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可持续发展委员会  
第二届会议  
1994年5月16日至27日  
临时议程\* 项目6(a)

审查部门类集,第一阶段:保健、人类住区和淡水

1994年3月30日荷兰常驻联合国代表团临时代办

给秘书长的信

1994年3月22日至23日,荷兰担任了饮水和环境卫生产部长级国际会议的东道主。

谨随函附上部长们通过的《政治声明》和《行动纲领》(见附件)。这是一次闭会期间会议,为可持续发展委员会第二届会议(1994年5月16日至27日)作筹备,第二届会议将把淡水资源作为部门性主题之一进行讨论。部长们决定建议1994年5月可持续发展委员会第二届会议审议通过《行动纲领》(《政治声明》第4.6段)。

会议结果同联合国小岛屿发展中国家可持续发展会议(1994年4月24日至5月6日)也有关系。鉴于小岛屿国家具有的特殊问题,部长们决定转递《政治声明》和《行动纲领》供其审议(《政治声明》第4.3段)。

请安排将《政治声明》和《行动纲领》作为可持续发展委员会会议项目6a的正式文件分发并提供给小岛屿发展中国家可持续发展会议为荷。

临时代办

扬·丹塞伯格伯爵(签名)

\* E/CN.17/1994/1。

ANNEX

IMPLEMENTING UNCED AGENDA 21

Ministerial Conference  
On Drinking Water And Environmental Sanitation  
22 and 23 March 1994, Noordwijk, the Netherlands

POLITICAL STATEMENT  
ACTION PROGRAMME

IMPLEMENTING UNCED AGENDA 21  
Ministerial Conference On Drinking Water And Environmental Sanitation  
22 and 23 March 1994, Noordwijk, the Netherlands

We, the Ministers<sup>1</sup>, meeting at Noordwijk, the Netherlands, on 22 and 23 March 1994, for the Ministerial Conference on Drinking Water and Environmental Sanitation, having reviewed and discussed the issue, on the basis of the documentation for the Conference as listed in Annex 2,

1. REAFFIRM THAT:

Our task is to find ways to help our governments to implement Chapter 18 of Agenda 21.

- 1.1 In that context, we stress the need for integrated water resources management. Chapter 18 calls for:
- . holistic management of freshwater as a finite and vulnerable resource and integration of sectoral water plans and programmes within the framework of national economic and social policy; and
  - . perception of water as an integral part of the ecosystem, a natural resource and a social and economic good, whose quantity and quality determine the nature of its utilization.
- 1.2 In the particular context of drinking water and environmental sanitation, we draw attention to Chapter 18's affirmation of the need, identified at the Global Consultation in New Delhi in 1990, to provide, on a sustainable basis, access to safe water in sufficient quantities and proper sanitation, emphasizing the approach of "some for all rather than more for some". Chapter 18 commits governments to New Delhi's four "Guiding Principles":
- . protection of the environment and safeguarding of health through the integrated management of water resources and liquid and solid wastes;
  - . institutional reforms promoting an integrated approach and including changes in procedures, attitudes and behaviour, and the full participation of women at all levels in sector institutions;
  - . community management of services, backed by measures to strengthen local institutions in implementing and sustaining water and sanitation programmes; and
  - . sound financial practices, achieved through better management of existing assets and widespread use of appropriate technologies.
- 1.3 As mechanisms to implement programmes based on these principles, Chapter 18 stresses the need to:
- . build capacities, at all administrative levels, involving institutional development, co-ordination, human resources, community participation, health and hygiene education and literacy, which is one of the underlying keys in implementing strategies;
  - . identify means of financing the substantial costs involved;
  - . adopt technologies that are responsive to the needs, and constraints imposed by conditions of, the community concerned.

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<sup>1</sup> for the list of countries and organisations represented at the Conference see Annex 1.

2. RECOGNIZE THAT:

**Many countries face a water crisis**

- 2.1 Explosive growth of urban centres, unsustainable exploitation of natural resources, uncontrolled industrialization, increasing water demand for food production, and expanding populations lacking proper environmental sanitation have led to progressive depletion and degradation of freshwater resources. Many current patterns of water use are not sustainable. Rising costs of developing ever-more-distant freshwater resources threaten economic development, while both the visible and the less visible effects of reckless waste disposal and inadequate environmental sanitation spread squalor, disease and death. Water scarcity, and the tensions which it engenders, especially in competing claims to transboundary resources, are a potential threat to peace.
- 2.2 The rapid deterioration of water quality and the reduced availability of fresh water is directly affected by natural processes and human activities. To safeguard the sustainable supply of safe drinking water and entire watersheds, concerted action is needed on all fronts, including agriculture, forestry, transport, industry, urban and spatial planning, population planning and electricity generation. Although cities are increasingly recognized as places of social progress and economic growth, millions of urban residents lack access to safe water and adequate sanitation. There is an acute need to extend sustainable water and sanitation coverage to the urban poor. Many countries also have large rural populations and efforts to extend service to the rural poor should be continued.

**To satisfy, at least basic needs for water and sanitation, the crisis can and must be resolved.**

- 2.3 The commitments made by Governments in Chapter 18 of Agenda 21 offer new hope to the many millions of their citizens who suffer intolerable levels of disease, squalor and indignity because they lack access to a safe supply of drinking water and adequate means of sanitation. The average global death toll of six thousand children every day due to lack of safe water and environmental sanitation is a tragic reminder of the urgent need to turn the Rio and World Summit for Children commitments of Heads of States into positive and concerted action.
- 2.4 The long-term objective continues to be 'safe drinking water supply and sanitation for all'. Access to adequate water and sanitation is a basic need which has to be met. It needs to be accompanied by an obligation to use water efficiently and to dispose of wastes in an environmentally sound manner for the benefit of future generations. This is a precondition for substantial progress towards the common targets of health for all, poverty alleviation, environmental conservation and economic and human development. To achieve these goals, water and environmental sanitation programmes need to be tailored to the ability of the local environment to support them, to local socio-economic and cultural conditions and needs, and to the availability of resources. Differences in the needs, work and influence of, and benefits for, men and women need to be taken into account.

**Change is needed; business as usual is not enough.**

- 2.5 The International Drinking Water Supply and Sanitation Decade (1981-1990) resulted in a proportional increase in coverage, but made only a marginal impact in reducing the total number of unserved people. The main reasons have been identified as: population growth, lack of political support, inadequate community involvement, limited mobilization of resources for infrastructure projects particularly in urban areas, poor operation and maintenance of installed systems, and, in a number of cases, inadequate attention to small-scale, low-cost approaches where these would have been more appropriate than large infrastructure projects. In many countries, sanitation, communication and hygiene education, necessary to achieve the behavioural changes needed to obtain optimum benefits from improved water supplies, remained low priorities.

The Decade taught all those involved that water and environmental sanitation programmes need to be based on partnerships involving all stakeholders (users - especially women, community associations, local, regional and central government, public and private sector agencies, non-governmental organisations). Government's role is to establish the regulatory and support framework. This includes the determination and enforcement of drinking water and effluent standards, and the support needed, at appropriate levels, to enable local partnerships to deliver

local services in accordance with the expressed needs and willingness to pay of all users, and facilitate a balanced distribution of contributions, influence and benefits. A key role of domestic financial institutions and external support agencies is to support strategies to assist the underprivileged. These strategies should be cost-effective, based on the real needs of communities, and designed to protect critical aquatic ecosystems and water source catchment areas.

## **We need to use our resources - people, water and finance - more efficiently.**

- 2.6 Lessons learned from the International Drinking Water Supply and Sanitation Decade (1981-1990) give cause for confidence that, on the basis of the Rio commitments, the right changes can be made, sufficient resources can be mobilized and action programmes can be initiated to bring more effective, appropriate and sustainable progress towards national goals of water and sanitation for all. Bridging the gap between needs and available funds means change. Six changes will go far towards reaching these targets.
- . directing investments towards affordable and environmentally sound approaches to serve the unserved;
  - . increased efficiency in the use of available funds and mobilizing additional funds from existing and new sources including government and external support agencies, the private sector and consumers;
  - . mobilizing local communities for self-help;
  - . pricing water and sanitation services realistically for all users, according to capacity to pay;
  - . cutting down on the high levels of water wasted in many cities and in agricultural and industrial use; and
  - . promoting water conservation through recycling and reuse of water, recognising that treated wastewater is a potentially valuable water resource, and combating industrial pollution.

It is also essential that international bodies and governments attach higher priorities to research and development activities directed towards achieving breakthroughs in finding more appropriate water and environmental sanitation technologies.

- 2.7 Ineffective delivery of water and sanitation services to households and the urgent water scarcity and contamination problems around the world demand an immediate response. Though water supply and sanitation problems vary in their exact nature and manifest themselves primarily at the local and regional levels, they are issues of global concern. Hence, a concerted and coordinated international response is needed to make the most effective use of water and financial resources.
3. ACCORDINGLY, TRANSLATING THESE VIEWS INTO ACTION IN OUR OWN COUNTRIES, OR THROUGH INTERNATIONAL COOPERATION, WE:
- 3.1 re-emphasise the commitment to implementation of Chapter 18 of Agenda 21, and the crucial role that improved water supply and sanitation programmes will play in health improvement, the protection of freshwater resources and the achievement of sustainable development; urge that water resources management in general, and drinking water and environmental sanitation and education aimed at achieving behavioural change in particular, be given the financial support needed, as vital components in achieving the mutual and multiple benefits of reducing disease, preserving the environment, and stimulating economic and human development; address the issue that although international funding resources in support of feasible water and environmental sanitation projects have increased, there are still factors impeding the flow of resources to the developing countries, and these issues need to be addressed, along with others, in the framework of general discussions on international cooperation;
- 3.2 encourage the development and implementation of strategies for drinking water and environmental sanitation, at all appropriate levels, including the international level; develop these sector strategies in the context of broader strategies for sustainable water resources management and environmental protection and ensure that they are coordinated at national and local level with activities in health, education, agriculture, forestry, industry, energy, urban and rural development, and other relevant sectors, to safeguard the quality and quantity of water resources worldwide;

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- 3.3 stress that behavioural change, development of the knowledge base, education of experts, partnership of stakeholders, full commitment of all partners, and capacity building, are essential for success; seek to accelerate moves to develop enabling, supporting and regulatory frameworks which facilitate the maximum involvement of local agencies and individuals in programmes to improve the living environment; seek enhanced priority for institutional strengthening and human resource development programmes which will create organizational and management capacity for local delivery and upkeep of water and environmental sanitation services;
- 3.4 advocate the application of sound economic principles to the allocation and pricing of water, based on the principle that water is a social and economic good, while recognizing that it is a basic human need; seek to make more effective use of available water and financial resources by directing these resources towards projects that best meet the objectives of sustainable development i.e. which are technologically appropriate, economically feasible, environmentally sound and socially acceptable; enable water providers to set equitable tariffs for agricultural, industrial and domestic water, to encourage conservation and efficient use; seek ways in which local communities can be given improved access to financial resources and encouraged to undertake community management of water and environmental sanitation services; encourage potential private sector involvement in financing, constructing, operating and maintaining water and sanitation services; encourage external support agencies, including multilateral and regional development banks, to adopt water and environmental sanitation sector investment guidelines which are consistent with the policy guidance of Chapter 18 of Agenda 21;
- 3.5 to avoid costly future remedial actions, adopt programmes for waste reduction and pollution prevention at source and for protection of catchment areas to safeguard water supply sources, water quality, aquatic ecosystems, and fisheries and for reducing wastage of water to conserve future resources; implement tariff structures which reduce wastage, increase cost recovery, and prevent pollution, such as progressive block rate fees, sewage and wastewater treatment fees, and fines for non-compliance; supply water to meet new demands by environmentally sound methods, including water conservation, demand management and reuse, particularly in the irrigation sector.

4. **WE, THE MINISTERS, THEREFORE:**

- 4.1 **ENDORSE FOR RAPID EXECUTION THE ATTACHED ACTION PROGRAMME** as a further step towards sustainable development of drinking water and environmental sanitation services.

This programme learns from the experience of the International Drinking Water and Sanitation Decade and puts into practice Chapter 18 of Agenda 21. The main lessons are that capacity-building is the key and that we must:

- a. generate public and political awareness of the importance of the imminent water crisis;
- b. set realistic targets on the route to the overall goal of safe water and adequate sanitation for all; have relevant target dates set by governments to execute the Action Programme;
- c. establish more efficient and effective systems for drinking water and environmental sanitation in all our countries;
- d. mobilize the available resources within each country, from users and the private and public sectors and through the "polluter pays" approach, within self-sustaining systems of finance for water supply and sanitation services;
- e. enhance the mobilisation of international financial resources and the transfer of technology to complement and support domestic resources.

The programme also incorporates the new approaches brought about by Agenda 21. We must give special attention to:

- a. the integrated management of water, taking into account all the implications that water has for health, for the environment, for social and economic policy and for spatial planning;
- b. creating partnerships among all stakeholders, which reflect the different needs of men, women and youth and involve all sections of society in resolving the problems that affect them;
- c. modifying patterns of behaviour towards clean water and hygiene, and changing the role of governments, to make the best use of available resources, to enable the integrated

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management of water at the lowest appropriate level and to move to a system of demand-driven management:

- d. putting into practice the management of water resources as a social and economic good;
- e. searching for innovations, technological and non-technological, to protect our finite and vulnerable water resources and to bridge the gap between the physical, human and financial resources and the escalating demand for water and need for sanitation brought about especially by urbanization and industrialization in the developing world.

**IN ADDITION WE:**

- 4.2 Note that a meeting of experts on water and health in underprivileged urban areas held in Sophia-Antipolis, France, from 21 to 23 February 1994, has adopted recommendations to be submitted by the participants to the Commission on Sustainable Development at its 2nd session in May, 1994.
- 4.3 Transmit, in view of the special problems of the small island states this Statement and Action Programme for consideration at the United Nations Conference on the Sustainable Development of Small Island Developing States to be held in Barbados from 24 April to 6 May 1994.
- 4.4 Recommend that, in order to prevent a water crisis, there is an urgent need to mobilize, within the framework established by Chapter 33 of Agenda 21, adequate financial resources, through using all available sources and mechanisms and maximizing the availability and smooth flow of additional resources to execute this Action Programme.
- 4.5 Recommend in view of the need to coordinate, concentrate and consolidate the many international activities relevant to drinking water and environmental sanitation, within the context of integrated water resources management:
  - a. consideration of steps to enhance this process, particularly by the Commission on Sustainable Development;
  - b. the strengthening of existing institutions and organizations which are contributing to this goal, in accordance with the Action Programme.
- 4.6 Recommend that this Action Programme be considered for adoption by the Commission on Sustainable Development at its 2nd session in May 1994.

## 1. WATER AND PEOPLE -

bringing about partnership and behavioural change

As Agenda 21 states, for sustainable development, collaboration is necessary among all partners. The approach to collaboration has to start with an understanding of the real needs of users. Better collaboration will help to improve performance, to resolve conflict and to foster integration.

To enable and support this partnership approach, water supply and sanitation decisions must be based on a dialogue about the attitudes and needs of people in rural and urban communities, and on what they can manage, maintain and pay for. Behaviour at political and governmental level, as well as in the water supply and sanitation sectors, must change as required.

Accordingly, at the appropriate level, governments should:

1. generate public awareness and social mobilization towards drinking water and environmental sanitation by:
  - (a) stimulating mutual understanding by government, local authorities, utility operators, consumers, especially women, youth and other stakeholders of the water problems and the vulnerability of water resources and the aquatic environment;
  - (b) raising awareness among all stakeholders of the fact that water resources are becoming increasingly scarce and that it is necessary to use them in a rational economical way, to instal or improve wastewater treatment systems to prevent pollution of water resources and to adopt appropriate sanitation habits which prevent microbiological pollution;
  - (c) ensuring a basic knowledge about the conservation and use of water, giving priority to health issues;
  - (d) enhancing realisation that water is a social and economic good and has an economic value to which an appropriate pricing policy needs to be applied, including the use of economic instruments;
  - (e) formulating and implementing participatory communication and education programmes aimed at bringing about changes in behaviour patterns, in planning, design, construction, operation and maintenance processes and revenue collection;
  - (f) providing training programmes according to regulated standards for all levels of personnel responsible for management of drinking water, sanitation and waste water treatment in all relevant authorities, reflecting new approaches and principles;
  
2. improve partnership and participation; therefore taking the following priority actions:
  - (a) encouraging the policy makers, owners, contractors and operators of water supply and environmental sanitation systems to involve local communities, user organisations, women and non-governmental organisations in the planning of, and decision-making procedures about those systems, so as to make use of local knowledge, special skills and different viewpoints;
  - (b) developing the legal and institutional framework to support such participation and partnership;
  - (c) developing plans to build up the capacity of all stakeholders, including the empowerment of communities, in particular the women, through proper training and education at community level, representation of users on Utility Boards, the establishment of Consumer Councils and the development of consultation mechanisms with stakeholders;
  - (d) providing access to information on projects, programmes and policies,

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recognizing the rights and responsibilities of citizens and communities, and providing accountable, transparent decision-making processes and water quality standards with opportunities for appeal and independent review;

3. at the regional and international level:
- (a) develop programmes on the exchange of information and experience, especially on training, education, research, technology and modalities of project design and implementation;
  - (b) seek to ensure that external support agencies support public education and capacity building programmes, implement transparent and accountable decision-making mechanisms within their institutions, and promote public participation in all levels of project design, implementation and management;
  - (c) develop programmes, both at national and international levels, presenting priorities for the water and environmental sanitation sector and develop coordinated action programmes to advocate for the sector at all levels - political, public, technical, and financial;
  - (d) strengthen regional collaboration, especially among countries with comparable problems such as transboundary water resources, or a comparable situation such as that of the small island states;
  - (e) develop concerted programmes at national and international levels in support of sustainable water resources development and environmental sanitation in small island states.

## 2. WATER, HEALTH AND THE ENVIRONMENT - integrating water policy

As Agenda 21 states, the planning and implementation of drinking water and environmental sanitation programmes should be carried out in the context of an holistic water resources development framework, taking an ecosystem approach to water resources development and management, including the health dimension.

Accordingly, at the appropriate level, governments should:

1. undertake a water resources assessment in order to produce an inventory of the current situation and to identify problems and constraints in providing water supply and environmental sanitation services;
2. develop, review or revise, in the context of a national sustainable development strategy consistent with Agenda 21, measures for water resource management, environmental protection, including drinking water and environmental sanitation, aimed at:
  - (a) a recognition that access to adequate water and environmental sanitation services is a basic human need;
  - (b) the need for conservation and protection of the quantity and quality of water resources, taking into account water quantity and quality requirements for the functioning of ecosystems;
  - (c) an obligation to use water efficiently, taking into account the re-use and recycling of effluents, and disposal of waste in a manner which conserves the environment for the benefit of future generations;
  - (d) a framework for a rational allocation of water among competing uses, including drinking water, industry, agriculture and hydro-power;
  - (e) bringing national water consumption into line with the available resources;
  - (f) supportive policies and policy instruments to support the best possible water use and sustainable management of freshwater resources;
  - (g) recognition of health-related objectives in water supply and sanitation planning.
3. develop, review or revise by 1997 and implement, in the context of a national sustainable development strategy consistent with Agenda 21, measures for drinking water and environmental sanitation, taking into account the goals set by the World Summit for Children, with a view to achieving rational and effective provision and use of drinking water and environmental sanitation; these measures should include:
  - (a) strategies to serve the poor and unserved;
  - (b) investment strategies, including strategies to serve the poor according to their special needs in rural and peri-urban areas;
  - (c) a planning strategy based on an understanding of effective demand and integration of water supply and sewage plans and programmes;
  - (d) a planning strategy for more effective hygiene education;
  - (e) establishing realistic quality standards and criteria for drinking water, for sewage effluent and for recycled water;
  - (f) the protection and enhancement of human health through giving priority to populations at greatest risks.
4. involve in the implementation of strategies all stakeholders, such as consumers,

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non-governmental organisations, scientists, women's organisations, local entrepreneurs, professionals and professional associations;

5. establish, where it does not yet exist, a nation-wide drinking water and environmental sanitation monitoring system to monitor the efforts on this action programme as well as other major objectives, making full use of available open-ended monitoring and information support systems being developed by the existing WHO/UNICEF Water Supply and Sanitation Monitoring Programmes;
6. establish pricing policies aimed at promoting the efficient use of water, according to the following criteria:
  - (a) affordability at all levels, taking into account health impact considerations;
  - (b) resource conservation through demand management;
  - (c) utilization of the polluter pays principle;
7. reduce the proportion of water put into the distribution system that is lost and does not serve an end-use, and assess institutional, management, organisational and operational aspects of water agencies to identify the factors affecting the existing levels of unaccounted-for water;
8. promote the design and use of water-saving and re-use technologies in order to decrease the consumptive uses of water by industries, agriculture and households;
9. preserve the natural quality of both surface and groundwater, if feasible by a water basin approach, including:
  - (a) maintaining effective watershed management and establishing water protection and sanitary zones adjacent to the sources of drinking water supply with regulations governing special natural resources use and conservation practices to minimize the input of problem substances and other impacts from industry, agriculture and households;
  - (b) preventing nutrient input into groundwater and other water bodies by using the land in accordance with sustainable agricultural practice;
  - (c) applying pesticides properly and in accordance with provisions of legislation; continuously looking for the least harmful pesticides and eliminating those proven to be harmful to surface and ground water; promoting and implementing sustainable agricultural techniques;
  - (d) establishing waste water treatment plants and the use of recycled water within an environmentally sound system, their planning to be accompanied, where appropriate, by environmental impact assessment;
10. promote the appropriate development and use of non-conventional sources of water supply, such as the safe re-use of effluents, rainwater harvesting, desalination of sea water and brackish groundwater and conservation of traditional sources;
11. strengthen health-data collection and analysis to assist in prioritizing and targeting water and sanitation;
12. promote, where they do not exist, the adoption of appropriate country-specific standards or guidelines on drinking water quality, taking into account the World Health Organization's drinking water guidelines.

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At the regional and international level:

1. enhance cooperation in river basin management, transboundary water-resources development and pollution control;
2. promote the transfer of technology, in particular on a regional basis, in the field of loss-reduction strategies, water-saving and re-use technologies;
3. agree on indicators for the state of water resources in relation to their functions and uses.

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### 3. WATER AND INSTITUTIONS - organising service provision

As Agenda 21 states, capacity building is a fundamental activity to create competent institutions, to provide adequate numbers of qualified staff, to equip all the stakeholders and to enable communities to become full partners in the development of the sector.

Accordingly, at the appropriate level governments should:

1. change the emphasis of the role of governments, as appropriate, as related to water and environmental sanitation services to an enabler and a regulator of other stakeholders by:
  - (a) taking responsibility for organizing monitoring, establishing nation-wide information systems, preparing national drinking water assessments and setting policies and sector guidance;
  - (b) strengthening the role of the government in developing legal frameworks and as a regulator, ensuring effective enforcement of water laws and regulations;
  - (c) taking the responsibility for adequate performance monitoring of activities of all service providers and other stakeholders as appropriate;
  - (d) considering the possibilities of private sector participation (particularly in the operational parts) of water supply and sanitation, with the proviso that, among others, quality, effectiveness, availability at fair prices and the recognition of social concerns are safeguarded by appropriate regulations to protect the users;
2. establish coordinating mechanisms, at the appropriate level, to enhance cross-sectoral collaboration, establish uniform policy, improve planning and foster the sharing of sector relevant information;
3. increase investments in capacity building programmes necessary to create organisational and management capacity at all levels, including institutional strengthening and human resources development with specific attention to gender;
4. identify, support and provide necessary incentives for institutions to become more people-oriented: ownership, decision-making and responsibility for planning and implementation should be brought to the lowest appropriate level nearest to the user;
5. create utilities for water supply and environmental sanitation that can operate autonomously, in particular with respect to financial management, overall management and research, ensuring the sustainability and effectiveness of the services which can progressively attain cost recovery;
6. improve the overall and financial performance of utilities which are more accountable and more transparent to the public, including providing access to information and quality data, and allow for appeal procedures by the public in connection with their decisions;
7. develop or strengthen incentives to ensure the availability of skilled personnel needed for the planning, management and operation of water supply and environmental sanitation systems to:

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- (a) encourage professional and technical education and training;
  - (b) establish career planning and appropriate salary levels to retain technical and professional staff;
  - (c) ensure the publication of the technical material needed to support professional expertise, the efficient management of utilities and the participation of non-governmental organisations;
  - (d) enhance, based on a proper gender analysis, the role of women in planning, management and operation and increase the active involvement of women in decision-making about water and environmental sanitation issues at the micro and macro level;
8. encourage the establishment of multidisciplinary professional associations as major aids to networking, particularly to participate in formulating national standards and to organize the dissemination of know-how on a national basis and to join the international professional associations and profit from their support;
9. stimulate by 1998 the development of key indicators, other than coverage, such as indicators relating to health, environmental impact and behaviour of users;
10. establish or strengthen domestic resource centres, including domestic institutions for information collection and dissemination, applied research and technical support for monitoring;
11. strengthen the appropriate health institutions which, in coordination with water and sanitation authorities, implement hygiene education and support community involvement;

at the regional and international level:

- 1. promote information exchange and networking among sector professionals, professional associations and non-governmental organisations, including twinning arrangements;
- 2. promote effective collaboration with neighbouring countries in the management of transboundary water resources;
- 3. promote regional exchange of experience on institutional reform;
- 4. strengthen regional cooperation that enhances non-governmental organisations capacity and involvement in drinking water and environmental sanitation, in order to improve programme planning, management and implementation.

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4. WATER AND MOBILIZING FINANCIAL RESOURCES -  
building assets for the future

As Agenda 21 states, in order to enable drinking water supply and environmental sanitation facilities to operate on an economically sound basis, it is crucial to aim for the most efficient and effective use of the available funds, particularly in view of the increasing global demand for drinking water and environmental sanitation and the trend towards decreasing availability of external funds for the sector.

Accordingly, at the appropriate level, governments should:

1. ensure equitable and efficient financial management of water supply and environmental sanitation systems by:
  - (a) progressively devolving decision-making and management down to the lowest appropriate level having sufficient qualified staff;
  - (b) as soon as possible, organizing a tariff system in such a way (cross-subsidization), or setting prices at such a level, that water supply and environmental sanitation organizations can operate autonomously in financial terms without this impacting adversely on the basic supply to the most needy;
  - (c) in the light of the potential impacts on the poor, enabling them to benefit from the changes envisaged;
  
2. develop detailed guidelines for investments in the drinking water and environmental sanitation sector in order to rationalise resource generation and use, aimed at, amongst other things:
  - (a) ongoing provision of water and environmental sanitation for domestic use to all sectors of society;
  - (b) minimizing subsidies but taking into account special needs of the most needy to assure their access to safe water;
  - (c) encouraging mutually beneficial investments, whereby money is saved, the position of the user is improved and the environment is protected;
  - (d) targeting investment priorities at cost-effective, affordable and appropriate technology;
  - (e) phasing out inappropriate technology;
  - (f) rehabilitation and maintenance of existing water supply and environmental sanitation systems;
  - (g) giving priority to more and sufficient investments in water supply and environmental sanitation, particularly in urban and peri-urban areas, including both physical facilities and education to promote better personal/family hygiene and the best use of water supply and environmental sanitation;
  
3. explore and develop new, innovative financing mechanisms, including private funding and harnessing of local resources to the maximum extent possible;
  
4. stimulate integrated approaches including income-improving activities for the peri- and semi-urban and rural poor, through mechanisms for access to credit, land distribution and security of land tenure, so as to reduce the need for subsidies;

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5. encourage tariff systems, in different socio-economic settings, in different service demand settings and through different collection mechanisms, with a view to introducing cost recovery into water supply and environmental sanitation programmes and in particular with a view to charging the user for the costs of environmental sanitation (either by incorporating this factor into drinking water prices or in some other way);
6. study and promote more efficient use and re-use of water by means of economic incentives and including environmental costs into prices for drinking water and water used for other purposes;
7. study the possibilities of re-using treated waste water for agriculture or as a supplementary water resource;
8. accept temporary variations in the level of service provided in different areas so as to achieve the greatest possible coverage as early as possible, and then improve those levels to a uniform level as resources permit;
9. emphasize the importance of operational and maintenance considerations being incorporated into the design of projects.

At the international level it is urged that:

1. the external support agencies, including the World Bank and regional banks, give priority, as appropriate, to projects aimed at more extensive coverage, both in drinking water supply and in environmental sanitation and to projects which tend to at least maintain the existing coverage, with economic and appropriate technology considerations;
2. consideration is given to debt swap as a mechanism to generate funds to the sectors;
3. discussion is encouraged on the 20/20 approach, as initially proposed by UNDP and UNICEF, by which 20 percent of official development assistance (ODA) and 20% of domestic budgetary resources are devoted to social development, including drinking water and sanitation.



5. WATER AND THE WORLD -  
promoting international support

In order to facilitate the implementation of national activities, the international community is urged to:

1. support country-level collaboration as an essential tool for the successful preparation of sector strategies and social mobilisation initiatives;
2. give special consideration to assisting countries that have developed or are developing national strategies for water resources management that incorporate the views of stakeholders and fully consider the ecosystems and socio-economic structures;
3. focus on needy areas, recognizing that special attention should be given to Africa;
4. stress the role and importance of international organizations and bilateral cooperation in supporting capacity building programmes in developing countries and request the Executive Board of UNDP to consider in the context of UNDP Capacity 21 Programme, a water and sanitation component;
5. request the UN Commission on Sustainable Development to consider how existing institutions can provide regional clearing-houses for the exchange of data and information and how to strengthen the role of development cooperation and other support funds for drinking water and environmental sanitation;
6. renew collaborative mechanisms towards support of increasing regional initiatives like SAARC, OAU, ASEAN, LAC, and promote joint collaboration in achieving goals;
7. promote and stimulate the role of, and the interest shown by, UN Regional Commissions in the field of water and environmental sanitation, without prejudging the outcome of the ongoing decentralization process under the responsibility of the Secretary-General;
8. promote and support national actions:
  - aimed at bringing about changes in behaviour patterns; and
  - regarding roles of communities, government and other stakeholders.

Furthermore it is recommended that:

9. future international conferences, such as the World Summit for Social Development, the Conference on Population and Development, the Fourth World Women's Conference, HABITAT II and others address relevant water resources development and management issues, and in particular those related to water supply and environmental sanitation and the health dimension of water quality;
10. the UN Commission on Sustainable Development, at its 1997 review, should assess progress in the implementation of the recommendations of Agenda 21 concerning

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drinking water and environmental sanitation:

11. the UN system continues to undertake a scientific global water resource assessment including projections of water needs and availability;
12. recognizing the positive contribution of the Water Supply and Sanitation Collaborative Council as a global forum and a partnership among professionals from countries and from external support agencies, non-governmental organisations, professional associations and information, research and academic institutions, assistance is provided for strengthening the Council and enhancing its advocacy role;
13. in order to prevent a water crisis, there is an urgent need to mobilize, within the framework established by Chapter 33 of Agenda 21, adequate financial resources, through using all available sources and mechanisms and maximizing the availability and smooth flow of additional resources to execute this Action Programme;
14. the UN Commission on Sustainable Development, at its second session, considers the need to strengthen the existing mechanism for the coordination of activities of the UN system in the field of water resources with a view to help implementing the Action Programme adopted by this conference, taking into account the primary responsibility of the Secretary-General for interagency coordination; and that the Commission on Sustainable Development recommends ECOSOC to consider this issue at its coordination segment in 1995;
15. international professional associations such as IWSA and IAWQ stimulate the establishment and development of national professional associations;

International support agencies are invited to:

16. assess the degree to which their programmes effectively facilitate:
  - (a) the integrated management of water resources,
  - (b) the strengthening of national institutions;
17. develop programme delivery and loan mechanisms which need to take into account the water supply and environmental sanitation crisis;
18. Encourage the Water Supply and Sanitation Council, in association with interested public bodies and non-government organisation concerned, to undertake necessary studies toward strengthening its activities and when appropriate, to take necessary steps for expanding its activities or establishing itself as a more comprehensive world water forum or Council involving the various aspects of water sector, and also encourage the Council to submit its report to its members by April 1995 on any progress achieved on this issue.

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**LIST OF COUNTRIES AND ORGANIZATIONS**

**MINISTERIAL CONFERENCE ON DRINKING WATER AND  
ENVIRONMENTAL SANITATION  
AT THE NOORDWIJK - 22 and 23 MARCH 1994**

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ALGERIA	Mr. S. Mokdad Ministre de l'Equipement Alger
ANTIGUA AND BARBUDA	Dr. Rodney Williams Minister of Economic Development, Industry and Tourism
AUSTRIA	Dr. W. Wutscher Bundesministerium für Land- und Forstwirtschaft
AUSTRALIA	Mr. C. Bell Commonwealth EPA
ARGENTINA	Mr. M. de Marco Naon Presidente del Instituto Nacional de Ciencia i Technica Hidrica
BELARUS	Mr. V. Filonov Deputy Minister for Public Health
BENIN	Mr. Jean-Roger Ahoyo Minister of Environment
BHUTAN	Mr. Dasho Gasey Lhendup Dep. Minister of Communications
BOLIVIA	Ing. Jorge E. Lorini Saenz Secretario Nacional de Asuntos Urbanos
BOTSWANA	Mr. A.M. Mogwe Minister of Mineral Resources and Water Resources
BRAZIL	Mr. J.E. Perpetuo Director da DIRCOF
BURKINA FASO	Mr. J. Nongodo Ouedraogo Ministre de L'Eau
CHINA	Mr. Li Zhendong Vice-Minister of Construction
COSTA RICA	Mr. O. Morales Minister of Natural Resources, Energy and Mining
CUBA	Mrs. Eulalia Lopez Deputy Ministro

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CZECH REPUBLIC	Mr. J. Vitlacič Chief Hygienist of Ministry of Health
DENMARK	Mr. O. Plougmann Deputy Permanent Under Secretary of State
EGYPT	Mr. M. Salah El Din Hassaballa Minister of Housing and Public Utilities
FRANCE	Mr. M. Barnier Ministre de l'Environnement
GERMANY	Prof. Dr. K. Töpfer Bundesminister für Umwelt, Naturschutz und Reaktorsicherheit
GHANA	C.M.K. Sowa Minister of Works and Housing
GREECE	Mrs. E. Papazoi Deputy Minister for the Environment, Physical Planning and Public Works
GUINEE	Dr. Dakoun Toumany Sakho Ministre des Ressources Naturelles des Energies et de l'Environnement
GUINEA-BISSAU	Mr. João G. Cardoso Minister of Natural Resources
HUNGARY	Mrs. Anna Tarjan Parliamentary State Secretary of the Ministry for Environment and Regional Policy
INDIA	Mr. Kamal Nath Minister of Environment and Forests
INDONESIA	Mr. H. Suselo Assistant-Minister of Public Works  Mr. M. Acasugamdi Appandi Assistant State Minister for Environment
ISRAEL	Mrs. R. Adam Advisor to the Minister of Environment
ITALY	Mr. L. Villa Ministry of Environment

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JAMAICA	Mr. R. Lawson Minister of State for Water
JAPAN	Dr. M. Fujiwara Ministry of Health and Welfare
JORDAN	Mr. Ahmmad Al-Akayleh Minister of Municipal and Rural Affairs and the Environment
KENYA	Mr. Andrew N. Ligale Assistant Minister of Land Reclamation Regional & Water Development
MALAWI	Mr. J.R. Kanjere Minister of Works
MEXICO	Mr. F. Gonzalez Villareal Director-General de la Comision Nacional del Agua
MOROCCO	Mr. Mohamed Hassad Ministre des Travaux Publiques, de la Formation Professionelle et de la Formation des Cadres
MOZAMBIQUE	Mr. J.M. Salomão Minister of Construction and Water
NAMIBIA	Mr. Nangolo Mbumba Minister of Agriculture, Water and Rural Development
NICARAGUA	Mr. Milton Caldera Cardenal Diretor Instituto Nicaraguense de Acueductos de Alcantarillados
NIGERIA	Mr. Alhaji Isa Mohammed Secretary for Water and Rural Development
NORWAY	Mr. T. Bernsen Minister of Environment
PAKISTAN	Mr. Mir Altaf Ali Bhayo Parliamentary Secretary for the Ministry of Work, Environment and Urban Affairs
PHILIPPINES	Mrs. S. Pineda Assistant Secretary of the Department of Health

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PLO	Mr. Qurie Ahmed (Abu Ala) Economic Department
POLAND	Mr. Stanislaw Zelichowski Minister of Environmental Protection Natural Resources and Forestry
RUSSIAN FEDERATION	Mr. V. Danilov-Darulian Minister for Ecology and Natural Resources  Mr. N.N. Mikhcev Chairman of the State Committee for Water Management
SENEGAL	Mr. Bathily Abdoulaye Minister of Environment and Protection of Nature
SLOVAK REPUBLIC	Mr. Jozef Zlocha Minister of the Environment
SRI LANKA	Dr. P.M.B. Cyril Minister of Environment
SWEDEN	Mr. Olaf Johansson Minister of Environment and Natural Resources
TANZANIA	Mr. J.H. Omar Minister of Tourism, Natural Resources and Environment
TUNIS	Mr. M.M. Mlika Ministre de l'Environnement et de l'Amenagement du Territoire
TURKEY	Mr. Riza Akacali Minister for Environment
UGANDA	Mr. H. Kanjura Minister of Natural Resources
UNITED KINGDOM	Mr. Robert Atkins MP Minister for the Environment and Countryside
USA	Mr. T. Wirth Counselor of the State Department
UZBEKISTAN	Mr. K. Askhad Chairman of the State Committee for Nature Protection

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YEMEN	Mr. A.A. Al-Salami Minister of Electricity and Water
ZIMBABWE	Mr. K.M. Kangai Minister of Lands, Agriculture and Water Development
EC	Mr. J. Paleokrassas European Community Environment Commissioner
OECD	Mrs. E. Thioleron Administrator
APPROTECH	Dr. Malee Suwana-adth Chairperson APPROTECH ASIA
WMO	Dr. D. Axford Deputy Secretary-General World Meteorological Organization
IWSA	Mr. Alf Rustad President International Water Supply Association
IAWQ	Mr. A. Milburn International Association for Water Quality
UNCSD	Mr. Pierre Najlis Secretary Acc Subcommittee on Water Resources
UNDP	Mr. Frank Hartvelt Deputy-Director of the Division for Global and Interregional Projects
UNEP/Habitat	E. Dowdeswell Executive Director of UNEP
UNICEF	Mr. P. Grant Executive Director UNICEF
WHO	Dr. W. Kreisel Executive Director World Health Organization
WORLD BANK	Mr. I. Serageldin Vice President World Bank
WSSCC	Mrs. Catley Carlson Chairperson of the WSSCC

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FAO

Mr. W.G. Sombroek  
Director Land and Water Development

CAPE 2000

Mrs. D. Moore  
Environmental Defense Fund

EARTH COUNCIL

Mrs. Alicia Barcena  
Executive Director

IRC

Mr. Scheltema  
President of IRC

IHE

Mr. Segeren  
President of IHE

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**DOCUMENTATION FOR THE CONFERENCE**

1. Background document I, "Putting Agenda 21 to Work"
2. Background document II, "Achievements and Challenges"
3. Background document III, "Policy/strategy for action: Effectiveness"
4. Background document IV, "Policy/strategy for action: Finance"
5. Background document V, "Policy/strategy for action: Collaboration"
6. Background document VI, "Policy/strategy for action: Synthesis"
7. The Sophia Antipolis Recommendations  
Round Table on Water and Health in the Underprivileged Urban Areas, Sophia Antipolis, February 21-22-23, 1994
8. Background Paper No. 5, "Financing of Freshwater for Sustainable Development"  
CSD Intersessional Ad Hoc Open-Ended Working Group on Finance, 28 February to 2 March 1994

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