



THE DESAFIO TEAM VISITS MUSTARDINHA COMMUNITY IN RECIFE, BRAZIL, FEBRUARY 2013

DESAFIO NEWSLETTER



May 2013

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DESAFIO'S NEWSLETTER

Our newsletter will circulate quarterly and will provide updates about the progress of our project activities, findings, and other relevant information. You will find our contact details on the back of this newsletter. We look forward to receiving your comments, queries and suggestions!

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Our Project Coordinator introduces the project and the research team.

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First Project Meeting in Recife

The First Project Meeting took place in Recife, Brazil, on 25 February – 1 March 2013. It included an International Conference and a field visit to Mustardinha community, one of the project research sites. Read more....

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First International Conference

DESAFIO organized its First International Conference, which focused on "Innovations and Challenges for the democratisation of Water and Sanitation Services". The conference featured international speakers including the Deputy Mayor of Paris for Water and Sanitation, Dr. Anne le Strat. Read more...



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Publications

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Introducing DESAFIO

by José Esteban Castro

DESAFIO literally means "challenge" in Portuguese and Spanish. Our guiding concept is tackling one of the major challenges facing Latin America: eradicating structural social inequality in the access to essential water and sanitation services. Our contribution focuses on socio-technical innovations that can strengthen the democratisation of government, management, and access to essential water services. DESAFIO started on 1 February 2013 and will have a project life of 30 months, ending in July 2015.

Our team

Although DESAFIO is a social-science project, our approach is interdisciplinary and brings together contributions from the social and technical disciplines. We are also transdisciplinary, that is, our team not only includes scientists working in universities but also practitioners who are involved in the daily challenge of running essential public services for their communities.

The responsibility for the project's coordination lies with Newcastle University, United Kingdom. Our team in Newcastle includes our Project Administrator, Dr. Gisela Zapata, our Project Advisor, Dr. Jaime Amezaga, the teams dedicated to project management and accounting, and myself as Project Coordinator. We are based at the School of Geography Politics and Sociology (GPS), and at the Newcastle Institute for Research on Sustainability (NIRES).

The project has a regional Coordinator for Latin America, Dr. Léo Heller, based at the Department of Sanitary and Environmental Engineering (DESA), Federal University of Minas Gerais (UFMG). Our Deputy Project Coordinator, Dr. Cesar Mota, is also based at UFMG. In Brazil, the research team includes colleagues from the Federal University of Pernambuco (UFPE), the Federal University of Rio de Janeiro (UFRJ), and CAGECE, the public water utility of the State of Ceará. Also, from the National University of Rosario (UNR) in Argentina, the University of the Valley (UNIVALLE) in Colombia, and the University of Coimbra (UC) in Portugal.

You can visit our website to learn more about the institutions and individual members that form our research team: [DESAFIO's Partners web page](#). See also the details of our international [Strategic Advisory Committee](#).

DESAFIO's work plan

The core of the project is the analysis of 10 case studies of socio-technical innovation identified in Argentina, Brazil and Colombia. These cases include "historical" and "current" examples, as well as interventions that will be designed in the course of the project's lifetime.



Figure 1: Members of the DESAFIO team at the [2012 WATERLAT meeting in Buenos Aires](#). From right to left: Alexandre Ramos, Sonaly Rezende, Ana Lúcia Britto, Damiano Tagliavini, Hermelinda Rocha, José Esteban Castro, Melisa Orta, Olga Ravella, Léo Heller, Nora Moscoloni, Margarita Portapila, Mirta Geary, Demetrius Rodrigues, Nicolás Torres.

Research questions

Our project has a number of key questions that we aim to examine and respond:

How can we harness existing and develop new socio-technical innovations in order to change policies, to develop strategies and practical interventions, and to enhance policy learning for tackling unacceptable inequalities and injustice in the access to essential WSS?

What conditions, factors and processes facilitate the emergence of socio-technical innovations in this sector?

What are the critical requirements to make successful socio-technical innovations sustainable and replicable?

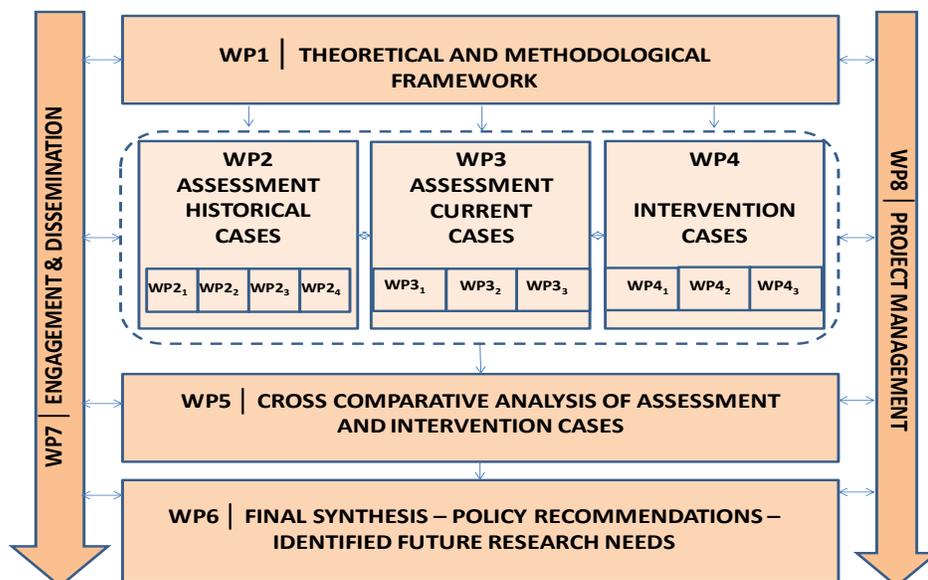
What are the obstacles to their sustainability and replication?

Main objectives

- Developing a theoretical and methodological foundation for the study of socio-technical innovations in six analytical dimensions: socio-political and cultural, economic-financial, health, ecological-environmental, techno-infrastructure/operational, and policy-institutional.
- Assessing strategies for sustainable socio-technical innovations. Our case studies include the 'condominial' and 'integrated sanitation' systems designed and implemented in Brazil, rural sanitation systems in Brazil and Colombia, and strategies to enhance the monitoring of water quality by school children in Argentina.
- Actively engaging civil society (e.g. community organisations, citizen movements, NGOs), the state (e.g. national, regional, and local governments), and other relevant organisations.

The WATERLAT Network

The team behind the project has a long-standing experience of collaboration within the framework of the [WATERLAT Network](#). WATERLAT is an inter- and trans-disciplinary network dedicated to research, teaching and intervention to foster the democratisation of the government, management and access to water and essential public services in Latin America. DESAFIO brings together members of WATERLAT's Working Group on the Urban Water Cycle and Essential Services. WATERLAT has an annual meeting featuring workshops, seminars, panels, and keynote speeches, where DESAFIO's members participate actively. 💧



First Project Meeting

The kick-off meeting of DESAFIO took place from 26 February to 1 March 2013 in the city of Recife, Brazil. The team carried out an intensive work plan to cover all aspects of the project planning, with emphasis on the activities of the first year.

Theoretical and methodological aspects

One of the main objectives of DESAFIO is developing a theoretical and methodological foundation for the study of socio-technical innovations in six analytical dimensions: socio-political and cultural, economic-financial, health, ecological-environmental, techno-infrastructurel/ operational, and policy-institutional. We dedicated several sessions to discuss the best strategies to achieve this objective, which requires developing higher levels of articulation between the different disciplinary approaches represented by our team members. These include anthropology, civil engineering, economics, human geography, philosophy, political science, public health, social work, and sociology.



Case studies

The core of DESAFIO's approach is the analysis of 10 case studies. These are cases of socio-technical innovations introduced in the water and sanitation sector that we have identified in Argentina, Brazil and Colombia. Our cases include four "historical" and three "current" examples, plus three new interventions that we will design as part of the project.



Figure 2. Presentation of the historical case of the "condominial" system in Mustardinha, Recife. Hermelinda Rocha, UFPE.



Figure 4. Presentation of the intervention case of Sítio Cruz, Ceará, Brazil. Helder Cortez, CAGECE.



Figure 3. Presentation of the current case of community water associations, Mondomo, Cauca, Colombia. Mariela Vargas, CINARA-UNIVALLE



Figure 5. Presentation of the intervention case of Santa Fe, Argentina. Margarita Portapila, UNR.

The **historical cases** include 1) an evaluation of the SISAR rural water systems in Ceará, Brazil, 2) the introduction of the "condominial" sanitation system in Mustardinha, Recife, Brazil, 3) solutions implemented to solve the problem of water supply of marginal communities (Queimados) in the Baixada Fluminense region of Rio de Janeiro, Brazil, and 4) a rural water and sanitation system in La Vorágine, Cali, Colombia. The **current cases** are three: 1) an ethnographic study of the SISAR rural systems in Ceará, Brazil, 2) the "integrated sanitation" programme in Recife, Brazil, and 3) community water associations in Mondomo, Cauca, Colombia.

The **intervention cases** are also three: 1) development of appropriate technologies for water supply in rural communities in Minas Gerais, Brazil, 2) a community water and sanitation system in Sítio Cruz, Ceará, Brazil, and 3) the development of local capacities for water quality monitoring by schoolchildren in Santa Fe, Argentina.

The discussion of the different case studies was complemented with a session on systematic comparative methodology.

Project management

The meeting also addressed management arrangements. DESAFIO is an international project with eight partners in five countries located in two continents. Given that the project has limited funding, the partners will only meet again as a full team in 2014 in Cali, Colombia, and again in 2015 for the final project meeting in Rio de Janeiro. Other project meetings will take place at the regional level. Also, taking advantage of the close relationship with the WATERLAT Network, members of DESAFIO will meet at the annual WATERLAT events. The next [WATERLAT event](#) will take place in Quito, Ecuador, on 14-18 October 2013, and members of DESAFIO who will attend the event will have a project meeting on 19 October. 💧



Figure 8. Reception at Mustardinha Community Centre by community leader Eufrásio Elias de Oliveira. The visit was organized by Hermelinda Rocha, from the Municipality of Recife and DESAFIO (UFPE)



Figure 9. Visit to Mustardinha Community Centre with Antônio Miranda Neto, former Secretary of Sanitation of Recife and member of DESAFIO's Strategic Advisory Committee.

Visit to the Mustardinha Community

As part of the activities of the First Project Meeting the team visited the community of Mustardinha in Recife, which is the chosen site for two of the project case studies. Mustardinha has a long-history of struggle for democratisation in Recife that can be traced back at least to the years of the dictatorship in the 1960s. The Municipality of Recife has been actively engaging with the community through the introduction of socio-technical innovations such as the condominial and the integrated sanitation systems. 💧



Figure 7. Discussion with leaders of Mustardinha Community, coordinated by Hermelinda Rocha (UFPE)



Figure 6. Listening to a presentation by community leader Eufrásio Elias de Oliveira on the history of Mustardinha



First International Conference DESAFIO

The First International Conference of DESAFIO focused on “Innovations and Challenges for the Democratisation of Water and Sanitation Services”. The conference took place on 25 February 2013 and was hosted by the Federal University of Pernambuco (UFPE). It was generously supported by the state government of Pernambuco and by Recife’s Municipality.

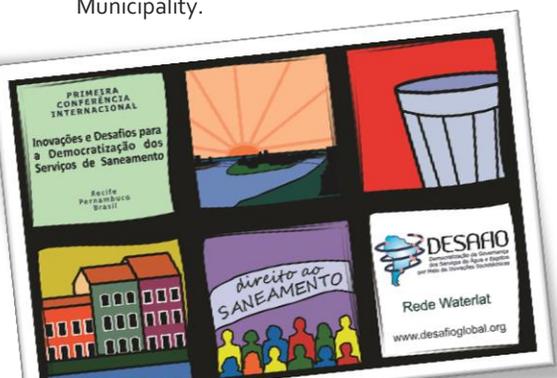


Figure 11 Conference arts designed by our team member Alexandre Ramos (UFPE).

The conference was attended by local organisations that are involved in the project’s activities. These include Pernambuco’s State Forum for Urban Reform (FERU) and Brazil’s National Confederation of Dwellers Associations (CONAM).

Opening session

The opening session of the conference featured provincial and local authorities: Eng. José Almir Cirilo, Pernambuco’s Secretary of Water and Energy, Mr. Luciano Siqueira, Vice-Mayor of Recife, Mr. João Batista, Recife’s Secretary of Sanitation, and Dr. Anísio Brasileiro, Rector of the Federal University of Pernambuco. The session also featured two international visitors: Dr Anne le Strat, Deputy Mayor of Paris, and Dr Cristina Marcuzzo from the European Commission. The session was completed by Mr Adelmo Araújo (FERU-Recife), and Prof. Castro, DESAFIO’s coordinator.



Figure 10 Opening session of the Conference.

Dr. Anne le Strat gave the conference’s main talk on “The remunicipalisation of water and sanitation services in Paris, France”. The talk triggered an important debate given that the city of Paris has embarked recently in a policy of deprivatisation of water and sanitation services. Dr le Strat is also an international campaigner in favor of public management of essential water services and is the President of [Eau de Paris - EDP](#) and of the European Association for Public Water Management [Aqua Publica Europa](#).



Figure 14 Dr. Anne le Strat

Panels

The conference had three panels. Panel 1 addressed the “Challenges and initiatives for the democratic management and access of water and sanitation services: international perspectives”. It featured presentations by Martin Pigeon (CEO, Amsterdam), Antônio Miranda Neto (UNSGAB), Wladimir Ribeiro (Brazilian government advisor), and José E. Castro (DESAFIO).

Panel 2 focused on “Advances and challenges for the democratisation of management and access to public water and sanitation services: recent experiences”. The presenters were José Carlos Melo (developer of the “condominal” system), Patrícia Borja (UFBA, Brazil), André Monteiro (FIOCRUZ and DESAFIO), and Miguel R. Peña Varón, CINARA, Colombia, and DESAFIO).



Figure 15 Over 400 people participated

Finally Panel 3 centred on “Opportunities and obstacles for the consolidation of democratisation in the management and access to water and sanitation services”. The panelists were Roberto Tavares (COMPESA), Edson A. da Silva (FNSEA), Bismark Saraiva (FERU), Marcos Montenegro (ADASA), and Léo Heller (UFMG and DESAFIO).



Figure 13. Active participation from the audience

FIRST INTERNATIONAL CONFERENCE

FOR DETAILED INFORMATION AND TO DOWNLOAD PRESENTATIONS VISIT THE [Conference Webpage](#)

The conference elicited significant debate. Brazil is undergoing far-reaching transformations in the field of water and sanitation policies. The state of Pernambuco, including the metropolitan area of Recife, is also at the centre of large-scale political changes. Some excerpts from the sessions:



Figure 16. Adelmo Araújo

"It is important to defend water and sanitation as a public service. We are radically against privatisation of these services. However, to say that the service must be public is too little. We want quality services, with universal access, and with democratic participation and monitoring, in addition to fair tariffs. [...] to rescue the historical debt of this city water and sanitation services must be addressed as public services directed to the whole population, not just to those who can afford to pay."



Figure 17. Antônio Miranda Neto

"One of our big challenges is to overcome several types of prejudice. For instance, there exists a big prejudice against non-technical people. It is a kind of 'sect' composed by technicians and specialists that seem to believe that those who do not have technical expertise lack the conditions to participate in the dialogue. I am not here romanticising popular participation. We all have our own limitations. However, this prejudice against the participation of common people in the discussions about essential services is a major

obstacle. [...] It is precisely the problem in the relationship between the engineer and the common people. Our training as engineers is complicated. It is about a technical supremacy that we are taught in the university. [...] Another problem here is that we leave the university trained with a mind-set as if we were going to work in Switzerland or in well-organized, beautiful neighbourhoods, which is not the reality that we have in our cities. [...] Thus, the prejudice of technicians and experts against the common people that is inherited from our training in the university is a significant obstacle to confront the challenges of democratisation in the water and sanitation sector".



Figure 18 Wladimir Ribeiro

"[The paradox of democracy is] that debate and transparency sometimes lead to a level of inefficiency. However, we already learned in Brazil, during the military regime, that it is better to be democratic and less efficient, than to be very efficient and undemocratic. This is a lesson from the 1960s and 1970s but the time goes and it seems that people forget. [...] The challenge is to think about socio-technical solutions that can improve public management. This is the topic of our conference. I want to invite you to think about how to improve our public management and our democracy. Let's do it through socio-technical solutions that may help us to reconcile democracy and participation with efficiency and delivery of results, especially to make social rights viable for our people in Brazil."



Figure 19 Anne le Strat

"[Responding to questions about the remunicipalisation of water and sanitation in Paris] "citizen participation in Paris takes several forms. We have the Municipal Water Observatory presided by a citizen, a member of a community association. The Observatory is open to all citizens, all people, consumers, researchers, politicians, workers union members, and has the possibility to influence the orientation of municipal politics. [...] the large private groups put enormous pressure on politicians –whether through political parties, through mediators, lobbyists, and all the rest– to stop the decision of remunicipalisation. I do not want to go into much detail here, but there were also pressures from some workers union members who belonged to the extreme left but were also allied with the leadership of the two private companies, –Veolia and Suez– to impede the takeover of the service by the public sector. It was a very complicated process. That is, some of the 'good' people and some of the 'bad' people were not where we expected them to be."



Figure 20. José Carlos Melo

"I am very proud to say that the condominial system already has organized worldwide over 30 thousand meetings with the affected communities. I do not know if there exists any other programme in the world that has a similar achievement, 30 thousand meetings, without conflicts, always finished peacefully, always reaching agreements. We have done that in Lima, with 900 thousand people served, in Brasilia, with between 1.7 or 1.8

million people served, and in Salvador (Bahia) with 1.5 million people. Everything is done quarter by quarter, without difficulty or problems of any sort."



Figure 21 Patricia Borja

"We face a very big challenge in relation to sanitation, which explains the argument of offering the condominial system technology as an alternative. [...] However, the adoption of this alternative in large scale merits a reflection on some problems that have been emerging since the 1980s in relation to the implementation of this system in Brazil. The discussion is not just about the philosophy of the model but also about the institutional practices, because it requires the opening of institutions for a dialogue with the communities, and transparency of information. It requires a new approach to institutional dialogue, changes in the technical domain, especially in the dialogue between the technicians from engineering and the technicians from the social disciplines. This is a very difficult type of dialogue that requires firm decision-making. The same happens with the dialogue between the institutions, the technical experts, and the population. Thus, we need far-reaching changes, but we have been moving very slowly in that direction. The problem is that the condominial system depends on the pre-existence of these transformations in order to be successful."



Figure 21 André Monteiro

"Management must be the expression of a policy, that is, management has institutional aspects, related to funding and the organisation of the services that reflects public policies and is the form in which the state relates to its users-citizens. Therefore, to think about management requires thinking about the type of citizen and the type of territory with which we are establishing a relationship. It also must account for the interactions between the technological and educational dimensions. However, we have, as Patricia [Borja] said, a technology-centred dominance, as if water and sanitation was a matter only for engineering and engineers. This situation reflects power structures and the organisation of a particular understanding of politics. In conditions of structural inequality like those that we have in Brazil, where a large part of the territory and of the population live in precarious, vulnerable conditions, it is important that other actors also participate in this process, in order to better account for the sheer complexity of the territory."



Figure 22 Roberto Tavares

"Brazil today has this reality: only six states have over 40% of coverage for sanitation, these are data from the SNIS 2010. There are 21 states with less than 40% of coverage, and therefore something must be wrong. What is happening? Is it that all state governments are incompetent? Is it that all the state, public utilities are incompetent? No, is not that. What is wrong is the funding system. It is not possible to keep demanding public utilities to have the same performance than a private company. [...] Therefore, we developed an alternative for the Recife metropolitan area, an administrative PPP [Public-Private Partnership], which focuses on investments in expansion, but not just on expansion but also on recovering the existing system. This is what makes our model complex, because to build new works is very easy [...] but it is very different to say 'you will not build new works but you will recover the existing system'. Thus, people who already have the service will have a properly working service, so that we do not keep the current situation of doing things very poorly. We will be able to give

maintenance to a system that needs rehabilitation. COMPESA is the contracting part, for a contractual term of 35 years, but with a difference: the remuneration of the private party will be conditioned to the efficiency in the provision of the service, this is the great differential. The relation with the customer remains with COMPESA."

After the presentation by Roberto Tavares several participants from the public intervened:



"I am Margarida Jerônimo, from the Women's Forum of Pernambuco and the Forum for Urban Reform. I am also a Legal Advisor at Pernambuco's Human Rights Council. I have just been at the Women's Forum that ended yesterday in Caruaru and women from Catende were very worried because the water distributed in their city is very dirty, you put

this water in a bottle and can see the dirt at the bottom. There is also the problem of legal and illegal wells being drilled, which is aggravating the situation. In Ouricuri the situation is not very different, as the pipelines are not maintained and we also have the problem of the São Francisco river, where the promises made to the people have not been fulfilled, as we saw in the television reports. In the city where I live we have no water and in the hills here in Recife water is not reaching the taps, but the water bills do arrive.”

“I would like to ask Mr Tavares to try explaining, because he explains but does not persuades us, that privatising COMPESA, that is, hitting in this way the society of Pernambuco, the deficiencies and difficulties of sanitation in Pernambuco will be solved. [...] because when they wanted to privatise in Brazil during the period of Fernando Henrique [Cardoso], all the proceedings were to be invested in health, education and security, but none of these areas were improved. Today in Brazil those who were against privatisation are in favour of PPPs, which are worse than privatisation. Because with the PPP COMPESA will receive all the negative impacts, as the private company takes control and keeps the benefit. And I want to ask what will happen to the workers that today work in Recife’s sanitation sector.”

“My name is Mauro Lima and live in the city of Abreu e Lima. [...] The question that I want to make to the Director of COMPESA is over the urban question, the discussion that we had in Brasilia during the National Health Conference. It is linked to the problem of sanitation, which is directly related to health, as the federal constitution states that it is the duty of the state to protect public health. We ask because the federal government has a National Plan of Basic Sanitation that requires municipalities to develop their plans and there is funding from the federal government for this. In the case of Pernambuco, there is funding available for water supply and for sanitation too. We defend Public-Public Partnerships, but we know that the legal system provides for Public-Private Partnerships. We know that there is a law but that the states may not have access to the funding owing to bureaucratic problems, that there is a law that has been passed to benefit private companies as it allows them to access the funding faster than the state.”

“I am João, from Pernambuco’s Forum for Urban Reform and member of the Zones of Special Interests of Recife (PREZEIS). My question is very objective: the President of COMPESA did not address the question of democratic management and social control in the company. He spoke about many infrastructure works but said nothing about democratic social control of the PPP or the management of the public company.”



Figure 23. Wladimir Ribeiro

“Quickly and simple: Mr. Tavares, today at the end of the morning we had the opportunity to hear the presentation of the Deputy-Mayor of Paris for water and sanitation. She presented to us the following management model: they have there a company called Eau de Paris, that is, Paris Water, that is responsible for the service. In the Administrative Council of the company, that is composed by 18 people, if I understood well, 5 people are representatives of the users and from civil society, in order to improve and democratise the governance of the public utility. In addition, they have created a Water Observatory, which is an entity that provides more transparency to the service and is open to the participation of different sectors, civil society, universities, etc., which maintains a permanent channel for dialogue. I would like to ask you if there is anything in the experience of Paris that we could learn from, and if it would be possible to think about establishing similar structures for our provincial water and sanitation companies, particularly COMPESA.”



Figure 24. Roberto Tavares

“We need first to decide if we want to keep the public company or if we want to bankrupt the public company so that it can be later privatised. Of course, we want to keep the public company, I am a public servant, I am at COMPESA in charge of a mission. [...] I defend a public COMPESA, and this is what governor Eduardo Campos has defended when we bought back 30% of the shares of COMPESA that were under control of the Caixa Federal since the failed privatisation of 2001. Precisely, between 2001 and 2006 we were able to make investments in popular housing, for instance, but not in water and sanitation because of the crisis of 2001 that prompted a judicial dispute between the state of Pernambuco and the federal government over the control of COMPESA’s shares. The governor had two alternatives: selling the shares, that is, opening the ownership of COMPESA to a private partner, or to buy back the shares. The state bought back the shares and COMPESA became fully public again, with the state in control of 99.97% of the shares. [...] Now to Wladimir’s question in relation to the experience of France, the Water Observatory. I did not attend the presentation but my Chief of Staff has attended the whole conference and will brief me about the key aspects of the discussions. However, I can inform that the government already has a proposal to create a broad committee, with participation from society, in order to monitor the investments to be made by the PPP. This is in the interest of COMPESA as contracting part and as service provider to the population, and it is also in the interest of the community. [...] Today we have the possibility, if the PPP does not work we must make it work. We have a contract, instruments, fines, insurance, and performance targets agreed by contract to make it work. Here I also want to respond to João, the militant from the Forum for Urban Reform, and tell him that we do want social control. [...] We want to have more social control, and for this reason we hired social workers in all our regional and metropolitan offices with permanent contracts in order to listen to the population. Therefore, rather

than privatising, we are strengthening COMPESA. It is easy to say that the PPP is a privatisation in disguise [...] but we plan to defend the public company through coordination. If people do the homework and read our PPP contract will see that COMPESA has the upper hand through coordination. The contract gives COMPESA the strength to make the private company comply with the contract and if they do not comply, we have fines, performance indicators, etc. Society must follow up the compliance with these indicators, and society will have a direct channel of communication with COMPESA. [...] I am not pretending that this is the best possible model, but have the authority to say that the current model is not meeting the expectations of the population, does not meet the needs of the poorest, and we need to change the model. If there is a different model to the one we are implementing now, we will also try it. But the model that we have today is a public-public partnership [...] that is not attending the objectives of the population. [...] I would like to be here as President of COMPESA at the end of the 35 years of the contract of the PPP, I know I will not be, in order to be able to say: 'now that we finished this process and having being able to extend the service to the whole population, now I can afford the right to go back and give back the service to the public sector', if this were to be the decision to be taken in the future. However, we cannot continue with the current situation where we are not providing the service, the current model does not work and we do nothing, just keep complaining."



Figure 25. Edson Aparecido da Silva

"I would like to emphasise the need to reinforce the role of the state in relation to our goals of universalization of the access to water and sanitation services, independently of people's capacity to pay. For us, universalization means the guarantee of water of adequate quality, in adequate quantity, 24 hours per day 365 days per year, with collection and treatment of sewage and proper management of solid waste and drainage. I also want to emphasise the need to create and reinforce instruments of social control over the delivery of water and

sanitation services. We know that the water and sanitation sector in Brazil made much progress since the year 2000. We broke free from the decades that we now define as those of 'institutional vacuum', thanks to the passing of Law 11.445 in 2007. The Law created and defined the national guidelines for water and sanitation, a Law that among other merits, rescues the need for planning and opens the possibility to create instruments of social control and places the municipalities as protagonists of water and sanitation initiatives. Also Law 11.107 passed in 2005, the law of public consortia that in its Art. 13 addresses the water and sanitation sector and provides for the creation of Public-Public Partnerships. This is what we actually defend here, the strengthening of Public-Public Partnerships. [...] Brazil's water and sanitation sector is today affected by the dictatorship of large-scale infrastructure works and projects. This logic is entrenched and the interested parties like the project and construction companies behind the schemes are resisting the efforts to transform the current situation. In relation to social control, one of the great challenges that the popular governments must overcome to achieve the effective exercise of social control is the need for knowledge symmetry between managers, the public power, and the private initiative. Also, it is of little use to create a number of councils for debate and discussion if at the moment of taking the important structural decisions the social movements are not taken into account. [...] Today in Brazil most water and sanitation services are public, despite the strong presence of the private sector in some stages of service delivery, whether through subcontracting or through the design and execution of large infrastructure works. However, we suffer permanent threats, some of which are already concrete such as in the case here in the metropolitan region of Recife. In many cases the private sector becomes the direct operator of some services, including the direct collection of payments from the users, for 25, 30, 35 years. Today these private operators have 10% of the water and sanitation market in Brazil but they could reach 70% in the next 10 years, that's the target set publicly by the private sector. We argue that the universalization of access to water and sanitation services will not be achieved without a strong and robust presence of the state. The private sector players whose objective is to make easy profits are not interested in the poor areas where the needs are greater. [...] We defend the creation of a national programme to support the elaboration of municipal plans for water and sanitation through the provision of technicians, training, and strengthening the funding for the plans. We also defend the creation of a programme by the federal government to recover and revitalise public

water and sanitation operators. In relation to technology, Brazil is a country with continental dimensions and with very different realities, characteristics, and needs. Water and sanitation projects must take into account these differences. Experiences such as the condominial and the integrated sanitation systems implemented in Mustardinha community here in Recife must be multiplied all over the country, even in metropolitan regions like in São Paulo, where millions live in very similar situations. We must confront the megalomaniacs of the water and sanitation sector. Finally, we must strengthen the instruments for social control, we must institutionalise these instruments to protect them from destruction. We defend the need for investment to promote the symmetry of knowledge between different actors, to avoid situations where the participation of the population is used to rubber stamp the actions of the government. [...] We must also recover our capacity for indignation. We will not have a country free from poverty until all men, women and children have full access to water and sanitation."



Figure 26. Bismark Saraiva

"... for example, the green areas of Recife have become over time laboratories for our universities, to develop dissertations, projects, etc., but seldom these dissertations and projects have been discussed with us in the popular sector. People discuss here, in the university, but do not come to discuss in the popular neighbourhoods. Then, these dissertations and projects are completed in the universities but when it comes to their practical implementation they don't work, because people do not have contact with the practicalities of life in the popular base. Thus, to address the challenges presented here today we first need to change people's mind sets, especially in those people who are in the university and go on to occupy positions of power. Or those who are elected to occupy positions of power. When these actors are in a position to take decisions, for instance to allocate resources, people in the popular movement are not given the right to decide

where the resources will be invested. This is the key problem, it is not enough to write good dissertations and give electoral speeches if you do not have the disposition to sit and discuss the destination of the resources. This is the big challenge, the political discussion. The transparency about where to invest the resources and how to take the decisions for their allocation with the popular power. The majority of the forums that I know do not have effective participation, popular decision making. You organise a council, and the majority of members are from government or from private companies, and when the decisions are taken the rest of society is in the minority. [...] We tried to establish a partnership with the university, but it was a tremendous difficulty and we were unable to do it. We are trying to negotiate and see if we can bring the university into a partnership in order to develop capacities in the popular neighbourhoods so that people there can understand the technical language. Because we do not have that capacity. People in the popular areas know about their daily matters, they live the confrontation, they go in their daily struggle for life, the real struggle, and therefore they do not have the capacity that others have to follow up and monitor projects, investments, etc. Then, I think that today here we have an important opportunity regarding participation. We have several organisations present here, and we need to deepen this discussion, because there are different interests at stake. There are no children here today, everyone here is pushing the fish towards their own net. Thus, the people from the popular movement who live in Mustardinha, who live in Beirinha, as I do, or that leave in Afogados, or in Campo do Banco here nearby, we have our own interests. Business people have their own interests, and the workers unions and other organisations too. What we want is to participate in the slicing of the cake and be able to discuss the allocation of resources to ensure that the population in need receives the attention."



Figure 27. Marcos Montenegro

"I want to talk about universalization and regulation. It is interesting that so far today no one mentioned the word regulation in the debate, and I wanted to remind ourselves about the current debate on the topic in Brazil. The National Basic Sanitation Law presents these fundamental principles, first universalization and then integrity, meaning an approach that prioritises not just water supply and sewerage but also solid waste, urban cleaning, and drainage. [...] I worked all my professional life in water and sanitation, but now I have been 'thrown' into the waste sector. As I work now with the issue of solid waste in the regulatory agency of the Federal District in Brasilia I have the responsibility to call the attention here to issues related to waste, which have not been addressed here today. [...] According to the federal legislation the responsibility for the formulation of strategies to solve these problems lies with the municipality. Municipalities have to develop public policies for basic sanitation that include elaborating plans for basic sanitation. The law even says, which was an original proposal made by Wladimir and later included in the law, that service contracts for public services that are not based on municipal plans are invalid. Actually, this is one of the issues that we have used in Brasilia to fight a proposal of the municipality to create a PPP for waste management. We asked: 'where is the municipal plan? If there is no plan, the contract that you will sign will be invalid'. [...] We were able to stop the PPP, which entailed a contract worth 30.7 billion reais but an investment of only 700 million. [...] I suggest that you visit the blog PPPpodre [Rotten PPP] (<http://ppppodre.blogspot.co.uk/>), where you can find all the relevant information about this case."



Figure 28. Léo Heller

"Law 11.445 effectively gives centrality to planning. Actually, some have argued that planning is the central element of the law, the main guide for the politics of sanitation and one of the main instruments of sanitation public policies. As Montenegro suggested earlier, it is a condition for the validity of contracts. Municipalities have to respect a number of requirements according to the law, as the

municipal plans must be approved by the municipalities, must take into account the river basin plans, must be updated every 4 years, must have a duration of 4 years, their approval must have popular participation through public hearings and consultations and, very important, must apply to the whole territory of the municipality and cannot focus merely on the municipal centre or the urban areas. These plans must become the main tool for the municipality and be a reference for service providers, whose compliance with the plans must be monitored by the regulators. In short, the law is very wise and complete in the sense that it requires the existence of a plan, and the plan becomes the master instrument to guide the delivery of sanitation services. The law even requires a national plan (PLANSAB), which is currently in the phase of approval. The law requires that all municipalities in the country must have a plan by 2014, and those that do not comply with the deadline of 2014 will not have access to resources. [...] Therefore one of our great challenges is to leave behind a prevailing vision that is largely traditional and adopt an approach to planning that is more strategic. [...] For instance, the conceptual base is fundamental, as the concepts present in a given plan are not neutral. For example, in the elaboration of the National Plan for Basic Sanitation (PLANSAB), we put at the centre the inclusion of a number of concepts that must be used in the planning process. To give a simple example, today here several concepts were mentioned, such as universalization. Someone even said today that in Pernambuco universalization means reaching 80% of the population with sewerage connections. Clearly this is a joke, but the planning process seeks to universalise, with equity, with integrity, involving the traditional communities, to achieve full coverage." 💧



Conference closure

As suggested by the excerpts in previous pages, the last session of the conference elicited heated discussions. It went unusually late and we had to stop the discussion because of the time, but people remained in place until the last moment. The final words by DESAFIO's coordinator explained that this conference was the initial step of the process and that more opportunities will be developed throughout the research process.



Figure 29. José Esteban Castro

"Unfortunately we now have to take an 'authoritarian' decision, but it is for the collective good! We do not have now more time for debate, as it is almost 7pm. However, I wanted to say that our project has just started, and this has been a very good way to start. This has been the first event and we will be able to generate more opportunities to deepen the debate. We could stay here until midnight and surely would not finish, but our challenge is to continue developing these spaces for debate. Of course these spaces are not perfect, and some of you may feel that there was not enough time for discussion. Few people had enough time, and the presenters in the final session felt this too. However, we left more space for the discussion with the President of COMPESA because we knew that for many of the people present here, this was an issue of the utmost importance. Our commitment is to continue generating these spaces during the course of the project. [...] Finally, I want to reiterate our gratitude to the state government of Pernambuco and to the Municipality of Recife, which supported our conference with much generosity. Also, we are very grateful to the social organisations that contributed to the preparation of the conference and that also participated very actively in today's debate. The Forum for Urban Reform, the Urban Workers Unions, and all the community organisations that attended the event.



Figure 30. Panel 3 and Closing session with the local conference organisers

Finally, I would like to invite the local team that took responsibility for the organisation of the event to come here for a group picture. Hermelinda Rocha, Alexandre Ramos, Demetrius Rodrigues, Fabrícia Gomes, and the whole team of students that assisted them in the process."💧



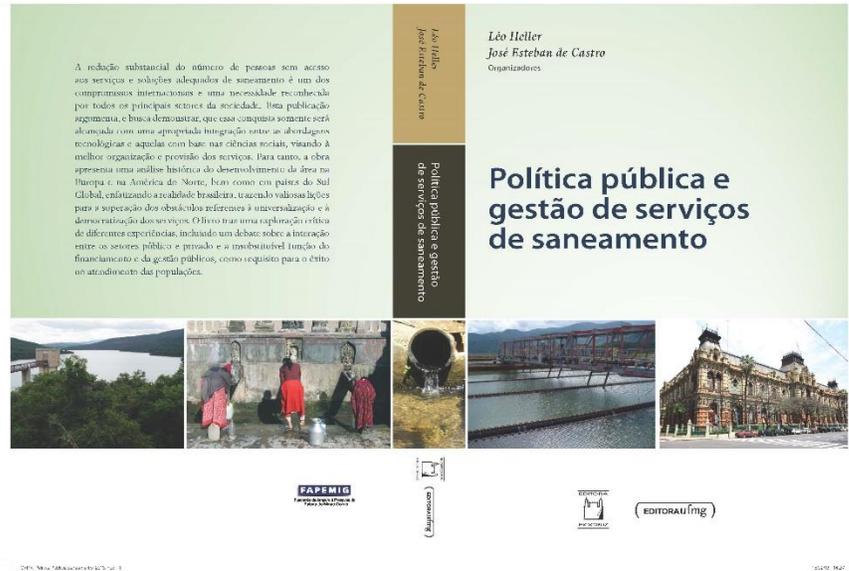
PROCEEDINGS OF THE FIRST INTERNATIONAL CONFERENCE

FOR DETAILED INFORMATION AND TO DOWNLOAD PRESENTATIONS VISIT THE [Conference Webpage](#)

We are also working on an edited book in Portuguese with the conference proceedings.

Publications

During the First International Conference we presented the Portuguese version of [Water and Sanitation Services. Public Policy and Management](#) (Earthscan 2009, Routledge 2011) edited by José Esteban Castro and Léo Heller. It was published in Brazil as Léo Heller and José Esteban Castro (eds.), [Política Pública e Gestão de Serviços de Saneamento](#) (2013), FIOCRUZ and UFMG Editors, with an additional section dedicated to Brazil.



DESAFIO NEWSLETTER



DESAFIO is a Collaborative Project (CP-FP-SICA) funded by the European Union's Seventh Framework Cooperation Programme. Theme 8: Socio-economic Sciences and Humanities. Grant Agreement N° 320303.

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