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International and Kazakhstan experience in issues of water security and water resources: institutional and regulatory aspects

Abstract. The systematization of the UN approaches to water security is presented, key reports and publications on this subject are analyzed. The experience of foreign countries (Kenya, Saudi Arabia, Jordan, Ecuador, Israel, Turkey, etc.) in the issues of water resources regulation has been consolidated. Kazakhstan's experience is characterized by the development of a regulatory framework, the availability of an authorized state body in the field of water resources and a vision of the problem of water security in the concept of transition to a green economy and foreign policy. At the same time, the issue of developing a state program of water security is actualized. At the present stage, new challenges have emerged due to the constant floods, which contribute to an increase in the amount of melt water. Therefore, a complex of measures is needed to improve institutions, government programs and legislation.

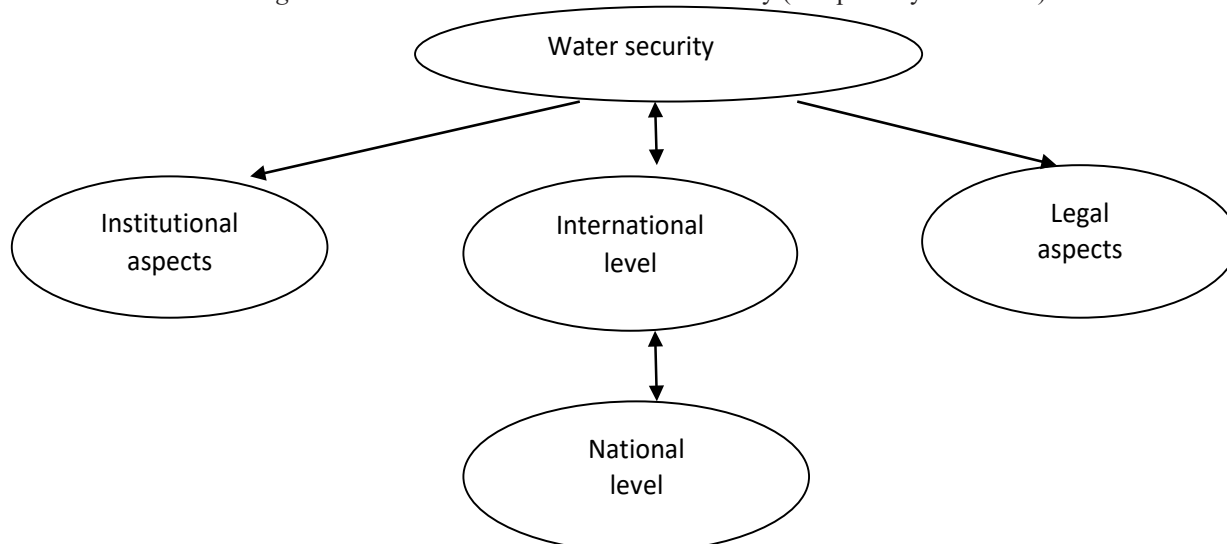
Key words: water security, water resources, water factor.

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Introduction. The study of water security issues involves consideration of two levels - international and national. The international level is associated with the identification of ongoing processes, trends, and initiatives in a global context. At the national level, problems, contradictions and solutions in the field of water security at the local level are determined.

The international and national level of the study of understanding of water security provides for institutional and regulatory sub-levels (see Figure 1).

Figure 1 - Levels and sublevels of water security (compiled by the author)



Aim and objectives. The purpose of the study is to examine the international and Kazakh experience in supply of water security and water resources management.

In accordance with the aim, we set research objectives.

First of all, mechanisms and institutions for supplying water security at the international level should be investigated. Today the UN activities are on the first place. The International institute recommends initiatives, holds events, publishes reports and materials on water issues.

Secondly, on the basis of UN materials, to consider modern experience in the regulation of water resources and ensuring water security.

And also, thirdly, to determine the causes of the relevance of water issues in Kazakhstan, to explore programs, conceptual documents, legislation on water security issues.

Research methods. At certain stages of the study, the document analysis method [1, 14 p.] was used, since the UN reports on water security, the concept of transition to a green economy and foreign policy and the Water Code of Kazakhstan were studied.

For analyzing the situation of water security in the republic, the toolkit of the expert assessment method was used. This method is justified, since “one of the main characteristics of expert assessments is their probability. The method is based on the ability of the individual to provide useful information in the face of uncertainty. [2, 34 p.]. In addition, it should be noted and expert vision of the issue or aspect, which allows a meaningful understanding of the problem.

Results / discussion.

On the international level, the role of the United Nations in the development and strengthening of water security instruments is given.

The world community should be aware of the rational use of water resources. The future of the next generations depends on the attitude of each person and society towards water. Based on these considerations, March 22 was declared the World Water Day. The World Water Day Initiative was discussed at the 1992 UN Conference on Environment and Development in Rio de Janeiro. The resolution of December 22, 1992 decided to declare March 22 of each year the International Day of Water Resources, which was later renamed World Water Day and which is celebrated since 1993 [3].

At the global level, there is a shortage and access to fresh water. More than 40% of the world’s population is deficient in water [4]. The negative dynamics only increases every year. A separate problem is related to access to clean water. 783 million people on Earth and more than 1.7 billion people living in river basins are deprived of this opportunity.

At the UN level, thematic conferences were devoted to the water issue. So, in 1977, one of the first UN conferences took place. The International Decade for Drinking Water Supply and Sanitation from 1981 to 1990 was initiated. An estimated 1.3 billion people in developing countries have gained access to water within the framework of the decade. Subsequently, the International Conference on Water Resources and the Environment (1992) and the World Summit “Planet Earth” (1992) were held [4].

In 2003, important proposals were initiated. First, the International Year of Freshwater has been declared, and the UN-Water has been launched. It should be noted that the practice of implementing measures within the framework of the ten-year period continued. The General Assembly proclaimed the period 2005-2015 the International Decade for Action “Water for Life”. The Millennium Development Goals envisaged halving by 2015 the proportion of people who do not have permanent access to reliable water sources. This task was completed five years ahead of 2010.

According to UNICEF, 91% of the world’s population has access to improved drinking water sources.

In the UN Sustainable Development Agenda, access to water and sanitation has become a separate Objective Number 6. Objective 6 is inextricably linked to issues of health, food security and climate change, as well as disaster resilience and ecosystem management. The UN Security Council in 2011 stated that climate change has serious security implications, stressing that the water environment in this regard is the most vulnerable [4]

The latest data on water aspects is of interest according to the latest Sustainable Development Goals Report:

- 3 out of 10 people do not have access to drinking water services organized in compliance with safety requirements;
- 6 out of 10 people do not have access to sanitation services organized in compliance with safety requirements;
- from 79 countries, 59 percent of all domestic sewage is cleaned in compliance with safety requirements;
- in 22 countries (mainly in North Africa, West Asia and Central and South Asia), the water load exceeds 70 percent, which indicates a high probability of future water shortages;
- from 157 countries, in 2017–2018 the average implementation rate of integrated water resources management systems was 48%;
- in 2017, the average share of national transboundary basins covered by the existing cooperation mechanisms was only 59% (according to data from 62 of 153 countries sharing transboundary waters) [5, 7 p.].

Thus, the measures taken at the international level have developed mechanisms for solving problems in the field of water security based on the consistent activities of states under the auspices of the UN. Meanwhile, attention should be paid to the annually published world report on the state of the world's water resources. The analytical document presents the current state and key problems of states within the framework of water security, taking into account international experience.

The World Water Development Report 2018 contains the current experience of countries of the world [6, 81-85, 88, 90 p.].

Saudi Arabia has practiced a traditional approach to land and water management, called Hima. The concept of Hima has 1,500 years of history in the Arab world. In accordance with this scheme, interested parties collectively control pasture land use and are responsible for the preservation of land, seed stocks and water resources.

In Jordan, a project was implemented to revive traditional land use in the Zimarka river basin on the basis of the Hima. At the regional level, land management capabilities have increased among local communities. According to the results of the project, the regional economy received a boost and the ecology in the Zarka river basin changed.

The introduction of environmental charges in 1997 in New York saved the catchment area and saved the city more than \$ 300 million per year for water treatment operations and operating costs. It should be noted that in the city apply a variety of environmental measures. In 1972, the Clean Water Act (CWA) was adopted, establishing the rules for the discharge of pollutants into surface water bodies. Sustainable development programs were developed. For example, the New York Department of the Environment (DEP) published its “Green Infrastructure Plan” in 2010.

In Latin America and the Caribbean, there is experience in implementing schemes known as “investment in catchment services”. In 2013, the Association of Water Supply and Sanitation Regulators of the Americas (ADERASA) was created. The mission of the association was to systematize and analyze the experience of Latin American countries in investing in green infrastructure, as a means to improve water availability and prevent deterioration of water networks.

On Lake Naivasha (Kenya), recognized as a “wetland of international importance”, a project was being implemented to overcome environmental problems. Intensive information and awareness-raising seminars on land and water management issues were conducted.

In March 2015, the Tana-Nairobi Special Water Fund was launched to provide residents with clean water in the lake basin. The fund works on the model of public-private partnership. In the first four years of development, \$ 4 million was raised on the basis of voluntary contributions.

Also, the fund financed the Global Environment Facility, which allocated \$ 7 million. The water fund used a mechanism to encourage farmers using better resource management techniques. The water fund worked with more than 15,000 farmers in the region.

Egypt has a history of using built wetlands for wastewater treatment. A pilot project for the construction of wetlands at Bilbeis was implemented 55 km north of Cairo. Constructed bogs led to the recovery of treated wastewater at the secondary level, which was used to irrigate eucalyptus trees and produce packaging boxes.

The Water Conservation Foundation (FONAG) in Ecuador is the first and one of the most successful projects in Latin America. Water resources supplied to the capital, Quito, have deteriorated due to negative farming practices. The municipality of Quito in 2000 formed the FONAG Trust Fund. The fund is financed by contributions from its members, which include most of the water users in the region (water and electric utilities, a brewery, a bottled water company, etc.). Thanks to the activities of the foundation, it was possible to maintain water withdrawal in accordance with qualitative characteristics.

In addition, the approach of Israel and Turkey in the provision of water in matters of investing in infrastructure is interesting. In June 1964, the Israeli water pipeline was put into operation from Israel's only freshwater lake Kinneret. About 400 million cubic meters of water is delivered through the conduit annually. Turkey in 2015 built a water supply system under the Mediterranean Sea for the supply of drinking water to Northern Cyprus under the name "North Bridge". The cost of the project was more than 450 million dollars and a length of 80 kilometers. The capacity of the conduit is more than 100 million cubic meters of water.

Currently, Chinese scientists are proposing to build a Russia-Kazakhstan-China main water pipeline. The source should be the Altai Territory of Russia, suffering from regular floods.

At the first stage it is planned to build a water conduit with a length of up to 1.5 thousand km until 2026. Capacity will be 600-700 million cubic meters. Cost up to 13, 4 billion.

Within the framework of the second stage, the second stage will be erected with a capacity of up to 2.4 billion cubic meters per year. Cost up to 75 billion dollars. Given the growing demand for water resources in China, we agree with the authors of the report that there are prospects for the implementation of this project [7].

The following examples of international experience show the following features:

- introducing elements of public-private partnerships;
- formation of institutions, specialized water funds for investment in infrastructure;
- use of traditional water use experience with the introduction of modern water management practices;

- direct informational work with the target audience (farmers, landowners) in order to explain the consequences of the irrational use of water and land resources;

- engaging of international institutions, the expert community and civil society.

In Kazakhstan, the issue of water safety is of particular relevance. In our opinion, this is due to objectively negative reasons.

First, due to the desiccation of the Aral Sea. The decrease in sea level and the intensification of the process of desertification aggravated the ecological state of the region. Water scarcity reduces the possibilities for the development of agriculture and the economy as a whole.

Secondly, the issue of transboundary rivers is aggravated: the Urals, Ili, Irtysh, Syrdarya, Chu and others. These rivers account for a significant share of the water supply of the regions along which they flow. The factor of transboundary rivers requires foreign policy interaction between neighboring states - China, the Russian Federation, Uzbekistan, and Kyrgyzstan.

Thirdly, it is necessary to further improve the management of water resources in Kazakhstan in terms of forecasting, regulating drainage, and providing settlements with fresh water.

Fourth, there are questions about the environmental education of the population. In agriculture and in the home, an irrational approach to the use of water resources is maintained.

Domestic legislation has developed an appropriate regulatory framework for water resources. The main document regulating the sphere of water resources and water use is the Water Code¹. This legislative act regulates the use of water resources in the republic.

Water security issues are reflected in strategic documents and concepts of the Kazakh state. “Strategy - 2050” considers the shortage of water resources in the context of global threats of the present². In the concepts of Kazakhstan’s transition to a green economy of³ and the concept of Kazakhstan’s foreign policy for 2014–2020⁴ reflects current problems of water security of the republic. The differences between the concepts in our opinion is that the transition to a green economy is associated with a rational approach to water resources, and the water factor in the concept of foreign policy is considered in the context of interaction of neighboring states of Kazakhstan on transboundary rivers. It should be noted that in the concept of transition to a green economy, it is stated that the share of transboundary rivers is 44% of the inflow of surface waters. However, it is estimated that by 2030 this inflow will be reduced by 40%⁵.

The Kazakhstan scientific community is actively discussing the topic of active water intake by China on the Irtys River. Without going into the details of this issue, one should cite the comparative data on the water availability of the two countries. China specialist K. Syroezhkin gives figures - the specific water availability of Kazakhstan is 37 thousand m³ per 1 km² and more than 7 thousand m³ per person per year. Water availability in China is 2.2 thousand m³. [7].

In 2014, the state program of water resources management in Kazakhstan for 2014-2020 was adopted. However, this program has become invalid in accordance with the Decree of the President of the Republic of Kazakhstan dated February 14, 2017 No. 420 on approval of the new state program for the development of the agro-industrial complex for 2017-2021.

The goal of the program was to ensure the water security of the republic by improving the efficiency of water resources management. The target indicators were⁵:

By 2020, a reduction in water consumption per unit of GDP in real terms by 33% compared to 2012;

- an increase in additional surface water resources by 0.6 km³ by 2020;
- the proportion of water users who have constant access to the central drinking water supply system: in cities not less than 100% and in rural settlements not less than 80% until 2020;
- share of water users with access to sewage systems: in cities of at least 100% until 2020. In rural areas not less than 20% until 2020;
- meeting the annual needs of natural objects in water and maintaining navigation at a level of 39 km³.

The selection of the indicator on the reduction of water consumption demonstrates the need to change the mentality of the individual and society in matters

of water resources. Irrational approach to the use of water contributes to the growth of water scarcity in the medium and long term.

¹Водный Кодекс Республики Казахстан от 9 июля 2003 года № 481-ІІ

²Послание Президента Республики Казахстан - Лидера нации Нурсултана Назарбаева народу Казахстана «Стратегия «Казахстан-2050»: новый политический курс состоявшегося государства» от 14 декабря 2012 г.

³Указ Президента Республики Казахстан от 30 мая 2013 года № 577 «О Концепции по переходу Республики Казахстан к «зеленой экономике».

⁴Концепция внешней политики Республики Казахстан на 2014 – 2020 годы. Утверждена Указом Президента Республики Казахстан от 21 января 2014 года № 741

⁵Указ Президента Республики Казахстан от 4 апреля 2014 года № 786 «О Государственной программе управления водными ресурсами Казахстана».

In addition, the state program “Ak Bulak” for 2011-2020 was adopted by the Government of the Republic of Kazakhstan on May 24, 2011 No. 570 to provide water to the regions of the country. The goals and objectives of this program were then transformed into a program for the development of regions until 2020 in the framework of the Decree of the Government of the Republic of Kazakhstan dated June 28, 2014 No. 728.

In our opinion, the constant change of state programs in the field of water resources does not contribute to the development of a new level of water industry.

The authorized body for water resources is the Committee for Water Resources of the Ministry of Agriculture. The State Institute carries out:

- leadership and inter-sectoral coordination on the implementation of state policy in the field of water resources management;
- improvement of the public administration system in the field of water resources management;
- development of international cooperation in the field of water resources management;
- ensuring state control in the field of water resources management.

Periodically, there are discussions in the expert community regarding the improvement of the activities of state bodies. Head of the laboratory of hydroelectric power plants and hydraulic structures of the Kazakh Research Institute of Energy named after Academician Sh. Chokin, M. Koshumbaev notes the lack of approaches to regulating melt water against the background of recurring floods in the country’s regions. The scientist proposes the creation of an authorized body - the Committee on Floods and the Conservation of Water Resources. The expert’s focus focuses on the development of hydrological science, the construction of hydrotechnical facilities for the collection of melt water, the lack of specialists, etc. [8].

According to some experts, new priorities have emerged in the field of water resources. Expert M. Shibutov [9], based on an analysis of the strategic plan of the Ministry of Agriculture of the Republic of Kazakhstan for 2017–2021, concludes that the water management system is designed to work against water scarcity. For preventive flood control measures are not provided. The main problem according to the strategic plan is to reduce surface runoff due to water withdrawal of neighboring states. In general, we agree with M. Shibutov’s view on a narrow understanding of the problem without taking into account current trends in the field of water resources.

To this, it should be added that the Kazakh scientific environment is also focused on the problem of the transboundary rivers Ili, Irtysh, Syrdarya.

The factor of transboundary rivers is viewed through the prism of interaction with China [10] and the states of Central Asia [11, 12] to resolve the water problem. However, we believe that theoretical and applied research of scientists on contemporary challenges in the field of water security is relevant.

In accordance with the above, it should be noted the problems associated with the improvement of certain areas of state programs in the water sector and management in Kazakhstan.

Conclusion. Thus, in the framework of the analysis, recommendations are made:

First, the improvement of legislation, government programs in the field of water resources, taking into account new trends;

Secondly, improving the quality of education, professionals involved in water issues;

Thirdly, active and continuous study of international experience;

Fourthly, the introduction into the curriculum of undergraduates and doctoral students in humanitarian specialties (“International Relations”, “Political Science”, “Regional Studies”, etc.) of the theoretical course “Water Security”

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Международный и казахстанский опыт в вопросах водной безопасности и водных ресурсов: институциональные и нормативно-правовые аспекты

Аннотация. Представлена систематизация подходов ООН к водной безопасности, проанализированы ключевые доклады и публикации по данной тематике. Обобщен опыт зарубежных стран (Кения, Саудовская Аравия, Иордания, Эквадор, Израиль, Турция и др.) в вопросах регулирования водных ресурсов. Казахстанский опыт отличается разработанностью нормативно-правовой базы, наличием уполномоченного государственного органа в сфере водных ресурсов и видением проблемы водной безопасности в концепциях перехода к зеленой экономике и внешней политике. Вместе с тем актуализирован вопрос разработки государственной программы водной безопасности. Поэтому необходим комплекс мер по совершенствованию институтов, государственных программ и законодательства.

Ключевые слова: водная безопасность, водные ресурсы, водный фактор.

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Су қауіпсіздігі мен су ресурстары мәселесіндегі халықаралық және қазақстандық тәжірибе: институционалдық және нормативті-құқықтық аспектілер

Аннотация. Су қауіпсіздігіне байланысты БҰҰ-ның көзқарастары жүйеленеді, аталған тақырыпта негізгі баяндамалар мен жарияланымдар, еңбектерге талдау жасалған. Су ресурстарын реттеу мәселелеріне қатысты шетел (Кения, Сауд Арабиясы, Иордания, Эквадор, Израиль, Түркия және т.б) тәжірибесі жинақталған. Қазақстандық тәжірибе нормативті-құқықтық базаның, су ресурстары саласында өкілетті мемлекеттік органдардың болуымен және су ресурстары қауіпсіздігі мәселесін жасыл экономика мен сыртқы саясат тұжырымдарына көшуді байланыстыруымен ерекшеленеді. Сонымен бірге, су қауіпсіздігі жөніндегі мемлекеттік бағдарламаны жасау мәселесі де алға қойылған. Қазіргі кезеңде еріген қар суларының көбеюіне байланысты жиі болатын су тасқындарының арқасында жаңа сын-тегеуріндер пайда болды. Сондықтан да, мемлекеттік бағдарламалар мен заңнаманы, институттарды кемелдендіретін кешенді іс шаралар қажет.

Түйін сөздер: су қауіпсіздігі, су ресурстары, су факторы.

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