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## **Developing a sustainability science approach for water systems**

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## Insight

# Developing a sustainability science approach for water systems

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1.

### ABSTRACT

2. We convened a workshop to enable scientists who study water systems from both social science and  
3. physical science perspectives to develop a shared language. This shared language is necessary to  
4. bridge a divide between these disciplines' different conceptual frameworks. As a result of this  
5. workshop, we argue that we should view socio-hydrological systems as structurally co-constituted of  
6. social, engineered, and natural elements and study the "characteristic management challenges" that  
7. emerge from this structure and recur across time, space and socio-economic contexts. This is in  
8. contrast to theories that view these systems as separately conceptualized natural and social domains  
9. connected by bi-directional feedbacks, as is prevalent in much of the water systems research arising  
10. from the physical sciences. A focus on emergent characteristic management challenges encourages us  
11. to go beyond searching for evidence of feedbacks and instead ask questions such as: What types of  
12. innovations have successfully been used to address these challenges? What structural components of  
13. the system affect its resilience to hydrological events and through what mechanisms? Are there  
14. differences between successful and unsuccessful strategies to solve one of the characteristic  
15. management challenges? If so, how is this affected by institutional structure, and ecological and  
16. economic context? To answer these questions, social processes must now take center stage in the  
17. study and practice of water management. We also argue that water systems are an important class of  
18. coupled systems with relevance for sustainability science because they are particularly amenable to  
19. the kinds of systematic comparisons that allow knowledge to accumulate. Indeed, the characteristic  
20. management challenges we identify are few in number and recur over most of human history and most  
21. geographical locations. This recurrence should allow us to accumulate knowledge to answer the above  
22. questions by studying the long historical record of institutional innovations to manage water  
23. systems.

24. Key words: water systems, socio-hydrology, institutions

25.

## **INTRODUCTION**

26. Water has always been, simultaneously, one of humanity's most fundamental resources and a potential  
27. threat. Indeed, water's natural spatio-temporal variability has made it a constraint on  
28. economic activity, posed threats to capital assets, and provided pathways for disease since  
29. sedentary settlements first appeared. Water is fundamental to the organization of human societies  
30. because most human uses of water require collective management. The resulting interactions among the  
31. social, engineered, and natural aspects of water systems generate challenges around managing flood  
32. risk, drought consequences, and water quality. We note that these challenges have consistent  
33. characteristics across diverse social, economic, and technical contexts, and so we call them  
34. 'characteristic water management challenges'. These challenges have been drivers of innovation  
35. in water institutions through millennia of human history. We argue that their recurrence and the  
36. multiplicity of institutional innovations that arose to address them over long historical time  
37. reveal general patterns of coupled social and hydrological system dynamics. Studying these patterns  
38. leads to a research program that can accumulate knowledge across cases and enhance our understanding  
39. of the institutional innovation needed to adapt to an uncertain future - both for water problems and  
40. sustainability problems more generally.

41. Interdisciplinary research in water systems has frequently used approaches from hydrology and  
42. engineering, combined with approaches from economics and other behavioral sciences. It hasn't  
43. often capitalized on strategies that take a broader institutional lens, such as from the  
44. Socio-Ecological Systems (SES) literature or political science. On the other hand, some aspects of  
45. water system research, particularly its long history of recognizing the deep coupling between  
46. hydrological states and collective social behavior, can also generate useful strategies for SES  
47. research. We believe that looking for regular patterns in institutional behavior and how these  
48. patterns recur in different contexts can contribute to a more generalizable understanding of  
49. sociohydrological systems.

50.

## **MOTIVATION AND METHODS**

51. This Insight paper is a synthesis of ideas that arose from an interdisciplinary workshop entitled  
52. "Modeling and Measuring Socio-Hydrological Dynamics Across Scales", held at the Santa Fe Institute  
53. in June 2018. The motivation for holding this workshop was to develop a more integrated  
54. understanding of how social, institutional, and economic activities influence water outcomes: both

55. human and environmental. These outcomes include both how productively, fairly and sustainably water  
56. is used, and the consequence of those choices on hydrological outcomes such as flood risk,  
57. groundwater depletion, or water quality. Authors Brelsford and Dumas saw a great difference in  
58. framework and language between the social science literature (including from socio-ecological  
59. systems) and the literature on water systems and water resources, developed by hydrologists, on the  
60. other. The water systems literature has made great strides in incorporating human factors in its  
61. analyses (e.g. Davies and Simonovic, 2011). However, it uses a restricted view of human agency, in  
62. the form of fairly deterministic rules for the dynamics of population-level variables or for  
63. individual-level behaviors (e.g., Elshafei et al., 2014; Gohari et al., 2017), or focusing on  
64. decision-theoretic frameworks for management (Merz et al., 2015). It does not typically integrate  
65. institutions and collective decision-making (with the important exception of the subfield of water  
66. conflict, which makes use of game theory to analyze conflicts, e.g. Madani et al., 2014). The social  
67. science literatures related to water, on the other hand, tend to describe in great detail the social  
68. arrangements developed to manage water on a case by case basis (e.g., Heikkila et al. 2011, Lubell  
69. et al. 2014), but with little systematic and deep connection to the hydrological outcomes deemed  
70. important by hydrologists and water managers.

71. We organized the workshop to explore this gap and attempt to build a common set of questions between  
72. fields concerned with water systems. Workshop attendees were roughly equally distributed between the  
73. social sciences and natural sciences (including political science, economics, sociology,  
74. anthropology, hydrology and engineering). The workshop's 23 attendees were gender-balanced,  
75. came from 5 continents and ranged from graduate student to senior scientist, all with research that  
76. focuses on water systems. Workshop time was balanced between informal, small-group discussion of  
77. early-stage research ideas, and plenary sessions focused on identifying shared research goals across  
78. the various intellectual communities represented. The plenary sessions explored drivers of water  
79. supply, demand and allocation conflicts on different temporal and spatial scales. In the informal  
80. sessions, researchers worked in small groups, contributing ideas to each other's existing  
81. research in light of the important questions identified in the plenary sessions. Methodological  
82. opportunities and challenges identified in the informal sessions also fed back in plenary sessions  
83. explicitly focused on methodological and empirical questions.

84. The diversity of backgrounds and approaches represented at the workshop allowed us to extract shared  
85. ideas that we think can help unify and move the study of water systems forward. As detailed in the  
86. rest of the paper, one of our main conclusions is that we can integrate institutions into  
87. hydrological modeling by asking different questions of the modeling effort and by identifying  
88. recurring patterns. We think that this reorientation may help socio-hydrology move away from  
89. predicting long-term dynamics and instead work toward analyzing how hydrological, economic and

90 . institutional factors interact to affect the resilience and adaptability of the system. Within the  
91 . social sciences, a focus on recurrent management problems can help better accumulate knowledge  
92 . across cases.

93 .

#### **CHARACTERISTIC WATER MANAGEMENT PROBLEMS**

94 . Over recent decades, researchers have sought quantitative theories to describe the behavior of  
95 . coupled human and physical systems (Anderies et al., 2004; Holling, 1973; Liu et al., 2007; Olsson  
96 . & Jerneck, 2018). This literature notes that inherent features, such as non-linearity, inter-  
97 . and intra-dependencies, non-stationarity, hysteresis, and multiple objectives, call for strategies  
98 . to describe and predict these system behaviors that are distinct from the empirical strategies used  
99 . successfully to explore natural and ecological systems independent of human activities. Despite  
100 . substantial effort (Anderies, 2015; Preiser et al., 2018; Schlüter et al., 2019), quantitative  
101 . frameworks that describe the behavior of coupled human and physical systems are still limited. We  
102 . propose that seeking generality across management challenges (as done for example in Srinivasan et  
103 . al., 2012), rather than across modeling problems will help advance sustainability science and  
104 . policy.

105 . What do we mean by generality across management challenges? We claim here that water problems in  
106 . different places and different times resemble each other, and that this resemblance should allow us  
107 . to gain generalizable knowledge about socio-hydrological systems' behaviors and management  
108 . strategies. For example, where water scarcity is a threat, the characteristic management challenges  
109 . generally concern allocation and the long-term (im)balance of supply and demand. Successful  
110 . management generally centers around the allocation of water rights or access to water across people,  
111 . economic sectors, and ecological uses (Coman, 2011, Brewer et al., 2006). Sustainable water  
112 . management also calls for addressing the inter-temporal and spatial dynamics of water consumption in  
113 . relation to reservoir or groundwater depletion (Fishman et al., 2011). When too much water is a  
114 . threat, institutional challenges generally concern the distribution of flood risk and water damage  
115 . across space and social groups. Impacts are influenced by flood mitigation, coastal protection, and  
116 . various forms of green infrastructure. Choices and policies about the physical location of human  
117 . activities affect the distribution and impact of risk across social groups, economic sectors, and  
118 . ecosystems (Di Baldassarre, et al., 2018; Li et al., 2016; Quinn et al., 2018). Water quality can be  
119 . impaired by biological (e.g. pathogens), geochemical (e.g. nutrients or pollutants) and thermal  
120 . (e.g. heat release) disturbances. When water quality is a problem, an important institutional  
121 . challenge is how to manage the deep causal uncertainty and ignorance about the cumulative impacts of  
122 . these disturbances, which tend to interact in complex ways and amplify over time (Beck, 1987;

123 . Polasky et al., 2011; Hering et al., 2015). Further challenges include the allocation of pollutant  
124 . loads and the monitoring, and enforcement of these allocations given the diffuse nature of non-point  
125 . source pollution (Scholz & Wang, 2006; Xepapadeas, 2011).

126 . A research program focused on water management challenges stands a better chance to deeply integrate  
127 . knowledge from different disciplines. It can also organize research so as to successfully accumulate  
128 . knowledge, thanks to the re-occurrence of these challenges in space and over a long stretch of  
129 . history, making it possible to draw systematic comparisons. In contrast, focusing on modeling  
130 . problems tends to lead to more siloed research streams that ignore important dimensions of the  
131 . system. For example, the current socio-hydrology literature models human-behavior in the framework  
132 . of differential equations. This implicitly leads scientists to model average behavior, leaving out  
133 . heterogeneity in individual behavior as well as collective decisions and institutions. As another  
134 . example, much work in political science and public policy focuses on modeling and measuring  
135 . cooperative behavior without necessarily having a clear representation of the water problem to be  
136 . solved.

137 . FIGURE 1 about here.

138 .

#### **GENERAL LESSONS FROM HISTORICAL INSTITUTIONAL INNOVATIONS**

139 . The study of both modern and historical coupled social and hydrological systems yields a wealth of  
140 . strategies, some successful, to address these characteristic problems. Ancient water managers  
141 . developed institutions and technologies capable of robustly coping with semi-arid and highly  
142 . variable climatic conditions (Nelson et al., 2010). They developed solutions to co-occurring  
143 . problems, including complementary arrangements to govern water withdrawals and the provisioning of  
144 . water infrastructure (Ostrom, 1993), or fine-tuned patterns of cropping that simultaneously address  
145 . water needs and other ecological variables (Lansing et al., 2017). Historical studies also inform us  
146 . on rates of adaptation to the changing availability of water (Hornbeck & Keskin, 2014), as well  
147 . as constraints to adaptation in the absence of storage infrastructure (Brown & Lall, 2006). The  
148 . historical record offers fantastic examples of how institutions are shaped by environmental  
149 . conditions, for example the gradient of water institutions from the humid American East to the dry  
150 . American West (Libecap, 2011), or the resilience of pastoral communities to the variable ecological  
151 . conditions of dryland environments (Boone, 2014). These examples of historical institutional and  
152 . socio-technical innovations demonstrate the broad range of strategies and sociotechnical transition  
153 . pathways that are observed when socio-hydrological systems respond to shocks and disruptive change  
154 . (Geels & Schot, 2007). Crucially, an emerging research agenda addresses the mechanisms by which

155. humans sometimes succeed and sometimes fail to modify institutions as water availability or patterns  
156. of water usage change (Garrick et al., 2013; Elshafei et al., 2014; Sivapalan & Blöschl,  
157. 2015).

158. Despite millennia of human experiments, the management of coupled social and hydrological systems is  
159. in need of innovation from practitioners and scientists. Old problems have become more acute and new  
160. problems have emerged due to 1) economic and population growth, 2) anthropogenic climate change, 3)  
161. an increasing recognition of the previously unaccounted-for water needs of both disadvantaged  
162. communities and ecosystems, but also 4) the growing complexity of inter-basin and cross-scale  
163. interactions, due to trade, large-scale infrastructure and land-use change patterns. We also need to  
164. manage the distribution of water availability and risk for users of different socio-economic  
165. characteristics, rather than merely focus on aggregate or average availability and risk (Brelsford  
166. et. al., 2017). There are many studies of inequality of water access and contaminant exposure in the  
167. environmental justice literature and development literature (Baisa et al., 2010; Tisdell, 2003).  
168. There are also studies about the conflict between urban and agricultural uses of water (Flörke  
169. et al. 2018), and the socio-ecological systems literature has focused on resource allocation in  
170. common-pool resource problems (Ostrom, 1993). However, analyzing the distribution of water quantity  
171. and quality across society is not currently a routine part of hydrological modeling (Zeitoun et al.  
172. 2016). These trends mean that social processes must now take center stage in the study and practice  
173. of water management for all fields. Given today's challenges, now is a critical time to  
174. extract general lessons from the historical record of institutional innovation.

175.

#### **QUESTIONS FOR FUTURE RESEARCH**

176. In order to draw lessons from history and devise sensible approaches for the future, more consistent  
177. and commonly shared framing of characteristic challenges are needed. In the past, much  
178. socio-hydrology research has focused on modeling problems framed by different scientific domains and  
179. their modeling techniques, followed by attempts to couple the models using two-way feedbacks between  
180. the physical and social components (e.g. Di Baldassarre et al., 2013). Alternatively, we can view  
181. socio-hydrological systems as structurally co-constituted of natural, engineered, and social  
182. elements and think of characteristic problems as phenomena emerging from this structure. For  
183. example, the conjunction of allocated property rights, and landscape and hydroclimatic features,  
184. results in a given spatio-temporal distribution of water. This perspective goes beyond searching for  
185. evidence of feedbacks between the separately conceptualized natural and social domains, as has been  
186. the focus in the field of socio-hydrology (e.g. Di Baldassarre et al., 2015). Instead it encourages  
187. us to explore questions such as: What methods have failed or succeeded in addressing these

188 . challenges? What structural components of the system affect its resilience to hydrological events  
189 . and through what mechanisms? Are there differences between successful and unsuccessful strategies to  
190 . solve one of the characteristic management challenges? If so, how is success affected by  
191 . institutional structures, socioeconomic context, and ecological conditions? How do people perceive  
192 . hydrological risk and how do perceptions change with changing natural conditions? How do  
193 . distributional heterogeneities in the consequences of an adverse event impede collective action to  
194 . address it? Based on an understanding of their co-constituted elements, can general typologies of  
195 . water systems and management strategies emerge?

196 . We need more convergence in the ways different disciplines (in particular hydrology, economics,  
197 . public policy and political science) formulate problems so that knowledge can accumulate across  
198 . cases. Social scientists are encouraged to develop typologies of governance failures to generalize  
199 . findings. They could also go beyond characterizing individual and collective decisions and  
200 . cooperation dynamics and trace the effect of these social dynamics on natural systems. Finally,  
201 . social scientists can address the paucity of comparative data on institutions. Natural scientists  
202 . are encouraged to incorporate richer conceptions of social systems, in particular by considering the  
203 . role that institutions play in water systems as distinct from the behavior of individuals such as in  
204 . Anderies et al. (2006), Souza Filho et al. (2008), or Dell'Angelo et al. (2018). Process  
205 . hydrologists might focus on developing modeling tools that are flexible, participatory, and open to  
206 . extension to allow institutional scholars and stakeholders to use them in ways that are  
207 . unanticipated. These tools should streamline the inclusion of both anthropogenic and natural  
208 . processes - for example including the ability to model impervious surfaces of various roughness,  
209 . urban contaminants and contagions, and hydraulic infrastructure. This leads to a focus on the  
210 . adaptive capacity of a system emanating from its institutions and infrastructure, rather than  
211 . predictive models of long-term coupled dynamics. Empirically, we must overcome the challenges of  
212 . combining social with hydrological and ecological data, where the latter measure features of a  
213 . continuous spatio-temporal field, while the former are discrete, often static, and may not coincide  
214 . with the spatial scale at which hydrological outcomes emerge. Advances in computer science and  
215 . hydrological modeling can help us combine these different types of data into more integrated and  
216 . causal analyses (Ferraro et al., 2019; Müller & Levy, 2019). Advances in digitization of  
217 . historical records, natural language processing, machine learning, and remotely sensed imagery can  
218 . help us address the paucity of data on institutions and social structure e.g. (Lansing et al.,  
219 . 2017).

220 . Finally, social and natural scientists are encouraged to observe and learn from the institutional  
221 . responses to stress that are being tried by water managers around the world, and consider how these  
222 . responses to local water challenges might be adapted across space, time, and scales. Collaborative



223 . decision-making strategies using techniques such as immersive computational tools and exploratory  
224 . modeling can support interactions at the interface of science and policy, helping scientists  
225 . communicate ranges of probable outcomes and helping policy-makers communicate to scientists ranges  
226 . of plausible decisions. In turn, this scientific research should enhance decision-support systems,  
227 . as well as inform sustainability science more broadly, especially since water management is a  
228 . critical element of adapting to most environmental changes.

229 . **Data Availability Statement**

230 .

N/A

231 .

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**Fig. 1.** Water systems are a distinct class of coupled systems because they present a finite set of recurrent management challenges: disturbances of too much, too little, or wrong-quality water. These challenges can manifest alone or in combination at different temporal and spatial scales and have differential impacts within and across social groups. Thus, water systems provide us with a long historical record of institutional innovation in response to the management challenges as they appeared at increasingly large scales of social organization, from small farming settlements to nation states.

