

HUMAN RIGHTS-CONSISTENT COMMUNITY ORGANIZING GUIDEBOOK

Preface

This Human Rights-Consistent Community Organizing Guidebook serves as a guide for community organizers and development program implementers in mobilizing the active and direct participation of stakeholders, particularly the marginalized sectors of waterless communities.

It describes the Human Rights-Consistent CO Framework which (1) presents that human rights based approach (HRBA) facilitates organizing and development; (2) explains that HRBA reduces poverty among water users; and, (3) describes the organizing phases and strategies using human rights based approach (i.e. PANTHER) to community organizing and development. The conceptual framework integrates interventions employed during the community organizing phases. Thus contributes to education by specifying how interventions based on principles and practices of human rights based approach for social change may be effective in providing improved water services with the active participation of the poor.

A – BACKGROUND

1. Joint Programme Millennium Development Goal Fund 1919

The Philippine government is committed to attain the Millennium Development Goal to fully provide waterless communities with water services by 2025. In the short term (2012), UNDP administers the MDGF 1919 Joint Programme which envisions to at least halve the waterless population through the Spanish government's fund support to "Enhancing Access to and Provision of Water Services with the Active Participation of the Poor".

MDGF 1919's Outcome 2 being implemented by the Department of the Interior and Local Government through the Water Supply and Sanitation Unit of the Office of the Project Development Services provides the soft component by organizing and building capacities of water users associations¹ of the 36 waterless municipalities, consistent to human rights.

a. The United Nations' Commitment to Human Right

The United Nation's Charter expresses the core commitment of all member-nations to *the dignity and worth of human person*². These are described as goals and efforts

¹ Also Barangay Water Supply and Sanitation Association, Community Water Users' Association, Cooperative

² The UN Charter, 1945 – Preamble para 2:

WE THE PEOPLES OF THE UNITED NATIONS DETERMINED

aimed at eradicating ignorance, disease, poverty and all conditions that restrains the freedom of the individual insociety. Article 28 of the Universal Declaration of Human Rights of 1948³in turn ushered in the *interrelatedness of development (social and international order) and human rights* which was further clarified by the UN Declaration on the Right to Development of 1986,⁴ defining *development as a comprehensive process aimed at realizing a maximum of human rights*. The Vienna Declaration and Programme of Action of 1993 affirmed this interrelatedness from which the Millennium Declaration 2000 originated. As an offshoot, came the Millennium Development Goals⁵.

Human Rights⁶ are freedoms and entitlements, legally enforceable claims, norms, rules, limits and checks on state action and action of others. HR are ends and means to achieve human life with dignity which stems from the idea that people should have rights just because they are human beings. These rights are *universal*, meant for everyone, regardless of race, religion, ethnicity, nationality, age, sex (also women's rights), political beliefs (or any other kind of beliefs), intelligence, disability, sexual orientation, or gender identity.

The Philippines, as a signatory to these international commitments implements the Joint Programme MDGF 1919, supports the human right-consistent community organizing as a component. The Department of the Interior and Local Government, the National Economic and Development Authority, the National Water Resources Board, the Local Water Utilities Administration, Department of Health, Nation Anti-Poverty Commission, National Commission on Indigenous Peoples, and, the Local Government Units as partner agencies of the JPCollaborate to promote, protect and facilitate fulfillment of the state's obligation to human rights, specifically the poor communities' right to water and sanitation. This is anchored on the right of every individual to his/her freedom of action within a social set up as a guaranteed universal human right.

- *to save succeeding generations from the scourge of war, which twice in our lifetime has brought untold sorrow to mankind, and,*
- *to reaffirm faith in fundamental human rights, in the dignity and worth of the human person, in the equal rights of men and women and of nations large and small, and,*
- *to establish conditions under which justice and respect for the obligations arising from treaties and other sources of international law can be maintained, and,*
- *to promote social progress and better standards of life in larger freedom,*

³Article 28 Universal Declaration of Human Rights of 1948: *Everyone is entitled to a social and international order in which the rights and freedoms set forth in this Declaration can be fully realized.*

⁴UN Declaration on the Right to Development of 1986: *Development is a comprehensive economic, social, cultural and political process, which aims at the constant improvement of the well-being of the entire population and of all individuals on the basis of their active, free and meaningful participation in development and in the fair distribution of benefits resulting therefrom; Article 3: 1. States have the primary responsibility for the creation of national and international conditions favourable to the realization of the right to development.*

⁵The Danish Institute for Human Rights

⁶Maria I. Socorro, a leading human rights advocate description of HR.

b. Republic Act 6716⁷ the Legal Basis for the Organization of Barangay Waterworks and Sanitation Association

The Philippines passed RA 6716 of 1989 to organize the Barangay Waterworks and Sanitation Association, it provides that the state shall construct water wells, rainwater collectors, develop springs and rehabilitate existing water wells in ALL BARANGAYS through the Department of Public Works and Highways.

RA 6716 required the formation and organization of a BWSA in every barangay for O&M of water facilities, thus, promote the quality of life of every Filipino through provision of adequate social service including, but not limited to the provision of adequate potable water supply made conveniently available to every barangay.

The 2010 Baseline Survey identified the BWSAs, operating in the 36 municipalities as the same water users associations, organized as water service providers separate from the Local Government Units:

- Cooperative, registered with the Cooperative Development Authority;
- BWSA or Association, registered with the Securities and Exchange Commission;
- BWSA or Association accredited by the Sangguniang Bayan; or,
- BWSA or Association managing water system as Barangay LGU managed.

This Guidebook use Water Users' Association (or BWSA) to refer to organized water users which will operate and manage water system upon its turn over.

B - THE HUMAN RIGHTS- CONSISTENT COMMUNITY ORGANIZING FRAMEWORK

1. Objectives of the CO Process Framework and Guidebook

This conceptual framework shall serve as guide for community organizers and development program implementers to mobilize the active participation of stakeholders, particularly the marginalized sectors of waterless communities. Specifically, this framework:

- (1) Discusses the log frame of community organizing using human rights approach (i.e. PANTHER) for target groups in waterless communities;
- (2) Presents the human rights-consistent community organizing process of BWSA and capacity development methodologies;
- (3) Identifies the roles and functions of claimholders, duty bearers and institutional arrangements to address issues on access to water; and,

⁷ Republic Act No. 6716 - An act providing for the construction of water wells, rainwater collectors, development of springs and rehabilitation of existing water wells in all barangays in the Philippines, March 17, 1989

- (4) Discusses the roles and functions of the BWSA and the WATSAN Council within the development phases of the CO Process.

2. Human Rights-Consistent Community Organizing Framework

a. DUTY BEARERS AND CLAIMHOLDERS

Human Rights are the underpinning principles of the state as duty bearers in organizing waterless communities to promote, protect and fulfill its obligation to the progressive realization of the right to water and sanitation of claimholders. The 36 Local Government Units represent the state in providing the basic rights for which the communities are entitled to, like, right to adequate food, education, health, work, social security, housing, among others.

The claimholders or individuals within the waterless communities are composed of:

- Residents, across socio economic groups
- Physically challenged (persons with disability/ physically),
- Ethnic groups (Aeta, Manobo, Maranao, etc.),
- Genders, especially women,
- People from the uplands, lowlands, coastal, swamps, grasslands,
- Individuals whose houses are located at the head, middle, and tail end portion of the water system

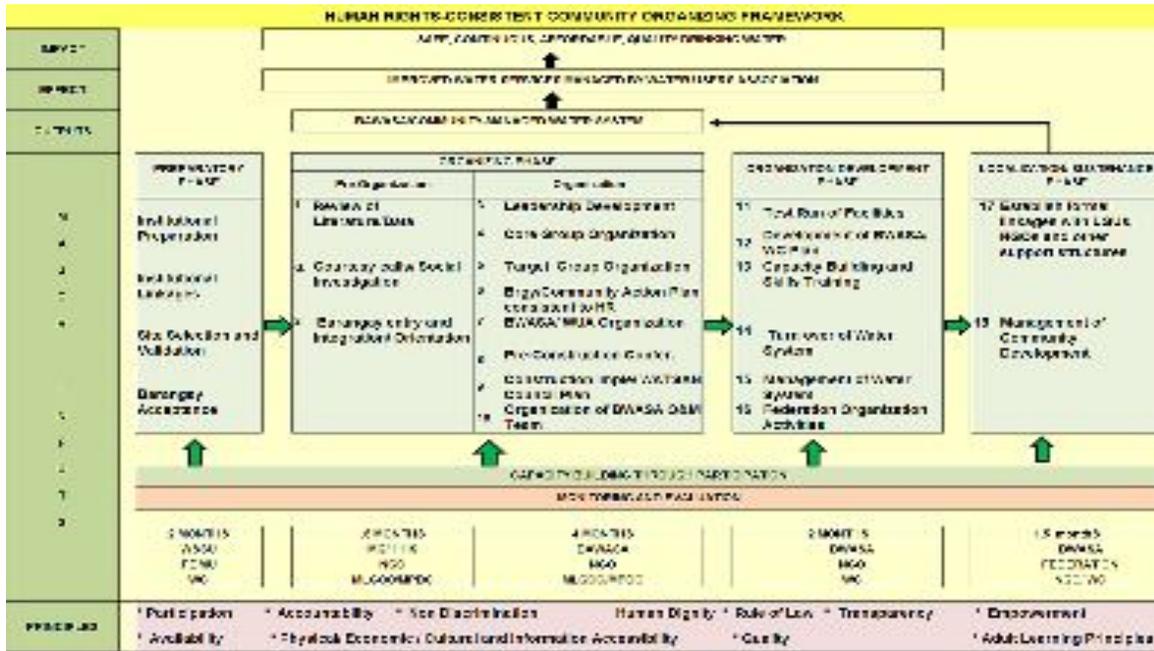


who are organized into a community water and sanitation association, clothed with the right to demand water and sanitation services⁸ as their basic right.

As BWSA, it shall serve as conduit, partner and arm of the state to fulfill its obligation to the right to water and sanitation.

⁸Goal 7, Ensure Environment Sustainability: Target 7.C Halve by 2015, the population of people without sustainable access to safe, drinking water and basic sanitation.

b. Figure 1. Human Rights-Consistent Community Organizing Framework



c. IMPACT, EFFECT AND OUTPUT

Organizing communities is envisioned to impact on the overall water and sanitation situation of the municipality and ultimately the country as it complies with the MDG commitments of a safe, continuous, affordable, quality drinking water.

As a community-managed water system, the BWSA will serve the community members themselves; make accountability more accessible; transparency, easily practiced; and/or, demonstrate greater care to ensure safe, continuous, affordable, quality drinking water. Thereby, result to improved water services.

The BWSA⁹ is envisioned to manage the O&M of water systems to residents/consumers and to link up with different local entities towards community development.

d. MAJOR INPUTS

The major inputs to ensure success of enhancing access to and provision of water services with the active participation of the poor includes: 1) the CO Process, preparatory and organizing phases; 2) capacity building through participation as a

⁹The water users' associations to be organized through the MDGF 1919 CO Process shall be referred to in this paper as Barangay Water and Sanitation Association (BWSA) until their formalization when they adopt their legal name: as an association, or cooperative.

strategy; 3) monitoring and evaluation along the whole CO Process; 4) time frame; and, 5) stakeholder-groups.

1. Community Organizing Process

1.1 **Preparatory Phase** - involves activities and outputs necessary to prepare the LGUs and Programme implementers to start. These are initiated by the DILG, the Implementing Agency to start up: Institutional preparation, institutional linkages, site selection, mobilization of personnel/ NGO to perform CO work, and training/ orientation, baseline community data and mapping, barangay/s' acceptance, and kick off/mentoring. This covers about two (2) months.

i. **Institutional Preparation** – this aims at establishing the policies consistent to the promotion, protection and fulfillment of the state's obligation to the right to water and sanitation; structures, mechanisms and manpower required to enable the partner agencies to operate during the Programme implementation. Orientation meetings are to be conducted among top level decision makers to level off understanding of the Programme, set commitments (funds, manpower, supervision time, facilities) and timelines. The Project Management Office - the Water and Sanitation Unit of the Office of the Project Development Services - spearhead these series of activities.

ii. **Institutional Linkages** – this aims at expanding the circle of commitments to implement the Programme. This entails establishing tie-ups among the different agencies, presentation of document, concepts, approaches and procedures to formalize the commitments, and start mobilization of resources. Trainers training, orientation workshops, leveling off meetings are to be conducted among mid-level and field level personnel to create the support system of the Programme across levels.

iii. **Site Selection and Validation** - Field level mobilizations start as an offshoot of the institutional linkages. From the Municipal WATSAN Councils' feasibility study results, site selection is undertaken by identifying CO's deployment area using the following criteria:

1. Existing P3W Facilities – functional
2. Existing BWSA – to be organized or strengthened
3. Population – potential beneficiaries (increase in population served)

4. Development Cost
 5. Development Plans of the municipality
- iv. **Baseline Community Data and Mapping** – this entails the initial step to validate the baseline data and mapper barangay to ensure availability of water sources, boundaries of community to be served, commitments of the barangays, availability of resources for the Programme. The Municipal WATSAN Councils conduct this activity.
- v. **Barangay Acceptance** – this activity aims at formalizing the acceptance and commitment of the barangay being at the frontline in fulfilling the obligation of the state to the right to water and sanitation of the community. The WATSAN Council generates this commitment of support and assistance to the CO process.
- vi. **Kick Off Meeting/ Mentoring** – this meeting is expected to generate deeper appreciation of the Programme policies, approaches, and processes among LGUs, WATSAN Councils, NGOs and other stakeholders; and, to establish:
1. Concrete Action Plans of the COs as Entry Plan and Community Organizer's Plan towards a Human-Rights Consistent BWSA.
 2. Roles/Responsibilities of the different Programme partners NGO/DILG(RO/Prov)/WATSAN Councils (Prov/Mun).
 3. Target Barangays to be organized based on criteria to enhance the availability, accessibility and quality of the water and sanitation services.
 4. Procedures on financial disbursements/ reporting of accomplishments with NGO partner.
 5. Human rights-consistent CO process.

The CO Action Plans define milestones indicating the role of the CO and the community starting from the CO's entry to the community up to the time of his/her formal exit.

- 1.2 **Organizing Phase** – this involves organizational activities to prepare the community of water users relative to structures, policies, tasks, leadership, membership, technology requirement to operate based on their vision, mission and goals; and, set the BWSA plans, implementation, and monitoring and evaluation procedures. This phase covers a minimum of 4.5 months and is divided into two (2):

- i. **Pre-Organizing**- this entails activities of the community organizer (CO) to prepare for a well coordinated and planned entry into the community through a conscientious review of data and documents already available about the community; courtesy calls and social investigation to clarify with local functionaries about their plans, thrusts, and seek support for the CO work and barangay entry (.5 month).
1. **Review of Literature**– includes collection and review of documents/ secondary data about the deployment community. Also aimed at coming up with discussion materials for the Barangay Council as context for courtesy calls and barangay entry.
 - a. **Courtesy calls and social investigation**– refers to endorsement of community organizer and courtesy calls to Barangay Council. The objective is to generate deeper appreciation of the deployment area and its history; and to seek support from the Barangay Council for the Programme implementation, its concepts/features.
 2. **Barangay Entry and Orientation**– this entry to the community is aimed at: 1) facilitating the conduct of participatory methodologies (situation analyses) with the Barangay residents and target groups¹⁰ which include the poor, women, indigenous peoples, persons with different abilities, youth, older persons; poor residents, regardless of the distance of houses from the source of water; 2) determine the community's history of participation; 3) orient to the progressive realization of the state's obligation to fulfill the human rights of local citizens to water and sanitation as entry point.
- These community meetings' agenda includes: orientation to Programme concepts, context, human rights, stakeholders tasks, responsibilities, CO process, activities, outputs and presentation of CO (team) to the Barangay Council by the Municipal WATSAN Council. Volunteers are solicited/ requested to participate in validating baseline data and assessment to establish socio-economic, political and technical information about the community directly or indirectly related to water and sanitation.
- ii. **Organizing**– this entails social preparation and mobilization activities, to organize and develop- Leadership Development, Core Group

¹⁰Also referred to as marginalized groups of the barangay.

Organization; identify the long list of potential core group members and engage in water and sanitation related informed collective decision making activities, such as:

3. Leadership Spotting and Development

The CO conducts integration, focus group discussions with the target groups and residents to validate data, deepen feedbacks on assessment results, and generate interest for follow-up activities as community counterpart to the Programme.

From these mobilizations the CO identify interested individuals who have high potential for leadership, and select not more than five people as core group per target group. The CO ensures that at least two women are selected per core group.

4. **Core Group Organization** – refers to formation of work groups to assist/ facilitate mobilization of marginalized groups. These core groups are equipped with more project information (information, education and communication materials) they could use to recruit potential BWSA members. Core group assist the CO to determine functionality of existing BAWASA which is willing to: 1) assume ownership, management and responsibility over the water supply facilities; and, 2) promote sanitation and hygiene. The Core Groups assume advisory role to the Target Groups and BWSA upon their formalization.
5. **Target Groups Organization** – entails the formal organization of households which could be within the service coverage of the water system, composed of households which can be served by the same tapstand. These are IPs/poor/persons with disability/ older persons' households within the community as members of the BWSA. These target groups shall form separate groups with the youth and women members of their households. The women participation at this level shall be at least 40%. Target Groups are finalized as Tap Stand Group upon completion of test run of the water system.

The Target Groups shall set their vision, mission goals, identify functions of the TG; elect their leaders/representatives¹¹; and act as base of the BWSA organizational structure.

6. Development of the Community Action Plan(CAP) – the organized TG shall convene to formulate the CAP.

The barangay action plan is a blueprint which articulates their claim to human rights. The target groups are assisted to generate a broad listing of ideas and suggestions to promote, protect and fulfill the right to water and sanitation of the community and community needs, not necessarily focused on water supply and sanitation. The CAP shall identify who would be responsible to do what, resources required and counterpart community contribution to the action plan.

The CAP shall be submitted to the WATSAN Council via the MLGOO, and to the NGO which shall package this information into their report for possible future project that the future federation may address in partnership with the community. The CAP shall be one of the bases to monitor the development of organizational management skills.

The **WATSAN Council Plan** is drafted at this point to serve as a guide in working with the organized BWSA. This Plan shall provide for hygiene and sanitation program, articulation of other skills needed for O&M and repair of facilities, special projects which promote, protect and fulfill the rights of the community to their basic human rights.

7. Organization of BWSA– refers to formalization of organizational structures, systems and procedures, policies and mechanisms for water system's OPERATION AND MANAGEMENT (O&M). At least 25% of the BWSA leadership shall be composed of women to ensure meaningful participation.

7.1 The core groups with the organized Target Groups shall sit down to adopt a name, draft the BWSA constitution and by-laws; set the organization structure, functions, policies, and,

¹¹Chairperson, vice, secretary, treasurer, auditor

procedures. O&M policies, and systems and procedures shall serve as the draft Customers' Service Code.

7.2 The draft constitution and by-laws are distributed to allTG officers for broad based participation of members.

7.3 Ratification of constitution and by-laws and O&M policies – this entails the first tribe assembly of the BWSA.

7.4 Election of officers and standing committees are conducted. These officers and committees shall have clear mandate, leadership and membership.

7.5 Elected officers shall prepare documents for registration/ accreditation to obtain legal status.

a) **Registration of BWSA** to appropriate government agency is their option based on vision, mission and goals. These registering agencies include:

- Securities and Exchange Commission
- Bureau of Rural Workers
- Local Waterworks Utilities Administration
- Department of Social Welfare and Development
- Cooperatives' Development Authority

b) Accreditation is obtained through a resolution passed by the Municipal Sangguniang Bayan.

Officers are assisted by the CO to secure all pertinent documentations required (deed of donation, health potability clearance, water permit from National Water Resources Board, constitution and bylaws, officers and members of the association).

7.6 Standing Committees concerned with O&M of the water system shall study data for pre-construction conference in terms of possible route of facilities; tariff rate and construction schedule.

8. **Pre-Construction Conference**– the objectives of this one-day activity are to define:

- The water source
- Design of water system/ technical plan,
- Costs -program or works and bill of materials
- Time frame of construction plan, and,

- Delineated roles and functions of the WATSAN Council, Construction contractor and BWSA.

Through this activity, the BWSA and WATSAN Council validate the design data; determine the number of potential households to be served; possible tariff rate; and, help finalize the route of the pipe system, costs, timelines, manpower requirement and construction monitoring team. This is meant to improve appreciation of ownership of the water system by the BWSA.

BWSA officers shall have women, IPs, youth, persons with disability, older persons to attend this conference to ensure the appropriateness of the designed facilities.

The CO shall ensure that specifications of the water system have been discussed with the BWSA officers, Board of Directors, committees, target groups' leaders at least one (1) week before the Pre-construction Conference.

9. **Implementation of Construction Plan and WATSAN Council Plan** – the objective is to ensure that Construction Plan is implemented as planned and the Construction monitoring team are mentored/ trained on the job during the construction time.

The WATSAN Council Plan is finalized at this point in preparation of the test run and turn over of the water system. The WATSAN Council shall facilitate the monitoring of the Construction Plan with the BWSA.

10. **Organization of BWSA O&M Team**—this entails agreement of BWSA criteria for selection and/or hiring of O&M team to manage the water system based on the draft Customer's Service Code. The O&M Team shall be composed of five (5): 1 - system's manager/caretaker, 1- plumber, 1- bookkeeper, 1- cashier, and, 1- auditor.

- 1.3 **Organization Development Phase**— is meant to further develop the capacity and skills of organized BWSA to engage in the test run/ adjustment of water facilities; manage their plans; mentoring/ training on O&M of the water system; turn-over of fully functioning water system; manage the water system

and initiate federation organization activities. The BWSA, with the O&M Team and WATSAN Council shall finalize the customer's service code; O&M plan, financial plan and community development plan in preparation for the next phase. This covers 2 months.

11. **Test Run and Adjustment of System** – entails one (1) day activity for the initial water system operation by the BWSA O&M team. The WATSAN Council leads this activity with the contractor who shall finalize the water system's O&M manual.

The BWSA officers and O&M team shall be oriented to the mechanism of the system, functions and limitations of its parts, and, time study of operation. BWSA O&M team, officers and members shall be posted at strategic locations of the system to determine actual time of operation; identify and report leaks if any. The contractor with O&M team adjusts pipes; fix leaks, etc. if needed.

12. **Development of BWSA-WATSAN Plan** – the objectives of the BWSA and WATSAN Council Plan is primarily to integrate directions and actions towards community development after the CO's phase-out. This Plan shall contain any or all of the following capacity development initiatives to respond to claims for other human rights of the community based on the Community Action Plan (item 6) and draft WATSAN Council Plan (item 9) above:

- 12.1 Capacity building/ skills training – it is necessary to prepare O&M Plan, Bookkeeping policies and procedures; and, Mentoring scheme; Localization of customers' service code; and, Information, education and communication campaign

- 12.2 Conflict-management procedures

- 12.3 Anti- corruption measures;

- 12.4 Other content areas of Plan: Livelihood; Health and Sanitation; Environment; Climate change; Water quality and preservation; Gender; Organizational health; and, continuing water and sanitation expansion of service coverage.

The CO shall facilitate preparation of BWSA draft plan, from the Target Groups, before the actual meeting with WATSAN Council to integrate the Plan.

13. **Conduct of Capacity Development and Skills Training**– this entails conduct of capacity development and skills training in preparation for O&M of the water system. This training intervention is meant to help the BWSA attain organizational maturity through common experience among its officers, O&M team and members to strengthen their bond, leadership and management groups. These can be any or all of the following:

- O&M
- Bookkeeping policies and procedures
- Customers' Service Code; and,
- Information, education and communication campaign
- Leadership training, value formation
- Organizational Management and Bookkeeping
- Operation and Maintenance and Repair of water facility
- Information, Education and Communication
- Sanitation and Hygiene promotion
- Livelihood
- Other identified training needs.

Capacity building through participation is the major strategy of the CO Process; hence, after 1) general orientation, these training activities will be conducted on-the-job, through, 2) demonstration/mentoring/coaching, 3) pilot testing/ assessment, and 4) replication. The system's O&M training shall be conducted using the Godparent Mentoring Scheme, used by Water Districts¹².

IEC interventions shall complement the capacity development/ skills training and awareness raising activities conducted by the CO on:

- Gender responsiveness
- Disease, hygiene, education, health care and sanitation

¹²Godparent Mentoring Module for On Site Skills and Knowledge Sharing prepared by IDS is part of the Toolbox.

- Excreta, liquid and solid waste disposal
- Initiation and management of barangay projects
- Anti-corruption measures
- Environment sanitation, health and hygiene
- Climate change
- Water conservation
- Protection of water resources and watershed
- Livelihood projects
- Resource mobilizations

14. **Turn Over of the System**—this entails the formal transfer of a completed, operating water system to the BWSA for O&M management.

14.1 Required documents (from BWSA) before Transfer:

- a) Constitution and By Laws
- b) Organizational Structure
- c) List of household members
- d) Customers' Service Code

14.2 Documents to be Transferred to BWSA (by LGU):

- a) As built plan
- b) O&M Manual
- a) Water Permit

15. **Management of the System** – this entails the actual hands on management of the operation and maintenance of the water system by the O&M Team consistent to agreed Customers' Service Code.

16. **FederationActivities** – entails the formation of Municipal Federation of Water Users associations. It is meant to institutionalize support systems at the barangay/ municipal and provincial levels to ensure that BWSAs would help and sustain each other. The Federation shall be responsible for the continuing capacity development of the BWSA, advocacy and IEC campaigns, and networking. As an umbrella organization the Federation shall ensure the availability of organizational, technical and financial resources of the BWSA to fulfill its mission to

promote, protect and fulfill the right to water of the communities/ service coverage.

- 1.4 **Localization and Sustenance Phase** – a very important phase where the BWSA performed its functions and continue to localize their plans towards sustenance. The CO prepares for phase out and assists the BWSA to link up with local entities within the community like membership in the Barangay/ Municipal Development Council. BWSA leaders shall perform their roles more and assist the CO prepare accomplishment report for the general assembly. This phase covers one and a half (1.5) months.

17. **Localization of Plans**– entails the translation, installation and localization of O&M Plans, Financial Plans, Customer Service Code, IEC and the BWSA.

The BWSA (and Federation) as juridical persons, are officially recognized regular members of the Barangay /Municipal Development Council.

18. **Management of Community Development** – entails the participation of the BWSA in the co-management of the development of their community with the WATSAN Council through advocacy, and establishment of support groups to enhance water services with the participation of the poor, especially management of O&M of the water system.

The BWSA and Federation should be able to plan, implement, monitor and evaluate its projects/ activities based on their experience during the construction implementation.

This completes the CO Process which signals the phase-out of the CO from the community.

2. Capacity building through Participation

Capacity building is an important element to the success of the MDGF 1919 which is envisioned to commence at the project inception until the BWSA has demonstrated sustained management of the water system or a maximum of one (1) year operation and management after turn over. This means that at the level of LGUs, the WATSAN Council and the Technical Working Group have participated during the project management cycle (Pre-feasibility study phase, Feasibility Study, Detailed Engineering Design, and Construction, until O&M). On the other hand, the community of water

users have participated through informed collective decision making during the same project development phases. This is a necessary process in organizing and development of capable BWSA/ WUA/ Water Service Providers Federation.

3. **Monitoring and Evaluation** - entails two (2) activities during the CO Phases.

3.1 Monitoring of Community Organizing Process – refers to the monitoring of activities and outputs derived from the process. The LGU through the WATSAN Council, the PDMU and WSSU shall monitor the conduct and outputs of the CO process as a measure to ensure faithful implementation of plans.

3.2 Assessment and Planning of CO Process – refers to the regular conduct of assessment meeting/ workshop to determine status of accomplishment based on plan, facilitating and/or hindering factors; action taken; gaps; and recommendations.

4. **Time Frame**

This CO process covers eight (8) months excluding the two (2) months preparatory phase of the Programme.

5. **Underpinning Principles of CO Process**

Human Rights are the underpinning principles of the state and communities to speed up human development momentum that is genuinely inclusive, sustainable and pro-poor towards the global post-2015 development agenda of making “waterless” communities, “water-ful” or with access to water. These agenda, translated into a structure of multi dimensional approaches link the socio-economic development to human rights and freedom.

The CO principles operating through the community organizing participation process facilitate stakeholders’ influence and control of development initiatives, resources and decisions affecting them. These set the quality of effective functioning of the state for good governance and organized citizens enjoying their human rights.

a. **Key Principles**¹³

1. **Participation** – is the direct control, ownership and management by the people of public decision making. Participation is inclusive; it encourages people to organize

¹³Participation, accountability, non-discrimination, transparency, human dignity, empowerment, rule of law, Human Rights Based Approach to Development Planning Toolkit (PANTHER)

themselves and to genuinely, freely, actively participate in decision making. Participation requires efforts to reach out to those most affected by public decisions and the inclusion of the less privileged, vulnerable and affected in decision making. Participation mandates the incorporation of people's views in all public decisions and actions. Participation must be voluntary, recognized by law, free or not subject to sanction or threat and active¹⁴.

Participation is the process where stakeholders influence and control development initiatives, resources and decisions affecting them.

2. **Accountability** – Two general approaches in understanding accountability:

- a. **Accountability as answerability or accountability** as deriving from external- generally political control, accountability as compliance with rules and elected officials preferences, accountability as principal-agent relationship where the agent is responsible to a principal, accountability as hierarchical answerability, accountability that shapes bureaucratic behavior through sanctions and penalties; and,
- b. **Accountability as meeting expectations**, or accountability as self control based on expectations and norms, accountability with overlapping relationships (not principal-agent) which reflect different expectations, accountability as bureaucratic discretion in identifying, defining, and managing expectations, accountability as the conscious balance between multiple sources of democratic control, accountability as adherence to professional ethics and responsible behavior.

3. **Non-discrimination** is the entitlement to all human rights without distinction of any kind, exclusion or restriction or preference based on race, color, ethnic origins, sex, gender stereotypes, prejudices, and expected roles, language, religion, political or other opinion, national or social origin, descent, inherited social status, property, birth, disability, age, nationality, marital and family status, sexual orientation and gender identify, health status, place of residency, economic and social situation and membership in group.

Equality guarantees that women and men enjoy all human rights on an even, like or same basis. Equality however, does not mean that women and men are treated in exactly the same way in every situation. Equality recognizes that certain conditions in society sometimes result in – to maintain – inequality, hence, governments must

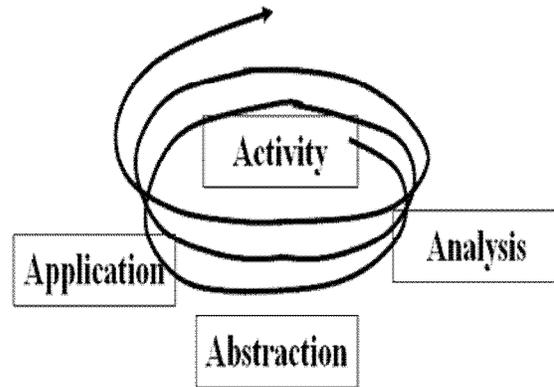
¹⁴ *The International Association of Public Participation (IAP2) Core Values of Public Participation (2007)*

take temporary special measures to remove those conditions that cause or perpetuate inequality. Equality allows government to extend preferential treatment to women who experience inequality or imbalance for a limited time in order to correct their situation. Equality requires that public decisions and actions target both women and men and address gender factors, issues and concerns that contribute to inequality.

4. **Transparency**- means that all public actions and decisions are visible, free from obscurity, unhidden, clear and distinct. Transparency requires that public documents, decisions, rules, regulations and processes are readily and freely accessible, contain complete information, are released on a timely basis, are written in easily understandable language and presented in people friendly forms and media. Transparency allows claimholders and other actors to see openly into all activities of duty bearers (e.g. financial policies, correct and accepted accounting system)
5. **Human Dignity** – as basis of all human rights and rests on the intrinsic value or worth of the human person. Human dignity is immutable, it is the same at all places and at all times. Human dignity is non-negotiable, irreversible.
6. **Empowerment** – acknowledges and respects the people’s capacity to think and act freely for and on their own behalf, create solutions to address their own problems, control their own destinies and fulfill their potential. Empowerment emphasizes people’s efforts to realize their human rights and bring about the necessary changes to address their situation. Empowerment encourages people to exercise choice in the face of power relations and structures in society. Empowerment builds the capacity of people to engage in the decision making process.
7. **Rule of Law** is more than a mechanical or narrow or rigid application of laws and rules, it is equity, fairness, justice and impartiality in determining conflicting claims. It is a fair and just legal framework coupled with impartial and effective implementation. The principle of the rule of law requires: a) that conflicts be resolved impartially on the basis of fact in accordance with law and without improper influence or pressure; b) availability and accessibility of independent and impartial judicial or administrative forum to act on conflicts; c) provision of appropriate remedies and effective redress mechanisms, including appeals mechanisms and , d) inclusion of efficient monitoring mechanisms to ensure impartial and just implementation of laws, rules and regulations.

- b. **Adult learning principles**¹⁵ are anchored on six (6) basic principles for effective learning, namely: (1) voluntary participation; (2) mutual respect; (3) collaborative spirit; (4) action and reflection; (5) critical reflection; and (6) self-direction.

In practice, the adult learning principles are operationalized and captured in Filipino's four (4) cyclical, spherical steps or the **Figure 2. ADULT LEARNING PROCESS**, taken as mechanism for mentoring/coaching or on-the-job training: Angtunaynaguro ay karanasan (Activity), napinagnilayansakatahimikan (Analysis). Angbagongnatuklasan (Abstraction) ay isabuhaysabagongkasanayan (Application).



D – HUMAN RIGHTS CONSISTENT COMMUNITY ORGANIZING AND DEVELOPMENT STRATEGIES

The human rights-consistent community organizing seeks the active participation of the community residents through a cascading system of informed collective decision making process. This results to equitable sharing of benefits, burdens, efforts and resources. The CO process ensures the equal right of every household to water service regardless of its distance from the source. The human rights based approach to community organizing values a society that welcomes diversity with tolerance, yet is socially cohesive.

The human rights based approach to development stimulates demand for constant innovation to the wellbeing of the community and its residents through their participation in an integrated, comprehensive Programme that guarantees full and equal enjoyment of all human rights; a development Programme that promotes a political environment which guarantees inclusion and respect for human rights; strengthens the exercise and claim to their human right; and, enjoy a sustained quality of life consistent with human dignity.

The active participation of the poor can be mobilized for their own development through the *interplay of legal and policy responses*¹⁶ where the state is duty bound (accountable)

¹⁵Understanding and Facilitating Adult Learning. [Brookfield, Stephen D.](#)

¹⁶Caroline Moser, et.al., Overseas Development Institute (ODI) *To Claim Our Rights: Livelihood Security Human Rights and Sustainable Development 22 (2001)*;

to promote, protect and fulfill the basic human rights of individuals (to water and sanitation) through the coherent functioning of government, socio economic, political and cultural structures.

Essentially, this requires organizing water users into a legal entity to entitle them to participate in the development of policy, operation, management and/or ownership modalities of water and sanitation provision. Thus, ensuring enhanced access to and provision of water services with their active participation.

The major strategy for implementation of the HRBA to community organizing and development is the capacity building of stakeholders through participation which places individual- human beings at the center of development. This does not however, diminish the importance of other strategies.

1. Characteristics of WUA (representative, democratically elected, legal, federated, 25% women at apex organization, self mobilizing)

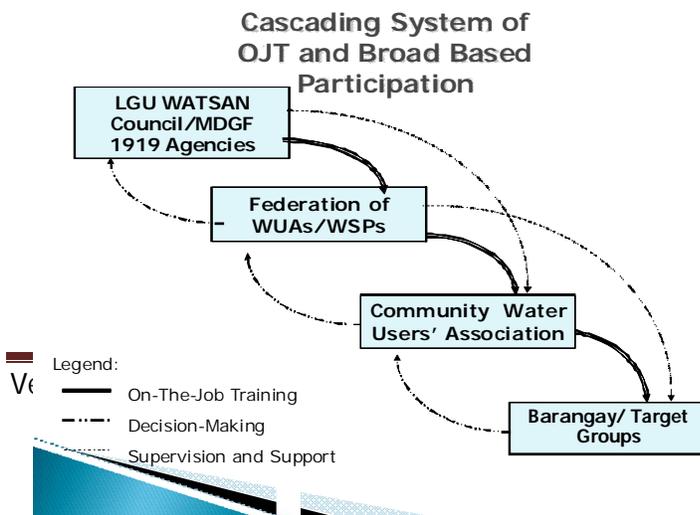
Organization of Water Users Associations entail the organization of the target groups which are led by their representative/s; submitting its documents to appropriate agencies to bestow them with legal personality, clothed with basic right to enter into contract with another juridical person. This legal mandate is based on the membership’s demand to innovate service provision as well as facilitating access. These objectives are embodied in their charters and articulated through their vision and mission statements.

Hence, a Federation Water Service Providers at the municipal level is envisioned to be organized to afford sufficient resources for expansion, rehabilitation and/or sustained professional management of the water and sanitation systems.

2. Cascading system of Mentoring/ on-the-job training

An efficient and effective mechanism to ensure capacity building among Programme

stakeholders: water users per target group, their association/ federation office bearers, and WATSAN Councils is the cascading system of mentoring or on the job training. This entails feed forward and feedback mechanism to ensure all



target groups are given equal opportunity to participate using their agreed structures and articulated by leaders and members in a meaningful way. This entails consultants/DILG, train WATSAN Council/Technical Working group on the job, who in turn train federation of WUAs and WSPs officers on the job, in turn train the community water users associations or water service providers and barangay/ target groups.

3. Informed Collective Decision Making

The quality of the organization depends on the quality of informed opinions arrived at, at each level of organization or water users/ water service providers. Informed collective decision making is arrived at only when WUAs/ WSPs federation down the line are provided with expert advice from government functionaries coupled with community's indigenous knowledge, their cultural and ethnic values are respected and allowed to evolve through the cascading system.

4. Broad based participation

Broad based participation of target groups through the cascading system is necessary to ensure the development and sustained operation of the federation of WUAs or WSPs. This broad based participation is arrived at when an informed opinion by each target group is arrived at through a policy statement, a memorandum of understanding, a plan or a formal document which pushes for their human rights. The ability of the target group for an informed collective decision making is a direct responsibility of the state (Article 3) through the LGU WATSAN Council in collaboration with Programme agencies.

E – ROLES OF STAKEHOLDERS

1. **Target Groups** – smallest unit of the Water Users' Associations composed of households/residents, women, elderly, person with disability, indigenous peoples organized within the barangay/ municipality, which draw water from the same water system. The marginalized or vulnerable groups are especially organized as target groups to ensure full representation in meetings and ICDM. The target groups shall engage in local governance processes, ensure the promotion, protection and fulfillment of their members' human rights, especially the right to water, demand accountabilities and promote gender equality. As a general assembly, the target groups shall be the highest policy making body of the association at the same time perform oversight functions and participate in development activities of the community.
2. **BWSA / WaterUsers Association-** shall be composed of the different target

groups in the community organized in a hierarchical fashion. The BWSA/WUA shall be organized to operate and manage the water system and community development with their Barangays. They shall engage in local governance processes, ensure the promotion, protection and fulfillment of their members' human rights, especially the right to water, demand accountabilities and promote gender equality. As a water service provider, the WUA shall provide safe, affordable, continuous and quality drinking water to all residents of the community and regularly consult and provide information to the community.

3. **Federation of Water Users' Associations and Water Service Providers** – shall be composed of Water Users Associations and Water Service Providers operating within the municipality. The Federation shall act as the umbrella organization of the WUAs and WSPs to perform networking, advocacy, capacity building for officers and members of WUAs, WSPs to engage in local governance processes, ensure the promotion, protection and fulfillment of the human rights of local residents, especially their right to water. The Federation shall identify areas for development and recommendations and represent the residents-members of BWSA in activities that would enhance access to and provision of water services with the active participation of the poor. The Federation shall articulate the attainment of their shared vision.
4. **WATSAN Council** – shall act as local oversight body on water matters, regularly engaging the community in regular dialogues and consultations; promote gender equality in policies and plans; ensure integrity of the local water governance, and promote and protect the rights of the local citizens to water; identify areas for development and recommendations to enhance access to and provision of water services to the poor; and (a) regularly evaluate the organizational capacities of the WUAs/ WSPs in terms of providing safe, adequate, affordable and continuous quality water services, and (b) regularly consulting and providing information to the community; and conduct regular internal assessment of the roles and capacities of the WATSAN Council.
5. **The Local Government Units through the Water and Sanitation Councils** shall act as local oversight body on water matters; support, monitor and train BWSA towards becoming partner/ water service providers.