Une introduction à la gouvernance des ressources en eau
Visite délégation du Mali – Les ressources en eau et la sécurité alimentaire

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Qu'es-ce que c'est la Gouvernance?

- Governance essentially relates to the arrangement by way of which a good or service is provided, managed, regulated.

- It goes beyond 'government' as it includes non-state providers (NGO, CBO, private sector).

- Governance incorporates multiple 'tasks'
  - Policy formulation
  - Policy implementation
  - Provision of Services/Goods
  - Regulation of 'Service Providers'
  - Financing of Provision
  - Etc.

Qu'es-ce que c'est la Gouvernance?

How we as a collective organize our society. It concerns how
we capture

- norms and values,
- ideas about authority and accountability, and
- welfare and progress

into rules and institutions responsible for managing the
distribution of [water] resources.

Water governance covers how society governs "the access to
and control over water resources and their benefits"
(UNDP, 2006) and comprises all relevant social, political
and economic organisations and institutions, and their
relationships (UNWWR 2006:372).

Pourquoi se soucier de la gouvernance?

Examples:

Almeria, Spain: competition of water and new technologies

World Commission on dams:
Huge inequity between in distribution of costs and benefits
Costs
- Social: Displacements; loss of resources and cultural heritage
- Environment: hydrology, flora and fauna
- Economic: expensive, high variability in performance, little profitability
- Beneficiaries are different from those bearing the costs.

Mali: access to water and food security

Who influences policy, especially in the area of water?

Mechanismes pour la gouvernance

There are 3 basic 'mechanisms' for governing:

- Governance through Hierarchy (government)
- Governance through Markets (private sector)
- Governance though Communities (community organizations)

Mechanismes pour la Gouvernance

Government

Private
Sector

Community
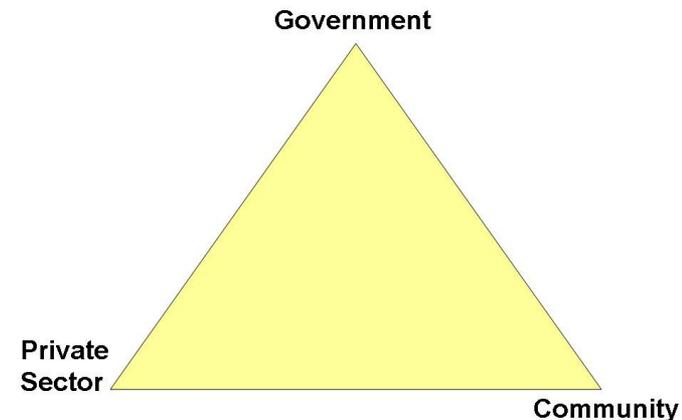
- Usually, governance involves a mix of these governance mechanisms
- Prominence of one mechanism over the other may differ from one location to the next
- Prominence may be based on a variety of factors, such as ideology, state and market failures, external pressures, historical developments
  - England and Wales (Thatcher) in the 1980s – Strong emphasis on privatization
  - State failure in Bangladesh has lead NGOs to play a significant role in providing 'public' services (education, health care, water and sanitation, etc.)
  - Donors and International Financing Institutions may pressure a country into giving one mechanism more prominence over the other (Institutional Isomorphism)…Private Sector Involvement in water and sanitation stimulated by the World Bank in the 1990s

Une approche de processus à la gouvernance

- In addition to static perspective governance can also be viewed from a dynamic perspective

- Different actors/organizations from government, the private sector and the community will try to influence the governance process to achieve/safeguard their interests.

Government

Private Sector

Community

- This dynamic perspective highlights the way in which different actors/organizations try to influence the governance process in such a way that their interests/objectives are safeguarded.
    - How does policy formulation/decision making take place?
    - Who is involved (and how)?
    - Formal and informal influence
        - Part of the 'success' of utility reforms in Phnom Penh, Cambodia is attributable to the fact that the utility director was a close friend of the President.
        - Printers, the Lunch Table at IHE….and, of course, Vera Schouten….
    - Etc.
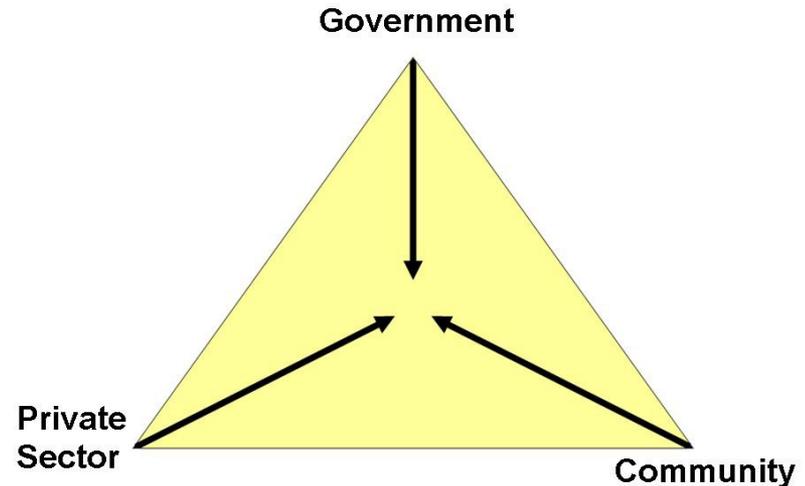
Qui influences la gouvernance?

- International Financial Institutions (e.g. World Bank)
- Donors
- International NGOs
- Water sector professionals (burocrats/researchers/engineers)
- Social movements
- Political parties
- User lobbies

Is everyone equally represented?
Do you feel represented?

World Water Forum

UN Law on NNUWC

800 regional water laws

WSSD

UNESCO

UNEP

UNDP

World Bank

GEF
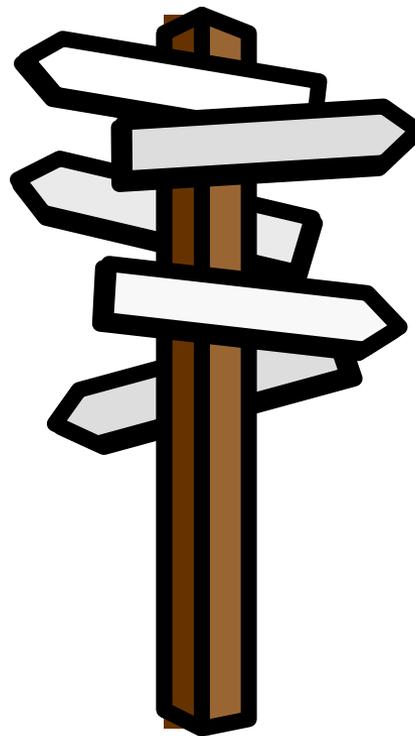
Quelques questions pertinentes

WHO has the last word when :

- evaluating state practices?

- defining policy?

- making science (doing research, framing conclusions, funding)?

HOW do we reconcile competing needs and interests?

WHAT are the driving forces that determine priority setting, and WHY?

Do we all agree? Are we all able to influence this process?

Does it concern you?

The same but then different…

Government

Private Sector

Community

- Government, Private sector and the Community are not homogeneous entities
- Larger 'communities' can be subdivided in smaller communities (with different interests and objectives)
  - For example: Government –
    - Different Ministries, Departments, Sections
      - The debate on privatization and independent regulation in the Dutch Water Supply Sector was largely a battle between the Ministry of Housing, Spatial Planning and the Environment, and the Ministry of Economic Affairs…but also involved are Municipalities (stakeholders), Association of Dutch Water Supply Companies (VEWIN), water supply companies, consumer agencies, etc.
      - In Uganda the question of establishing an independent regulator is largely a battle between the Ministry of Water and Environment and the National Water and Sewerage…but also of influence are donors (GTZ)
    - National Level, Regional (Provincial) and Local Level
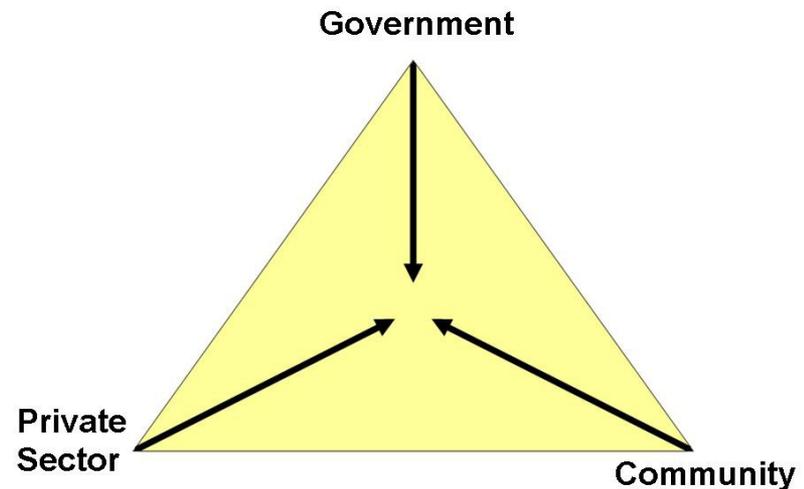
Small-scale Water Providers in Maputo

- Approximately 400+ small-scale water providers provider services in the city of Maputo, Mozambique
- Not all small-scale providers are alike
    - Scale of operations
    - Business approach and interests
    - Infrastructure used for service provision
- Different 'types' of small-scale providers have different interests
    - Formalization?
   - Regulation of services?

Characteristic	Type A	Type B	Type C
Scales of operations			
No. connections	up to 50 connections	around 500 connections	over 1000 connections
No. systems	1	1	2 or more
Business organization	manager + casual laborers + family member.	task divisions; more than 1 permanent laborer + family members	task divisions; more than 3 permanent laborers + family members
Business' approach			
Initiation	accidentally	planned	planned
Business' objective	maintaining profitable status quo	to grow an expand	to grow an expand
Business expansion	ad-hoc; low cost	planned; high costs	planned; high costs
Water business	extra income	usually not main activity	main activity
Infrastructure & service level			
Distribution system	spaghetti connection	structured network	structured network
Service continuity and reliability	low water reliability, discontinued service	Low water reliability, continued service	high water reliability, continued service

Source: Perez Güida 2009

UNESCO-IHE
Institute for Water Education
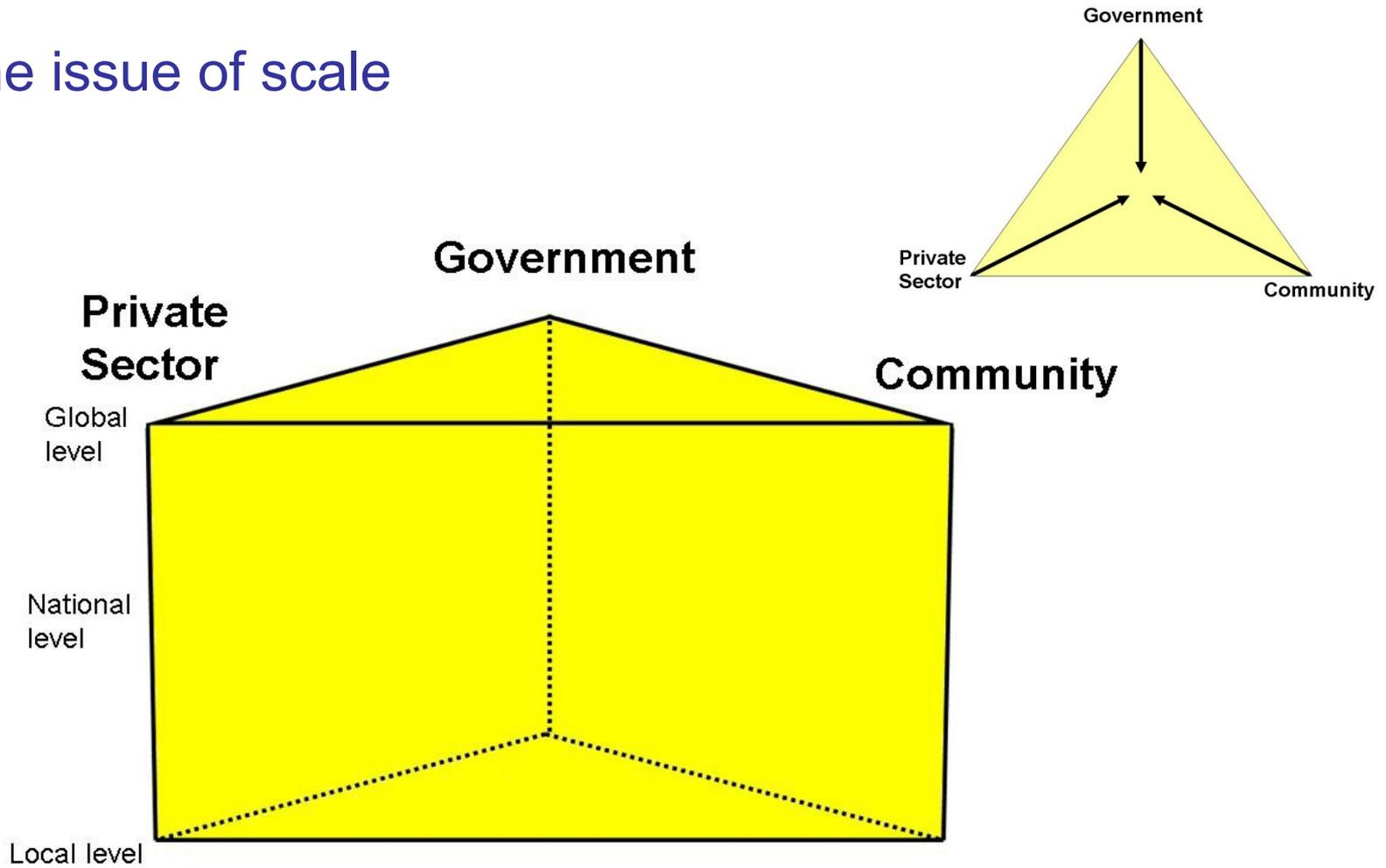
The issue of scale

The issue of scale
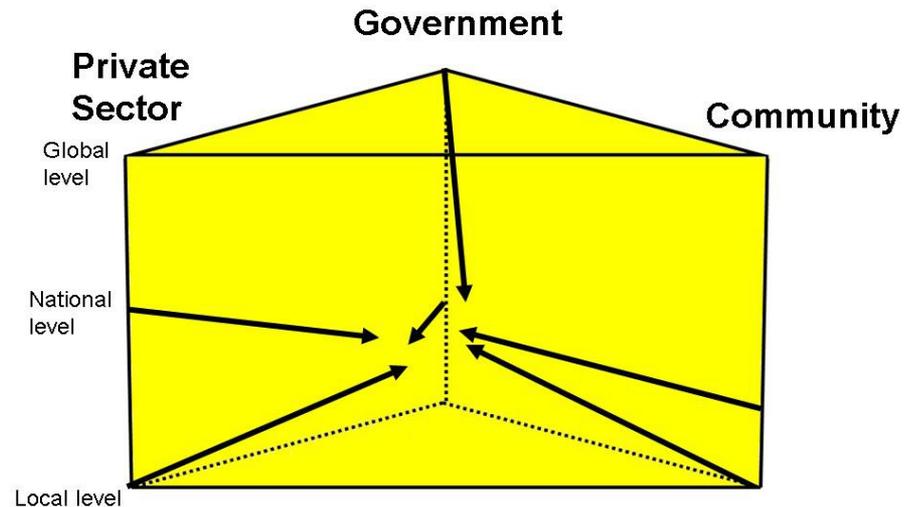
- Different tasks/activities in Governance are likely to be organized at different levels
- Choices of scale at which activities take place may be based on;
    - Ideology and political developments
    - Practical experience
    - Necessity (capacity, legitimacy)
    - Bio-physical characteristics (Physical Geography/terrain)
    - Historical developments
- Choices cannot be seen in isolation from the socio-political context!
    - No golden rules, best-practices, etc.

Multi-level Governance: Rhine Basin (simplified)

- Supranational level:
  - European Union
  - Member states
  - (Environmental) NGOs
  - Industry and agricultural associations
- River basin level:
  - Rhine River Commission

Strategic management, policy, coordination

- National level:
  - Dutch government
  - Ministry of Public Works
  - Industry and agricultural associations
- Provincial level:
  - Provinces
- Regional level:
  - Waterboards
  - (Environmental) NGOs

Operational management, coordination

- Local level:
  - Industry and agriculture
  - (Environmental) NGOs
  - Affected stakeholders (fieldtrip on Monday)
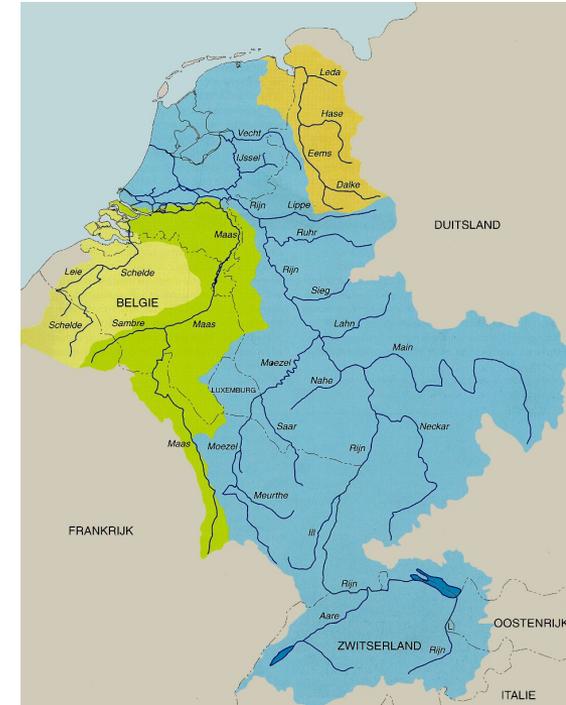
L'historique du terme

1992
Río Declaration
Dublin Principles

1993
New hydraulic policy by the World Bank

2000
Second World Water Forum

Since 2003
From *Crisis of Scarcity* to *Crisis of governance*

Instruments de la gouvernance global dans le secteur de l'eau

- GIRE / IWRM
- Privatisation efforts in the water sector
- EIA
- Stakeholder Participation

GIRE – gestion intégrée des ressources en eau

GIRE ~ *"water for people, food, energy, transport, industry, recreation and tourism, spiritual and cultural values, water for nature"*

• Integrating different uses and stakeholders

Depends on an institutional framework that:
• Can manage multiple and contradictory uses at different levels
• Reconcile diverse and conflicting interests
• Protect the environment to ensure public health and guarantee future use
• Minimize the risks of flood and drought occurrence
• Etc…

Comprendre les institutions

- Regularized patterns of behavior between individuals and groups in society
- Mediators of people-environment relations
- Diverse and working at multiple scales, influence access and control over resources, involving arbitration, legitimating, and allocation of (contested) resource claims.

Hypothèses

- that there is a shared understanding of the meaning and implications of 'governance',
- That we can define a universal notion of 'good' governance regardless of context or evaluator

But...

Principes de 'bonne gouvernance' mentionnés fréquemment dans le 21th siècle

- Participation
- Transparency/ Accountability
- Responsiveness
- Equity and inclusiveness
- Effectiveness and efficiency
- Environmental Sustainability/Integrity

La "bonne" gouvernance – La Banque Mondial

*"Good governance includes

- the creation , protection, and enforcement of property rights, without which the scope for market transactions is limited.
- includes the provision of a regulatory regime that works with the market to promote competition.
- the provision of sound macro-economic policies that create a stable environment for market activity.

Good governance also means the absence of corruption, which can subvert the goals of policy and undermine the legitimacy of public institutions that support markets"

(2002: 99)

Gouvernance des ressources en eau – Global Water Partnership

"Good water governance exists where government bodies responsible for water establish

- an effective policy

- and legal framework to allocate

- and manage water in ways responsive to national social and economic needs, and to the long-term sustainability of the resource base."

(2004)

Gouvernance des ressources en eau – Global Water Partnership - *continuation*

- Governments establish water policies, laws and regulatory frameworks, devolve decision-making, and encourage better service delivery by autonomous public sector agencies and private sector operators.

- Governments set policies and establish institutional structures for managing river basins and aquifers and processes to overcome conflict over water allocation.

- Governments facilitate the realignment of economic and financial practices, including full cost pricing for water services - with appropriate mechanisms to protect the poor.

- Governments, with the help of international partners, establish mechanisms for strengthening river basin management and establishing transboundary water agreements allowing for equitable utilisation of shared waters.

(2004)

Gouvernance des ressources en eau – UN

How we, as individuals, and as part of a collective society, govern the access to and control over water resources and their benefits."

(UNDP: accessed 08/12/06).

Une bonne gouvernance suivant les UN

'good' water governance criteria:

equity, accountability; coherency of policy and action; responsiveness; integrative; ethical :

1. equity and efficiency in allocation and distribution, integrated management,

2. ecological integrity;

3. clarification on roles of government, civil society and private sector.

(UNWWR 2006:373)

Rogers and Hall (2003)

Water governance:

"the political, social, economic, and administrative systems that are in place to develop and manage water resources, and the delivery of water sources, at different levels of society."

These different systems are understood to function across three levels: the government, the private sector, and civil society.

Criteria for 'good' water governance:

to improve the coordination between these three sectors through improved institutional arrangements

GIRE

Depends on an institutional framework that:

- Can manage multiple and contradictory uses at different levels
- Reconcile diverse and conflicting interests
- Protect the environment to ensure public health and guarantee future use
- Minimize the risks of flood and drought occurrence
- Etc…

Critiques sur la 'bonne' gouvernance

- Deals with **all** and thus too many aspects of governance
  - lack of priority
  - Lack of understanding interdependencies, sequencing
  - overwhelming
- A-historic
- Universalistic: context is undervalued

(Grindle 2004;2007):

Results in : an unrealistic wish list

Conclusion

Water governance is a process of legitimizing a set of institutions that configure how water resources are to be managed at a local, national and supra-national level.

A political process and therefore continuously negotiated.

A global AND contextually specific process, determined by its historic social, cultural and biophysical environment.

It incorporates different but interrelated scalar levels between the local and the global, distinguishing between administrative, political and geographical scales.

Conclusion

- Analyzing 'governance' can be approached from different perspectives: structure (static), process and normative.

- Structure, Process and Norms are intertwined.

- Governance influenced by elements other than the bio-physical characteristics of providing a certain service or good
  - Thatcher and Privatization
  - Waterboards in the Netherlands
  - State failure in Bangladesh
  - Decentralization of infrastructure services in Mexico

- Normative perspective subject to changes over time, is location dependent and depends on personal interests/beliefs. What is 'good' in one location at a certain time for one person may be 'bad' for someone else, in a different location at a different time.

- Link between 'good governance' and outcomes?