in UC 9 and UC 10 in the first quarter, however the survey in UC 11 was delayed till April due to ethnic rivalry and security issues in the survey area. The survey in the remaining 8 UCs were also planned to be conducted in April.

The second quarter of the project was spent primarily in designing, pretesting, finalizing tools, training of data collectors and data collection for the pre-intervention survey at household level. The pre-intervention survey was carried out in two parts: 1) Household survey and 2) Knowledge, Attitudes and Practices survey. The questionnaires were first developed in English and then translated into Urdu. The draft Urdu tools were pre-tested in the project area sites and subsequently restructured and amended for more efficient administration of the survey.

The household survey of Saddar Town was carried out to determine the current water conservation and management practices. The pre-survey was conducted in all UCs of Saddar Town, covering 100 households per UC. This meant a total sample size of 1100 households. The households were selected randomly from areas surrounding government schools where pre-intervention surveys would also be conducted and school rehabilitation programmes initiated. The selection of households was based on the presence of at least one woman engaged in household work. In each household, 1 woman who was either elderly or head of the household, was interviewed to determine the current water management and conservation practices. Two research tools were used at the household level to conduct a water situation analysis. Tool A: Family Form and Tool B: Pre-Intervention Survey.

The survey team consisted of 11 local supervisors and 22 data collectors for the 11 UCs. The data collectors were identified by the members of Saddar Town WWN while the Project Officers were hired by Hisaar Foundation. The WWN members also participated in data collection. The supervisors and data collectors were extensively trained by the Project Officers in their respective UCs to carry out the survey. The in-house training took place over 2 days and an additional day was assigned to take the field teams into the field for tool administration.

The Knowledge, Attitudes and Practices survey was conducted with the 20 members of the Saddar Town AWP Steering Committee to measure their own knowledge, perceptions and attitudes towards water resources.

The pre-intervention survey at household level faced slight delay; however it was completed in all 11 UCs of Saddar Town by the end of the second quarter. The delay was due to societal constraints and a volatile security situation. In some areas, there were conservative households who believed that women should not be interviewed and asked for an opinion, therefore the data collectors had to first talk to the male heads and convince them before collecting the data. There was violence and unstable law and order in some UCs, therefore data collection was postponed. Since the work had to be executed by volunteers, field activities and data collection had to be adjusted to their convenience.

In the third quarter, data analysis from the pre-intervention survey of households was postponed. The water supply and sanitation situation in the target had deteriorated significantly since the rollback of the elected local government system.

As a result, the project team felt it was necessary to carry out Focus Group Discussions (FGDs) in the respective areas to validate and supplement the findings of the survey as the survey responses no longer represented the realities on the ground. A total of six FGDs were conducted, comprising of a sample of 10 to 12 women from the selected UC. Participants for each FGD were recruited from different age groups, socio-economic and ethnic backgrounds. These FGDs were completed in the fourth quarter and the results from the FGDs were used to corroborate and validate the pre-survey findings. A mix of credible quantitative and qualitative data emerged as an outcome of the triangulation of data.

### **Post-Intervention Survey**

The post-intervention surveys were not conducted at the household level. The data for the post-intervention surveys was supposed to be gathered after the Women Activation Programme was initiated in the UCs with the Town women. However, due to the truncated local government system and the deteriorating infrastructure, the women activation programme could not be conducted at the level it was designed. Due to the disbandment of the local government system, the water conservation guidelines which were to be printed and distributed at the cost of the TMA were not distributed widely which hampered the scope of the women activation programme. The water conservation guidelines were the core tool to be used to raise awareness on the importance of water conservation and emphasize the need for adopting better management practices at household level. Since the outreach of the women activation programme and awareness raising interventions at the household level was limited, the real impact of interventions was compromised. Thus the project team decided not to conduct the post-intervention survey at the household level since the basis on which to perform the survey no longer remained valid.

#### **4. Pre and Post-Intervention Surveys on Water Conservation and Better Management Practices at Schools**

##### **Pre-Intervention Survey**

The pre-intervention survey at the school level was significantly delayed. The pre-intervention surveys were to be conducted in selected 20 government schools across Saddar Town in the first quarter. However, these were not completed until the fourth quarter. The delay was owing to the lack of knowledge of the project team with regards to government school examination schedules and other commitments. The secondary schools were unavailable to participate in the survey due to examinations in March, April and May. While examinations commenced in primary schools in April, these school premises were being used as examination centers for secondary level in the month of May. All schools were closed for summer vacations in June and July and remained closed in August on account of the holy month of Ramadan.

The pre-survey was finally conducted amongst the school children in all 20 identified schools across the 11 UCs in the fourth quarter. The survey was designed to determine the importance of saving water, critically examine and hence change water usage habits amongst public school administration, teachers and students. Both surveys covered the same sample size for accurate comparison of the impact of interventions. 20 students and 5 teachers including head/in-charge from each school were interviewed. The 20 public schools were selected from different educational levels i.e. primary, secondary, lower secondary and higher secondary. 10 girls schools and 10 boys schools were randomly selected across the 11 UCs of Saddar Town to give a gender desegregated data.

A total of 400 students and 92 teachers/heads were interviewed. The questionnaires involved a combination of quantitative and qualitative questions designed to conduct a comprehensive analysis, with one survey created especially for the students and the other for the teachers and heads of schools. Both the questionnaires covered three areas: drinking water, sanitation/waste management and water conservation and management practices. The survey findings were a culmination of student responses, heads/teachers responses and field team observations.

The project team worked diligently and efficiently and managed to collect, compile and tabulate the data also in this quarter.

##### **Post-Intervention Survey**

As a result of the delay of the pre-intervention survey, the post-intervention survey also could not be conducted according to the initial workplan. The post-intervention survey in all 20 public schools was conducted in the sixth quarter of the project after ANSA granted a further six-month extension.

The findings from the post-intervention survey at schools present an encouraging picture of the impact of school activation programme interventions on the school heads/teachers and

students. Their responses indicate an increase in their knowledge regarding the importance and adoption of water conservation and better management practices. The post-survey responses also reveal that Hisaar Foundation's awareness raising interventions played an effective role in sensitizing both students and teachers/heads on the need for adopting better management practices with regards to water resources.

## 5. Women Water Advocacy and Better Management Activation Programme

The women activation programme was initiated in two UCs (9 and 10) in the second quarter. The women activation programme was implemented in UCs 1, 2, 3, 6, 7 and 11 in the third quarter, whereas UCs 4, 5 and 8 were covered in the third quarter. Small group meetings were held where the Saddar Town women were made aware of the importance of water conservation and management at the household level. The women participants were issued Hisaar Foundation's water conservation guidelines for households to help them adopt water management methods and water saving techniques in their households. The aim of the meetings was to educate and motivate the women, who are the main managers of water, on the importance of adopting better water conservation and management practices at the household level and inculcate in them the need for not only taking ownership of water resources and their own responsibility as citizens, but also come forward and play a pivotal role in advocacy and awareness raising on water issues among other women in their localities.

These meetings were organized and facilitated by the members of Saddar Town WWN. Over 400 women of Saddar Town participated in the activation programme. The disbandment of the local government system hampered the scale of the outreach of the women activation programme since the water conservation guidelines (the core tool for women activation) which were to be printed and distributed at the cost of the TMA were not vastly distributed.

## 6. School Water Advocacy and Better Management Activation Programme

The school activation programme was successfully conducted in all 20 public schools, albeit with significant delay. The secondary schools were unavailable due to examinations in March, April and May. While examinations commenced in primary schools in April, these school premises were being used as examination centers for secondary level exams in the month of May. All schools were closed for summer vacations in June and July and remained closed in August on account of the holy month of Ramadan. Thus the activation programme could only be initiated until after August.

The school activation programme was conducted in the identified 20 government schools as given below:

S No.	Name of School
1	Government Girls Secondary School, C.M.A.
2	Government Girls Secondary School, Burhanja

3	Government Girls Secondary School, S.M.B. Fatima
4	Government Girls Secondary School, City
5	Government Girls Secondary School, NJV
6	Government Girls Secondary School, Mission Road
7	Government Girls Secondary School, Taleem Gah Niswan
8	Government Girls Secondary School, Ghulam Ali Allana
9	Government Girls Secondary School, Muslim Association
10	Government Girls Secondary School, HMH Gazdar
11	Government Girls Secondary School, P & T Colony
12	Government Girls Secondary School, Qamrul Islam
13	Government Girls Secondary School, Hanifa Bai
14	Government Girls Secondary School, J.M.B.
15	Government Girls Secondary School, Fazlur Rehman
16	Government Girls Secondary School, T.K. Jiswani
17	Government Girls Secondary School, President House
18	Government Girls Secondary School, Junior Model # 1
19	Government Girls Secondary School, Junior Model # 2
20	Government Girls Secondary School, Gizri

The main objective of the activation programme was to educate the children on the importance of the need for water conservation and adoption of better management practices through Hisaar Foundation's water conservation guidelines and other relevant activities. The purpose of this activation programme was to raise awareness amongst the children on the importance water conservation and better management, as well as to inculcate in them the values so that they would emerge as the agents of change in their own households. A total of 1200 students and 200 teachers were trained as a result of this awareness-raising intervention.

## 7. Stakeholder Dialogues and Participation

Participation and involvement of different relevant stakeholder groups was crucial to the development of the Town Water Partnership and to establish the mutual accountability process within Saddar Town. Dialogues were conducted with various key stakeholder groups in order to build awareness about the importance of water conservation and management and change their behaviour towards the consumption of scarce water resources. Dialogues were held with the following stakeholder groups:

- Government representatives
- Industry and trade representatives
- Media
- School heads and teachers
- Women's groups and NGOs

The purpose of these dialogues was to orient relevant stakeholder groups to the issues of water conservation and management. These dialogues were meant to build awareness and capacity of the different stakeholder groups and involve them in the partnership process. As the partnerships were formed and developed, it was integral that different partners were brought on board so that they could be engaged in taking the partnership forward and proactively involved in taking relevant actions to alleviate the water issues at their own locations and levels.

### **Dialogue with Women and NGOs**

The first of the dialogues was the Women and NGOs dialogue which was conducted in the second quarter in May 2011 at the local Town Administration office. The purpose of this dialogue was to initiate a discussion with the women and civil society organizations of Saddar Town and motivate them to understand the relevant issues and inspire them to take actions and develop solutions to improve their current water situation. A total of 27 participants attended this dialogue.

Women as the primary managers and domestic users of water comprise the largest group of stakeholders. Therefore it was essential that they were mobilized in the partnership process and included in decision-making with regards to management of water resources.

NGOs and civil society organizations were encouraged to play a responsible role as the “conscience of the Town.” NGOs were also made to recognize the importance as agents in terms of coercing government and public utilities officers to improve their service and quality standards of water and sanitation services.

### **Dialogue with Government Representatives**

The second dialogue in the series of stakeholder dialogues was conducted with 22 representatives from the government on 17<sup>th</sup> June 2011 at the Saddar Town Administration Office. The purpose of this dialogue was to initiate a discussion with the government representatives on urban water issues and challenges, problems and solutions from a government perspective. Success experiences from the Gulshan-e-Iqbal Town Area Water Partnership were shared with the participants and these government representatives were motivated to take action and develop solutions to the urban water issues challenges their own Town.

### **Dialogue with Media**

A dialogue with media representatives was conducted on the 6<sup>th</sup> of March 2012. The objective of the media dialogue was to involve media representatives in the partnership process and encourage them to play their part in changing the mindset and behavior of the citizens with regards to water conservation and management. The aim of the dialogue was also to make the media recognize their role in creating public awareness on water issues and conservation. Few media representatives attended this dialogue, however the 6 participants who were present committed to play an instrumental role in creating public awareness on

water-related issues by highlighting these issues on their respective radio and news channels and newspapers.

### **Dialogue with Traders**

The Traders dialogue was held on the 9<sup>th</sup> of March 2012 at the Harmain Hotel in Saddar Town. Approximately 20 participants attended this dialogue. The purpose of the dialogue was to create awareness amongst traders on issues of water conservation and better management. Traders were asked to identify their water problems and develop solutions to those issues. The dialogue also helped in changing the perceptions of traders in terms of making them recognize their responsibility towards conservation of water resources. At the end of the dialogue, the traders agreed to develop water conservation guidelines for their shops/premises and share them with Hisaar Foundation.

### **Dialogue with School Heads/Teachers**

The dialogue with school heads and teachers was conducted in conjunction with the school activation programme at the various government schools. 200 teachers from 20 selected public schools were made aware of the importance of water conservation and better management practices. Teachers and heads were also made to recognize their responsibilities in terms of maintaining the water and sanitation facilities at their schools.

### **Participation of Industries**

Even though a separate dialogue could not be held targeting the industry representatives of Saddar Town, the partnership process was initiated with a few industry representatives and they were also inducted in the Town AWP. Industries cause much pollution and generate effluents which contribute to sewerage run-off into the sea. The treatment of effluents generated by industries is a key conservation concern. Therefore, it is important to include industries (as effluent generators) in the partnership and make them aware of the actions that they can take in terms of minimizing the generation of effluents.

## **8. Development of Mutual Accountability Protocol**

The development of a Mutual Accountability Protocol was the crowning glory of the project which would be based on the 18 months experience of the project team. It emerged as a document comprising of seven modules that laid out the principles, responsibilities, process and actions to establish an environment of mutual accountability amongst the stakeholders. The separate modules provide methodologies for planning, launching, and establishing AWP and WWNs and standardized follow-up actions based on government-citizen collaboration and citizen-based activism. The Mutual Accountability Protocol is designed to show a way forward for other towns and can be easily replicated in other contexts as well. Refer to section 1 of this evaluation for a detailed review of the Mutual Accountability Model and Modules.



## **9. Water Conservation Guidelines**

One of the project activities was to print and distribute water conservation guidelines for schools, homes, offices and mosques amongst the Saddar Town inhabitants. These were supposed to be printed and distributed at the cost of the local Town Municipal Administration. At the inception of the project, the Saddar TMA committed and pledged to print and distribute the guidelines at their own cost; however, the distribution faced a huge setback when the local town administration was dissolved. Hence, the water conservation guidelines reached only a handful of people and the full scale of its impact could not be realized.

As a part of their social responsibility, industrial and trade representatives were requested to develop guidelines for their industries, shops and trading premises in Saddar Town, to which they accepted and committed to develop the relevant guidelines.

## **10. Capacity Building of Stakeholders**

Through the various dialogues, training workshops and project interventions, relevant stakeholder groups were equipped with the appropriate tools that enabled them to conduct problem diagnostics, develop analytical skills and design actions using the frameworks of cost synergy and mutual accountability.

## **Project Activity Achievements & Milestones**

- **Establishment of Saddar Town AWP and WWN**

For the first time in the history of Saddar Town, the establishment of the Saddar Town Area Water Partnership and Women and Water Network brought together different stakeholder groups on a transparent, neutral and shared platform. The AWP and WWN successfully created an enabling environment for the government (as legislator and/or water service provider and sewerage manager), the industries (as users and abusers of water and generators of effluence), the citizens (as users of water and generators of sewerage), civil society and NGOs (as custodians of ethics of water use and water costs), women's groups (as the crucial voice of women's issues in water), media (as awareness raisers and promoters of conscious consumption and management) and academia (as research and scientific experts) to converge on a united platform to develop mutual trust and engage in collective action for the alleviation and improvement of the town's water issues and challenges.

The establishment of the WWN brought into the fold women from across the Town union councils and created an avenue where women's voices could be formally recognized as the primary domestic users and managers of water. Through the Saddar Town WWN, women who are affected first and perhaps also the worst, can now collectively mobilize and participate effectively in taking actions to improve their water situation. Women can be used as a powerful force in promoting, advocating and raising awareness on the importance of conservation and better water management. Women as caretakers of the household can also play an integral role in changing the mindset and behaviour of their family members and emerge as agents of change in their households and at schools.

The establishment of these two neutral platforms also creates an environment where these relevant stakeholder groups are made to realize the sensitivity and importance of judicious water consumption, conservation and management. The establishment of the mutual accountability protocol and cost synergy approach compels the stakeholders to recognize their responsibilities and take ownership of their scarce water resources so that they employ more efficient, equitable and ecologically sustainable practices with regards to water usage and management.

- **Pre and Post Intervention Surveys at Household Level**

The pre-intervention survey on water conservation and better management at the household level was conducted in two parts: Household Survey with Saddar Town residents and Knowledge, Attitude, Perception (KAP) survey with AWP Steering Committee members. As a result of unexpected circumstances, the household survey was further validated through focus group discussions during the course of the project.

The household survey was successfully conducted with a sample size of 1100 households, across the 11 union councils of Saddar Town. The sample size was gender desegregated (49.9%

females to 50.1% males) and the average size of the household was 5.5 members. This included a dependency ratio of 301 which implied that there were 3 dependents for each breadwinner. The sample size was well distributed demographically and provided a realistic picture of the average household which could effectively be used to make empirical judgments about the water conservation and management practices at the household level in Saddar Town.

The household pre-survey data revealed that while the majority of the residents were aware of water shortage issues, water was still being wasted at the household level. The results of the survey attributed the reckless use of water to a lack of information and general awareness on the importance of water conservation. In most instances, the residents were not aware of water-saving techniques that they could employ in their households.

The triangulation technique, which implies using more than two research methods, resulted in the cross-checking of various forms of data that produced very credible results. The pre-intervention survey employed three primary research tools; household survey with quantitative data outcomes, KAP survey which resulted in measurement of knowledge, attitude and perceptions, and focus group discussion that produced qualitative data. By combining multiple research methods, the data produced was validated several times and thus emerged without bias.

The post-intervention surveys were not conducted at the household level. The disbandment of the local government system hampered the scale of the outreach of the women activation programme since the water conservation guidelines (the core tool for women activation) which were to be printed and distributed at the cost of the TMA were not vastly distributed. Since the outreach of the women activation programme and awareness raising interventions at the household level was limited, the real impact of interventions was compromised. Thus the project team decided not to conduct the post-intervention survey at the household level since the basis on which to perform the survey no longer remained valid.

- **Pre and Post Intervention Surveys at School Level**

The pre and post-intervention surveys at school schools were conducted in 20 selected government schools across the 11 UCs of Saddar Town. The surveys were designed to determine the importance of saving water, critically examine and hence change water usage habits amongst public school administration, teachers and students. 20 students and 5 teachers including head/in-charge from each school were interviewed. The 20 public schools were selected from different educational levels i.e. primary, secondary, lower secondary and higher secondary. 10 girls schools and 10 boys schools were randomly selected across the 11 UCs of Saddar Town to give a gender desegregated data. A total of 400 students and 92 teachers/heads were interviewed.

The findings from the post-intervention survey at schools present an encouraging picture of the impact of school activation programme interventions on the school heads/teachers and students. Their responses indicate an increase in their knowledge regarding the importance and adoption of water conservation and better management practices. The post-survey responses also reveal that Hisaar Foundation's awareness raising interventions played an effective role in sensitizing both students and teachers/heads on the need for adopting better management practices with regards to water resources.

The post-survey data analysis of schools reveals that there was an overall decrease in the unnecessary usage and wastage of water. simultaneously, the survey results proved that there was a drastic increase in the judgment of students, teachers and heads on the ways through which water was being wasted in their surroundings. While the pre-survey showed wastage of water was not considered a serious issue, the results from the post-survey reveal that awareness and practice of water conservation and better management was on the rise amongst the students, teachers and heads of Saddar Town public schools.

- **Women Water Conservation and Better Management Activation**

The Women Activation Programme impacted over 400 women and oriented them to their roles in terms of water conservation, management and practice at the household level. An important outcome of the activation programme was that the women accepted and agreed to adopt the practical solutions on water conservation and management in their households, as well as promote awareness amongst their neighbours and other women of their Town.

Due to the disbandment of the local government system, the water conservation guidelines which were to be printed and distributed at the cost of the TMA were not distributed widely which hampered the scope of the women activation programme. The water conservation guidelines were the core tool to be used to raise awareness on the importance of water conservation and emphasize the need for adopting better management practices at household level. Since the outreach of the women activation programme and awareness raising interventions at the household level was limited, the real impact of interventions did not arise.

- **School Water Conservation and Better Management Activation Programme**

Through the School Activation Programme, over 1200 students and 200 teachers/heads were educated on the importance of water conservation and better management of water resources through presentations, prize competitions and distribution of water conservation guidelines.

The school activation programme was not implemented at the scale that it was first designed. All the school activities (such as World Water Day events, prize competitions and teacher training) were conducted in one day at each school instead of being held as regular activities in each school over a continuous period of time.

Perhaps this was due to the fact that some of the schools identified under the school activation programme fell outside the jurisdiction of the TMA, and thus HF had to seek approval of Education District Officers to carry out proposed activities. These EDOs kept getting transferred and HF lost time because HF kept having meetings with the new EDO to seek his support from the beginning.

The full impact of school activation programme could not emerge because post surveys were conducted within weeks of the activation programme. The initial plan was to conduct post-survey 10 months after pre-survey to measure the long term behavioural and attitude change in the mindsets of the students/heads/teachers in relation to their perceptions regarding water resources. However, the post survey responses do illustrate a positive change in the thinking of the students and school administration and staff. Therefore the activity was successful, although the degree of achievement is questionable in light of the above reason.

- **Participation of Stakeholders and Dialogues**

Through the series of stakeholder dialogues which focused on water issues, challenges, problems and developing solutions from an urban perspective, the four diverse stakeholder groups were encouraged to accept their roles as conscious citizens and water users and motivated to take actions at their individual locations and levels to alleviate their water issues. A positive and encouraging outcome of these dialogues was that each stakeholder group realized their own social obligation towards creating public awareness and adopting better management practices in their own capacities consumers and managers of water resources.

Stakeholder dialogues are a good first step in the right direction, however these conversations need to be regular and part of an on-going process. Someone needs to follow up on the commitments made by the stakeholders and continuously engage with them to ensure the success of the water partnerships and the mutual accountability process.

## Lessons Learned

A few key lessons can be learned from the project implementation process:

- **Mutual Accountability is a Time-Consuming Process**

The experience of the process of developing a Town AWP on the basis of mutual accountability in Saddar Town shows that developing a mutual accountability protocol is a time-consuming process. Even though there was great enthusiasm and acceptance of adopting mutual accountability at the inception of the partnership, much time and commitment is needed for the concept to materialize and actually establish a functioning mutual accountability protocol. This project is just the initiation of the mutual accountability process in Saddar Town, the true impact and success of this mutual accountability model will be measured over a period of time, provided it remains a sustainable process.

The lesson here is that extensive dialogue and engagement is required to remove mistrust between the different stakeholder groups and for this there is no fast track.

- **Reliance on Local Government Structure**

Several project activities were hampered due to the unreliable governance structure of Saddar Town. This project reaffirms the fact that urban water challenges cannot be overcome without the proactive support and collaboration of the local government administration with the citizens. The government also has an important role to play in terms of propagating better water management practices and raising public awareness amongst the residents of its Town. The spirit of partnership was taken forward by the Town administration at the inception of the project, however the rollback of local government affected not only the momentum of the Town Water Partnership but also drastically affected the implementation of the project activities.

The lesson here is that the government has an integral role to play in terms of delivering many of the partnership objectives, for which there is no substitute.

- **Volunteer Dependence**

While the spirit of voluntarism should certainly be encouraged, dependence on volunteers does not necessarily result in efficiency. Since volunteers do not have a sense of ownership of their work, at times they can prove to be unreliable and not committed to the work. There were many delays in the implementation of project activities due to the flexible approach of the volunteers.

A lesson to be learned here is that while some of the work can be done based on the spirit of voluntarism, perhaps volunteers should be compensated for their time, effort and

participation in certain project activities (e.g. data collection) to ensure execution of projects in a timely and efficient manner.

- **Law and Order Situation**

In an environment which is politically instable and prone to violence, the conservation and better management of water resources is not a high priority issue. Concern for water resources undeniably takes a backseat in the minds of the citizens. The impact of project activities is also negatively affected as stakeholders become reluctant to partake in such activities at the cost of their lives. Two members of the Saddar Town AWP Steering Committee (water and sanitation officers) lost their lives to violence, further dampening the spirit of the partnership.

A key lesson to be learnt here is that a stable law and order situation is integral to the mutual accountability process. Only Towns that are politically stable should be identified to initiate and implement the mutual accountability process. Towns that face a volatile security situation are more likely to fail at establishing mutual accountability processes.

### **Part 3**

## **Analysis of the Future of the Mutual Accountability Model**

### **Mutual Accountability Process**

It is important to understand that the establishment and functioning of a Town Water Partnership is both an objective and a strategy for developing and demonstrating how the concepts of cost synergy and mutual accountability can work.

Part of this strategy is to bring together the concerned water sector stakeholders, both government (service delivery agencies) and citizen groups of the selected Town in Karachi, and create an enabling environment where all stakeholder groups realize the sensitivities attached to water usage, management and conservation and their respective roles and responsibilities and are prepared to be assessed on their performance and take ownership of their scarce water resources and employ more efficient, equitable and ecologically sustainable practices and management of this resource.

This participatory partnership platform, based on government-citizen collaboration and citizen-based activism, is envisioned to identify and create avenues for alliance building, changing perceptions about using and managing water, and result in collective action to ensure that all citizens gain equitable access to water resources for all essential purposes, that scarce water resources are strategically allocated between different economic and social sectors, and that citizens utilize water in a conscious and judicious manner.

Mutual Accountability works in the following way:

- In the Town Water Partnership all five stakeholder groups will work out their responsibilities in terms of actions to be taken for rationalizing water use in their Town
- They will determine and call for the necessary research, training, actions, infrastructure and legal recourse
- They will set out a time table for action and take on cost responsibilities, as per the principles of cost synergy
- Each group in the partnership will work with larger groups on their own for inputs, guidance and action
- Each group will hold other groups (and itself!) mutually accountable periodically in terms of the actions each group agreed to

### **Possible Uses of Mutual Accountability**

The Mutual Accountability Model is an easily replicable model which can be used in any public-private partnership approach. The Model does not necessarily have to be limited to



use within the water resources sector. This model and approach can be easily employed towards developing civic responsibility and adapted for similar government-citizen and public-private partnership endeavours.

### **Viability of the Mutual Accountability Model**

While Mutual Accountability as a concept is accepted and welcome it does not necessarily materialize at the ground level. This is because different stakeholder groups accept it in varying degrees. There needs to be extensive dialogue and communication between stakeholders before mutual accountability can truly be established. Developing trust and mutual understanding is a time-consuming process and cannot be achieved by taking shortcuts.

The first step of developing the mutual accountability process is to establish the AWP to remove mistrust between the different stakeholder groups and bring them on a common and shared platform. Therefore the AWP Steering Committee will play a critical role from conception, initiation and execution of the Town Water Partnerships. The AWP Steering Committee has to develop some sort of monitoring protocol whereby each stakeholder group is formally accountable to each other in terms of planning and actual implementation. The AWP Steering Committee comprising of representatives from the different stakeholder groups (government, industry, women, civil society, media, academia, private sector) would thus keep other in check and ensure the success of the AWP. As a result, the Mutual Accountability Protocol would ensure that each stakeholder group is answerable and accountable to each other for their planned actions and responsibilities taken to ensure their implementation.

Mutual accountability processes are embedded in the administration and the organization of the AWP Steering Committee, who are in effect also the custodians of the Area Water Partnership. Thus the establishment of a functioning AWP fosters the environment for the development of Mutual Accountability but the real question remains and that is how do you sustain the process?

### **Sustaining the Mutual Accountability Process**

The Lead Organization (refer to part 1) itself will initially for the most part be the primary “driver of influence” in terms of taking the partnership forward. However, once the Mutual Accountability Protocol has been adopted, established and implemented for a span of at least 18 months, the Lead Organization should be able to identify a primary “driver of influence” from within the ambit of the Area Water Partnership itself. This new “driver of influence” would then spearhead the efforts of the AWP and take the momentum forward.

The Lead Organization would consequently assume the role of overseeing implementation and monitoring and provide overall facilitation, guidance and training to the AWP. Both the “champion” of the AWP and the Lead Organization would ensure that decisions are being made and consequent actions are being implemented in a cost-effective, efficient, equitable

and ecologically sustainable manner. the implementation and progress of project activities would thus be kept in check since the AWP Steering Committee would be answerable not only to the stakeholders within the partnership itself, but also to the Lead Organization.

### **Government and Success of AWP**

Government officials have a short turnover at their time of office and thus they are removed from being possible “champions.” Although the government has a crucial role to play to ensure the success of the AWP in terms of pooling in resources and offering its complete support, the government cannot be the primary “driver of influence.” As the case of the actual project implementation shows, the government in Pakistan is in a constant state of flux.

The local government Town system was abolished in July 2011 and the Commissioner system was introduced in its place. The Commissioner system was subsequently truncated and the local government Town system with elected representatives was once again reinstated.

Currently, the local government system has once again been abrogated and there is talk of reinstating the Commissioner system, however with the volatile state of politics in Pakistan, even that is not guaranteed to become a permanent structure. Therefore the success of the AWP cannot primarily depend on the participation and involvement of the government and town administration, as the local town administration system is likely to always be a variable in the Pakistani context.

### **Way Forward**

The success and sustainability of the Area Water Partnerships and consequently the Mutual Accountability Model is only viable if the primary “driver of influence” comes from within the Partnership itself. This “driver of influence” could come from any of the key stakeholder groups, such as Women, Media, Academia, Industry, Private sector etc. It would also be beneficial if this particular “driver of influence” or “champion” actually hails from that particular town or area because then it would have a personal stake in overseeing the success of the AWP in order to resolve the water issues it faces.

**Sources**

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**Proposal Documents:**

Project Proposal

Project Planning Matrix

Work Plan of Activities

**Quarterly Project Reports:**

First Quarterly Progress Report (January-March 2011)

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Fourth Quarterly Progress Report (October-December 2011)

Fifth Quarterly Progress Report (January-March 2012)

**One Year Summary Report (January-December 2011)**

**Project Summary Report**

**List of People Interviewed:**

**Meher Marker Noshirwani- Project Advisor**

**Saleha Atif- Project Officer**

**Kausar Hashmi- Research Officer**

**Amina Siddiqui- Company Secretary, Hisaar Foundation**