

Water Governance in OECD countries : a Multilevel Approach

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multiple land use in flat coastal areas**
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Background (1/2)

- ❖ **2007-2008 : OECD Horizontal Water Programme** (stage 1) produced important results and guiding principles (2009 *Managing Water for All* report, *Checklist for Public Action* etc.)

=> Pointed out strong “**implementation**” challenges in water policy :

- Fragmented, unclear, overlapping responsibilities in water policy-making;
- Lack of competence of key actors, especially at subnational level; etc.

➤ *Beyond the question of “which” water policies should be designed, there is a need to think about “how” they will be implemented and “by whom” => this implies getting into the “black box” of water policy*

- ❖ **2009-2010 : OECD Horizontal Water Programme** (stage 2) had a closer look at the contribution of *public* governance to effective design, regulation and implementation of water policy

Water governance : range of political, institutional, and administrative processes through which public actors articulate their interests and concerns, decisions are taken and implemented, and decision-makers are held accountable in the development and management of water.

“Governance” : a means to manage complexity in water policy-making

- Variety of **interdependent stakes** and strong **territorial characteristics**
- Plurality of **mutually “dependent” actors**
 - from a sectoral point of view
 - from an institutional point of view
 - regarding the challenges inherent to water resources and services
- Increasing mobilisation of **new actors at different levels:**
 - at local level (citizens, civil society...)
 - at international and supranational level (EU, Development Banks, OECD, etc.)

=> *Water requires a variety of competencies to be produced and delivered across ministries and levels of government: need for a **whole of government approach** with policy coherence at horizontal, vertical and global levels to manage this complexity !*

Background (2/2)

○ Objectives of OECD work on water governance

- ❖ Identify good governance practices for coordinating water policy : the focus is exclusively on **public** actors
- ❖ Provide an **Institutional mapping** of the allocation of roles and responsibilities in 17 OECD countries
- ❖ Identify **coordination and capacity challenges** in water policymaking across ministries and between levels of government,
- ❖ Provide overview of **governance instruments** used in response to identified challenges
- ❖ Design **Principles for Integrated governance of water policy**

○ Methodology : Survey on water Governance (www.oecd.org/gov)

- 17 OECD countries (diverse geographical, institutional and environmental features)
- Respondents : central administrations, regulations, river basin authorities ..

OECD Water Governance Survey (2009-2010)

OECD

UK,
Portugal (2),
Korea,
France (2),
Spain (2),
Italy (2),
Mexico,
New Zealand (2),
Australia,
Belgium(2),
Chile,
Canada,
Israel,
Greece,
The Netherlands,
Japan,
Colorado (US)

NON OECD

Tunisia,
Armenia,
Costa Rica,
El Salvador,
Morocco,
Panamá,
Nicaragua,
Ukraine,
Peru,
Brazil,
Guatemala,
Argentina,
Dominican Republic,
Iraq,
Russia (2),
Serbia,
Iran,
Honduras,
Kosovo

OECD “7Gs” Multilevel Governance Framework

“Mind the Gaps – Bridge the Gaps”

Administrative gap	Geographical “Mismatch” between hydrological and administrative boundaries=> <i>Need for instruments for reaching “effective size” and “appropriate scale”</i>
Information gap	Asymmetries of information (quantity, quality, type) between different stakeholders involved in water policy, either voluntary or not=> <i>Need for instruments for revealing & sharing information</i>
Policy gap	Sectoral fragmentation of water related tasks across ministries and agencies. => <i>Need for mechanisms to create multidimensional/systemic approaches, and to exercise political leadership and commitment.</i>
Capacity gap	Insufficient scientific, technical, infrastructural capacity of local actors to design and implement water policies (size and quality of infrastructure etc.) => <i>Need for instruments to build local capacity</i>
Funding gap	Unstable or insufficient revenues undermining effective implementation of water responsibilities at sub-national level or for crossing policies => <i>Need for shared financing mechanisms</i>
Objective gap	Different rationalities creating obstacles for adopting convergent targets => <i>Need for instruments to align objectives</i>
Accountability gap	Difficulty to ensure the transparency of practices across the different constituencies => <i>Need for institutional quality instruments to strengthen the integrity framework at the local level and to enhance citizen’s involvement</i>

Water Governance Instruments

At horizontal Level

Ministry of water
(Bolivia)

Line Ministry
(DEFRA in the UK)

High Level Structure
(CONAGUA in Mexico, EA in UK, etc.)

Interministerial Commissions
(France (MISE), Chile (CIPH); Brazil (CNRH))

Inter-agency Programmes
(Peru (PMGRH) , México (PNH), the Netherlands...)

Coordination Group of Experts
(E.g. implementation of EU WFD etc.)

Multisectoral conferences
Chile (roundtables); Mexico (CICM) ;

At Vertical Level

Water Agency, River Basin Organisation
France, Spain, Brazil, Peru

Regulations

Contracts between levels of govt.

Financial transfers, investment funds

Performance indicators

Databases
WISE, Eurobarometer, Aquastat, National information systems etc.

Inter-municipal cooperation

Citizens' participation

Private Sector Participation

Targeted Governance Indicators (sample)

1. Allocation of roles/responsibilities in water policy making (design, implementation, regulation) at central and subnational government levels
2. Existence of regulatory agencies specific to the water sector
3. Existing vertical and horizontal coordination mechanisms
4. Efforts to coordinate water, agricultural, energy and territorial development policies
5. Key obstacles to effective horizontal and vertical coordination
6. Key coordination and capacity challenges at territorial level
7. Territorial approaches in water policy-making
8. Involvement of water users' associations
9. Existence of river basin organisations / water agencies (constituencies, mission, monitoring, financing)
10. Capacity building mechanisms
11. Water policy experimentations at territorial level
12. Tools measuring monitoring and enforcement of water policies at subnational level
13. Governance tools for transboundary water , climate change and risk management
14. Innovative practices in water governance in terms of policies, regulatory framework, co-ordination reforms and water services delivery

Key result 1 : institutional mapping

- ❖ Diverse area of situations across OECD countries
- ❖ In some OECD countries (US, Canada) : **impossible to capture a “national model”** because of the fragmentation of roles in water policy at national and subnational level
- ❖ In all countries, **central government plays a certain role** in water policy and multiple actors are involved across ministries and levels of government
- ❖ **Varying degrees of involvement of subnational actors** in water policy

Category (water policy design)	Country/region examples
SNG are the main actors	US, Canada, Belgium, Australia
Joint role with central government	France, Spain, Netherlands, Italy, New Zealand, Mexico, Portugal, UK
Role mainly for implementation	Israel, Chile, Korea, Japan

- ❖ In 2/3rd of countries surveyed local and regional actors are the main actors in charge of **implementation** at subnational level

Category (water policy implementation)	Country/region examples
Implementation mainly relies on one single type of actors (State territorial representatives, deconcentrated services)	Japan, Chile, Israel, Korea
Implementation relies on multiple actors (municipalities, inter-municipal bodies, regions, RBOs etc.)	France, Netherlands, Mexico, Italy, US, Canada, Australia, Spain etc.

Observations from the institutional mapping

- **No master plan for assigning competencies** across ministries and levels of government
- **No systematic correlation** between a country's **institutional organisation** and the **institutional mapping** of water policy (rather conditioned by water challenges in country)
- **Three models** can summarise challenges linked to institutional organisation of water policy

Model n°1:

implementing an integrated and place-based approach at territorial level



Key challenges : coordination across ministries and between levels of government



SUBNATIONALACTORS

Example countries :
Japan, Korea, Chile, Israel

Model n°2:

integrating the involvement of different actors at central and subnational levels



Key challenges : coordination across ministries, between levels of government and across local actors



SUBNATIONALACTORS

Example countries :
France, Mexico, Spain

Model n°3:

integrating multisectoral and territorial specificities in strategic planning and design at central level

CENTRALACTORS



Key challenge : coordination across subnational actors and between levels of government



SUBNATIONALACTORS

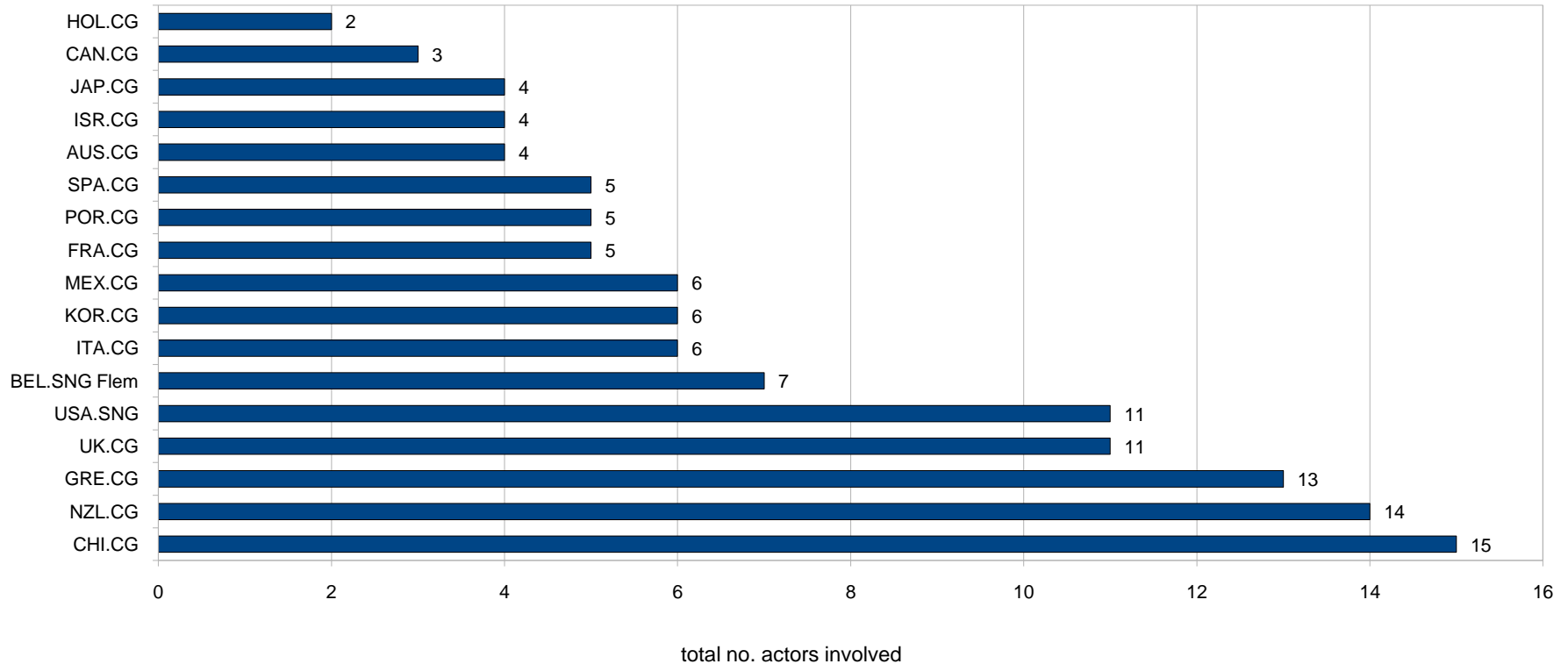
Example countries :
United States, Canada, Belgium, Australia

Key result 2 : identifying multilevel governance challenges

Coordination gap	Definition
Funding gap (11/17)	Australia, Belgium (Flanders), Chile, France, Greece, Israel, Korea, Mexico, New Zealand, Portugal, Spain, United States (Colorado)
Capacity gap (10/17)	Australia, Belgium (Flanders), Chile, Greece, Italy, Korea, Netherlands, Spain, United Kingdom, United States (Colorado)
Policy gap (9/17)	Belgium (Flanders), Canada, France (<i>subnational actor</i>), Greece, Israel, Italy, Korea, Spain (<i>subnational actor</i>), United States (Colorado)
Administrative gap (9/17)	Australia, Greece, Italy, Korea, Netherlands, Portugal, Spain, United Kingdom, United States (Colorado)
Information gap (9/17)	Australia, Chile, Italy, Korea, Netherlands, New Zealand (<i>subnational actor</i>), United Kingdom, United States (Colorado)
Accountability gap (9/17)	Belgium (Flanders), Chile, Greece, Italy, Korea, Mexico, Netherlands, Portugal, United States (Colorado)
Objective gap (4/17)	Belgium (Flanders), Israel, Korea, Portugal

The « Policy Gap » at central government level

Design / implementation of water policies at central level - OECD

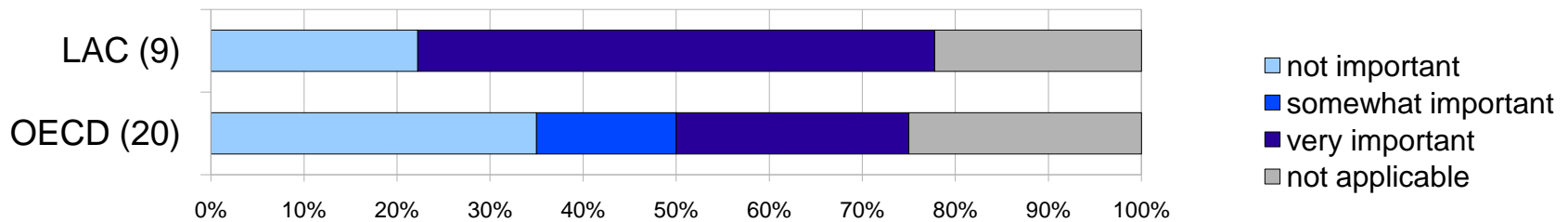


=> the n° of actors involved in water policy design at CG level is not a satisfactory indicator of fragmentation but still a relevant one to measure complexity !

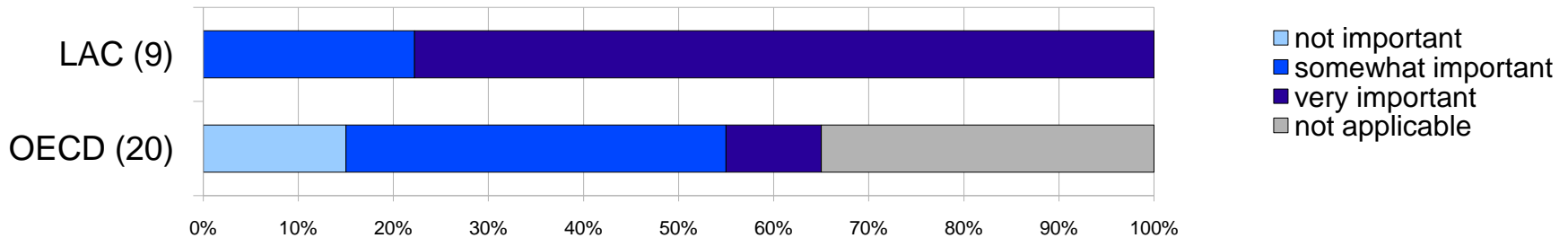
The “administrative gap” in OECD and Latin American countries

- *OECD and LAC regions are both concerned by the mismatch between hydrological and administrative boundaries, the lack of synergies between policy areas at local level and the lack of appropriate scale for investment*

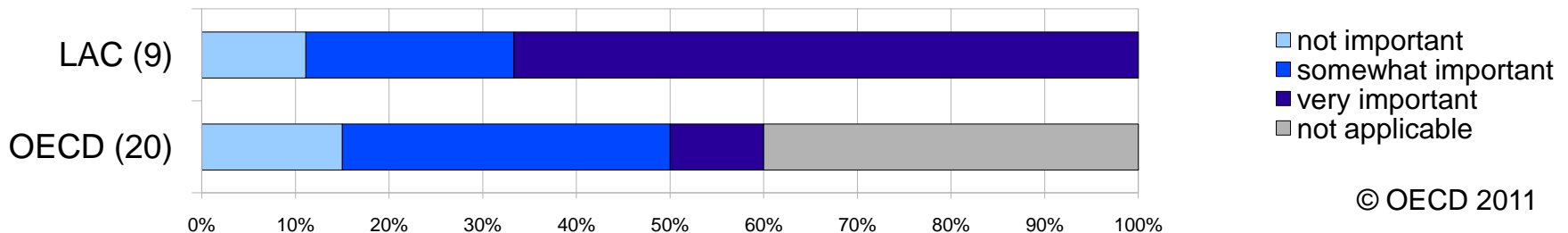
Challenges: mismatch hydrological / administrative boundaries



Challenges: lack of synergies at local level

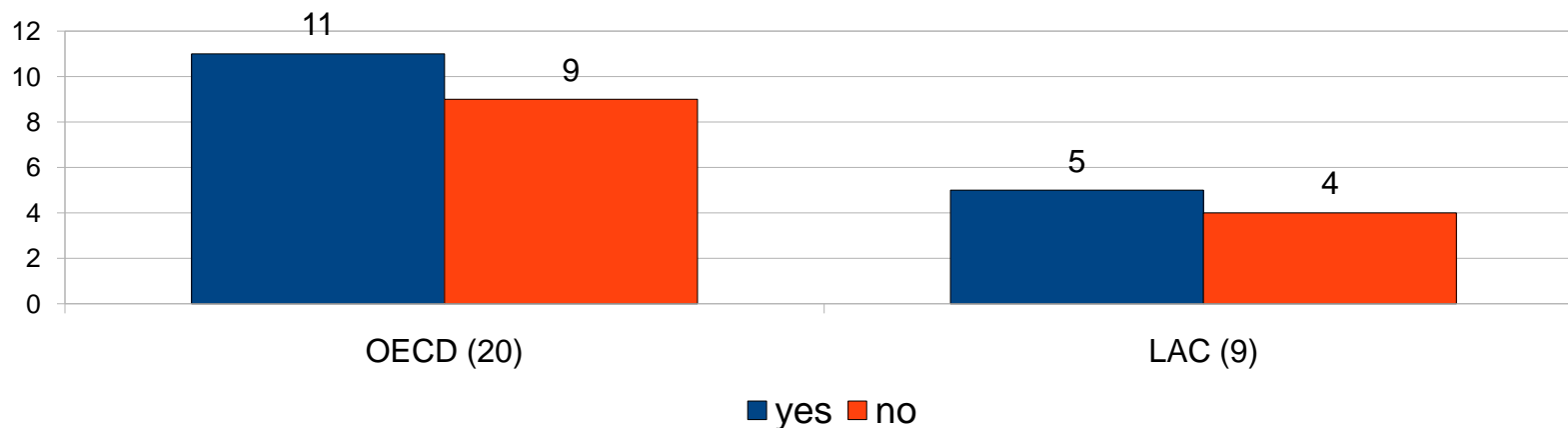


Challenges: lack of relevant scale for investment



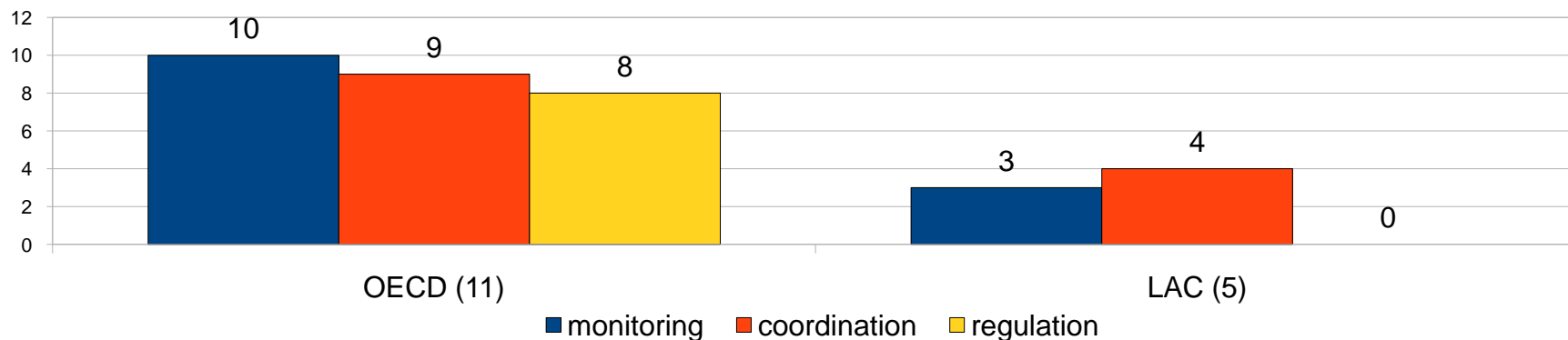
➤ *Despite the existence of river basin organisations in many countries...*

Existence of River Basin Organizations



➤ *.... which missions vary between OECD and LAC countries in terms of regulatory powers*

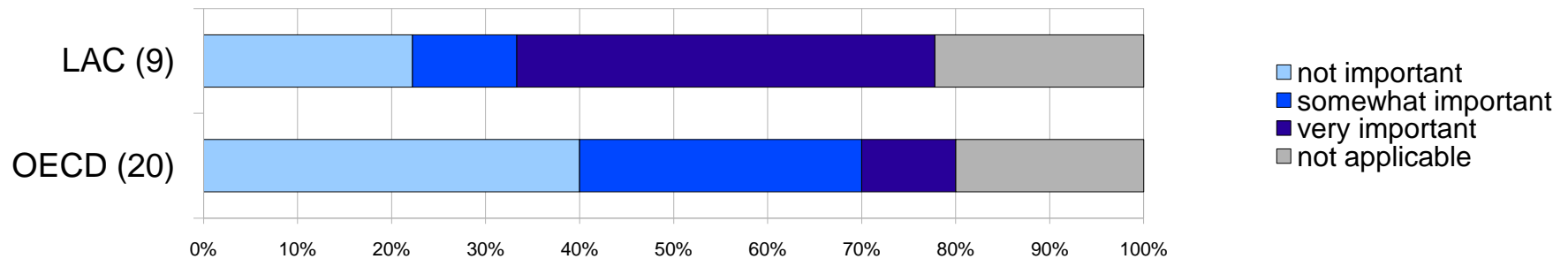
Missions of existing River Basin Organisations



The “funding gap” in OECD and LAC countries

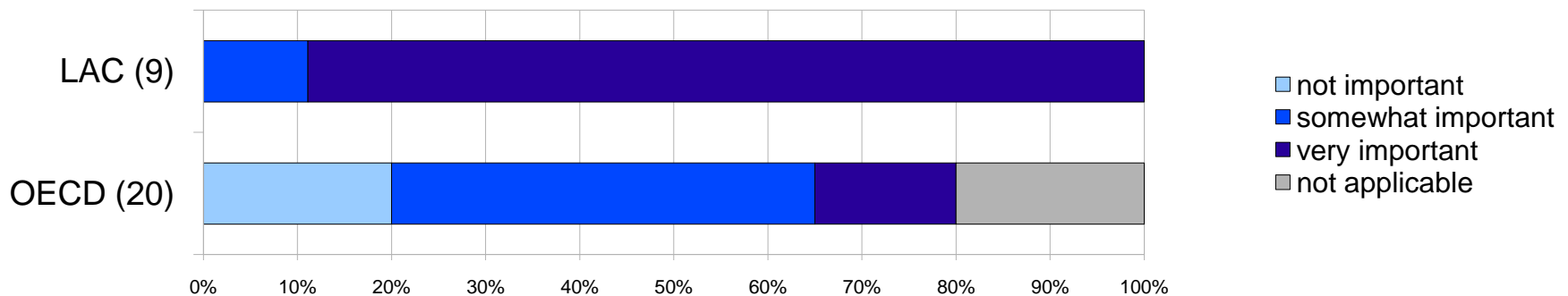
- *The mismatch between financial resources and responsibilities is a major obstacle for horizontal coordination of water policies...*

Obstacles: mismatch funding/responsibilities



- *.... And the lack of financial resources of sub-national governments hinders the effective implementation of water policies*

Challenges: insufficient funding for subnational governments

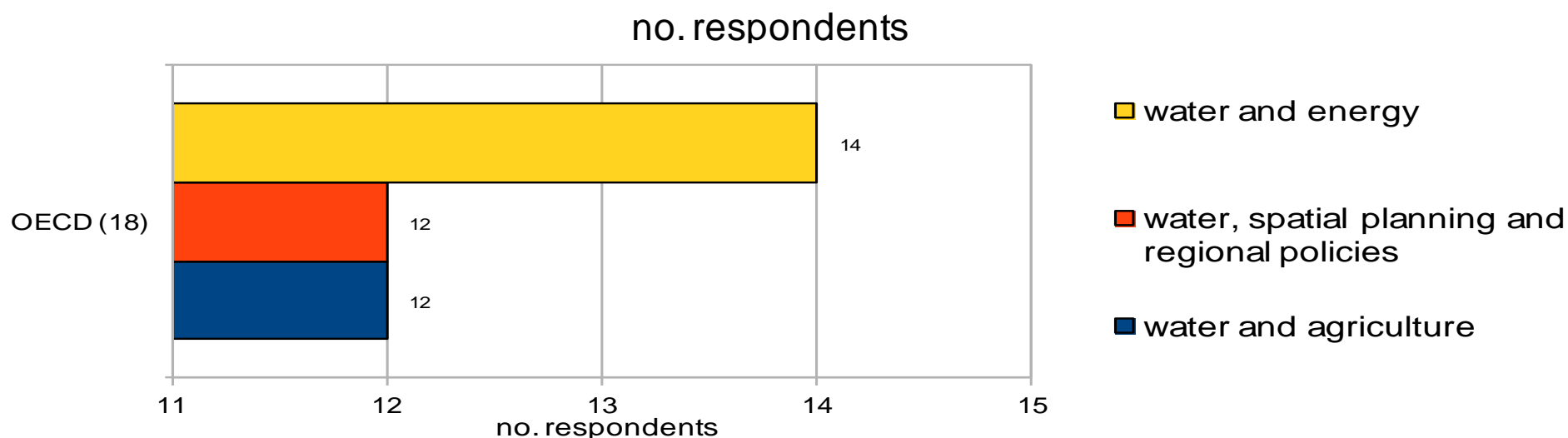
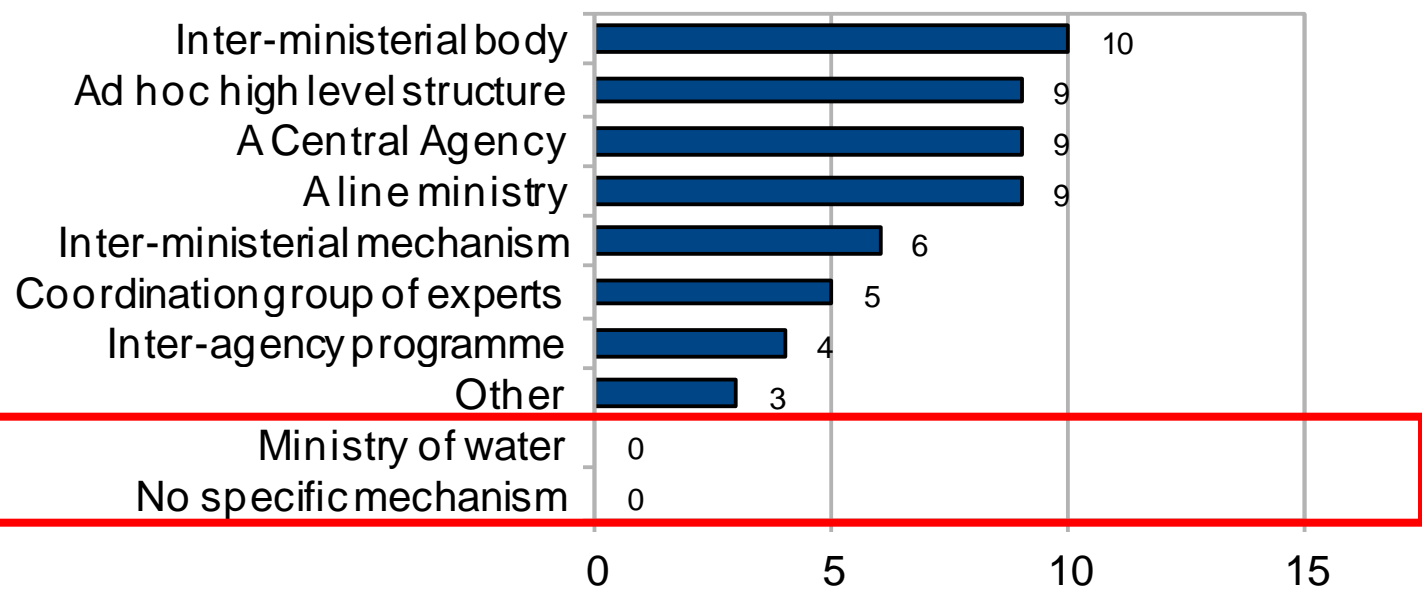


❖ Observations :

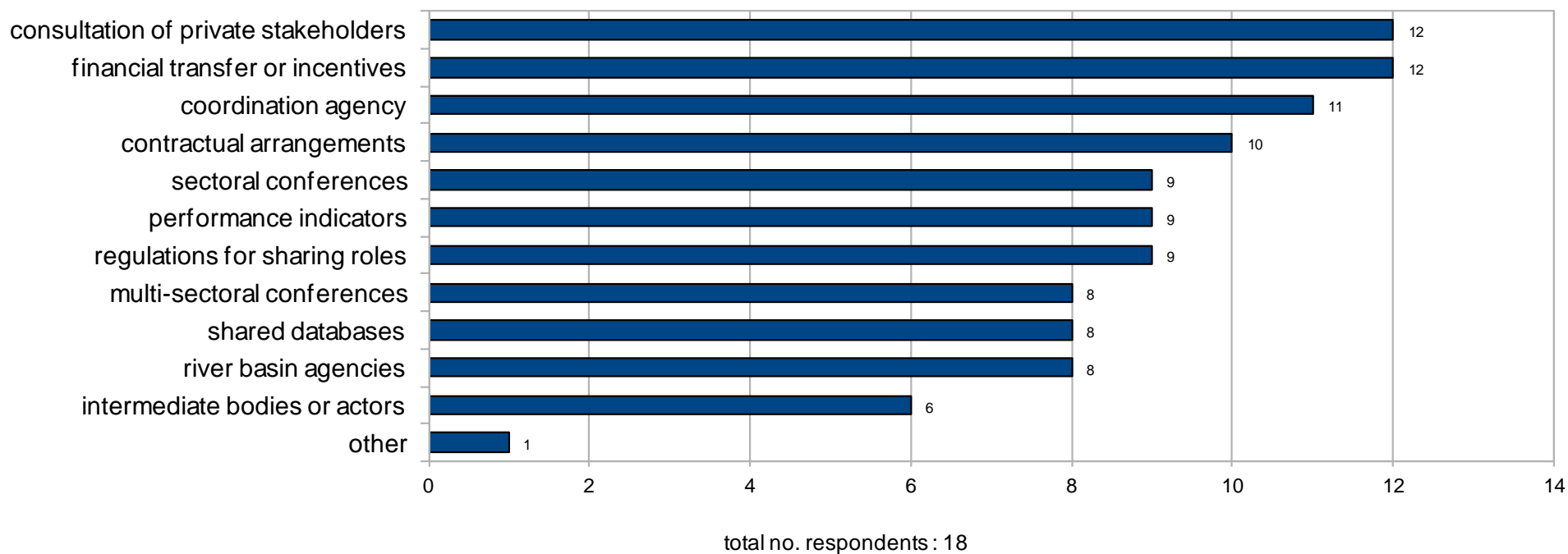
- Multilevel governance “**gaps**” *vary across and within* countries ;
- Need for a **systemic approach** as one “gap” main generate others ;
- Promoting **coordination across public actors** and **capacity building** is a critical step towards bridging identified gaps

Key result 3 : Identification of existing governance mechanisms

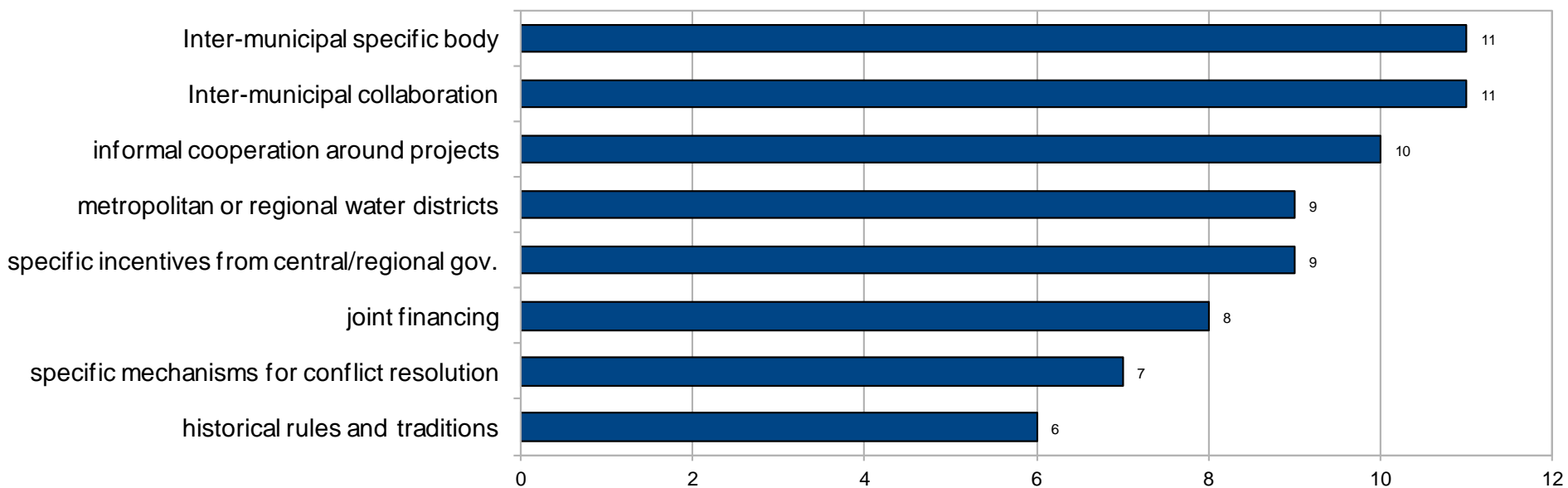
Existing coordination mechanisms at central government level



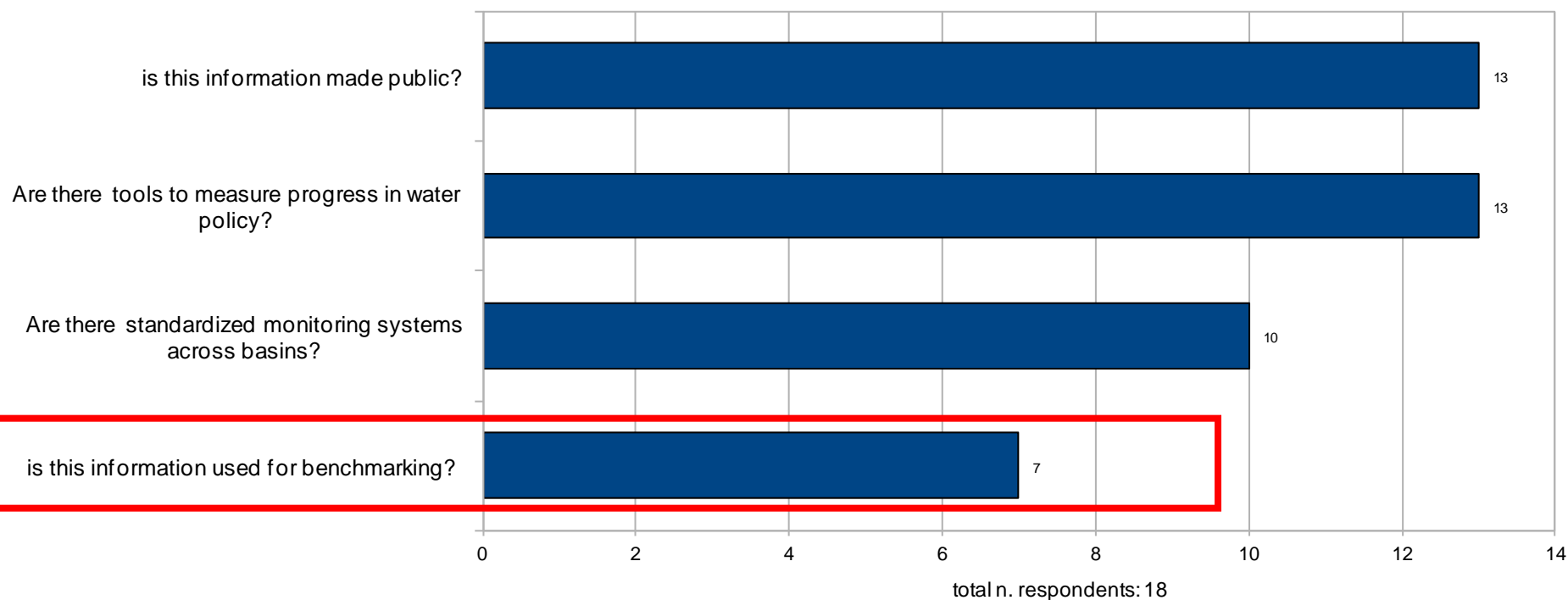
Existing coordination mechanisms across levels of government



Existing coordination mechanisms across levels of government



Monitoring and enforcement of water policies at subnational level



❖ Observations

- There is **no panacea governance tool** for integrated water policy but **prerequisites for good governance** in water policy (national policy framework, involvement of local authorities, river basin management)
- Each **coordination mechanism** can help bridge several gaps and one single gap may require the adoption of several tools
- Further work should **assess the performance and impact of existing tools** but this requires in-depth look at case studies and specific country/region **policy dialogues.**

Key result 4:

Guidelines for Integrated Public Governance of Water Policy

- 1. Diagnose multilevel governance gaps** in water policymaking across ministries and public agencies, between levels of government, across subnational actors
- 2. Involve subnational governments** in the “design” stage of water policymaking, beyond their roles as “implementers”
- 3. Adopt horizontal co-ordination tools** to foster coherence across water related policy areas and enhance inter-institutional cooperation across ministries and public agencies
- 4. Create, update and harmonise water information systems** and databases for sharing water policy needs at basin, country and international levels
- 5. Encourage performance measurement** to evaluate and monitor outcomes of water policy at all levels of government
- 6. Respond to the fragmentation** of water policy at subnational level by fostering coordination across subnational actors and between levels of government
- 7. Foster capacity building at all levels of government**
- 8. Encourage public participation** in water policy design and implementation
- 9. Assess the effectiveness and adequacy of existing governance instruments** for coordinating water policy at horizontal and vertical levels