Water Governance: concepts and approach framework as applied in the MENA countries

Drakensberg, November 2012

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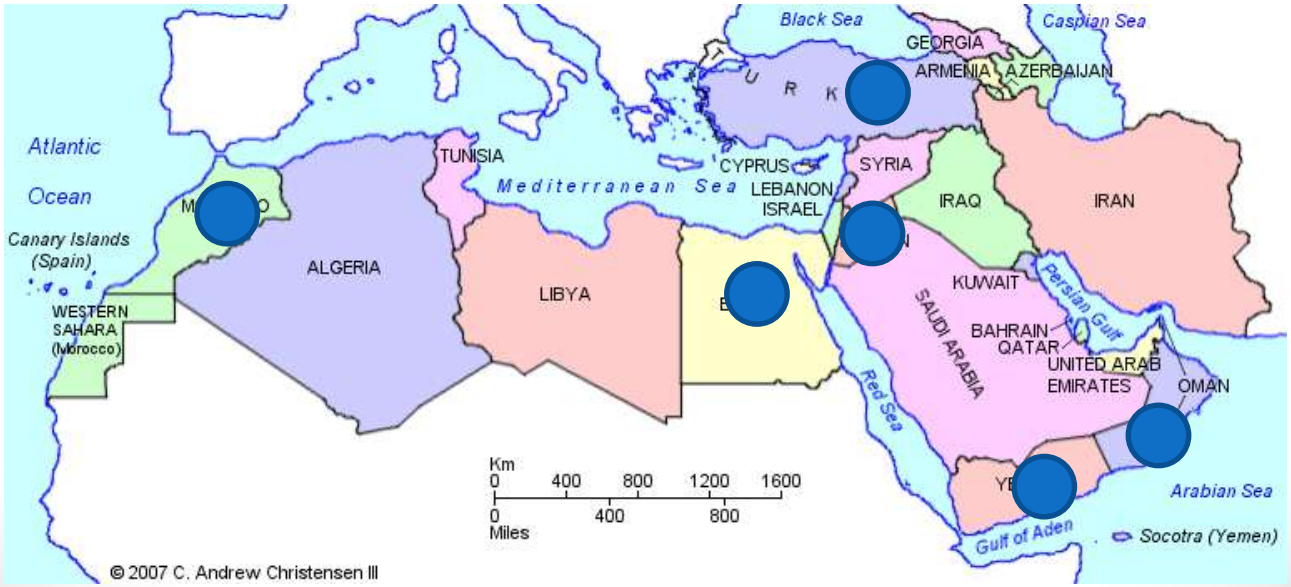
Research context

- Regional Water Governance Benchmarking (ReWAB)
- Sponsor: USAID Office of Middle East Programs (OMEP)
- Duration: Sep 2008 to Feb 2010



Rationale

- Water crisis has been called a crisis of governance
- **“If you can’t measure it, you can’t improve it”** Applying indicators can help countries identify strong points and also areas that need to be strengthened
- Focus on national level (user-oriented)
- Set up a framework and test it in six pilot countries

Implementing partners

- International Resources Group (IRG)
- Oregon State University (OSU)
- International Water Management Institute (IWMI)
- CADI
- Nile Consultants (Cairo)
- ECO Consult (Amman)
- Resing (Marrakech)
- National water agencies
- USAID
- SIWI

Defining the object of the analysis

- Does water governance include organizations? Laws? Policies?
- Water governance vs. water management?
- Can we have good governance and bad management? And viceversa?
- What are the attributes of good governance?

Governance: what is it?

- "the sum total of **processes, mechanisms, systems and structures**" (Shah and van Koppen, 2009)
- "the **exercise** of economic, political, and administrative authority to manage a country's affairs at all levels (UNDP, 1997).
- "the **manner** in which public officials and institutions acquire and exercise the authority to shape public policy and provide public goods and services" (World Bank, 2007;- Kaufmann and Kraay, 2008)
- "The ***process*** of decision-making and the process by which decisions are implemented (or not implemented)" UNESCAP (2009)
- "The **manner** in which power is exercised through a country's economic, political, and social institutions". Miller and Ziegler (2006)
- ….

Water Governance is the ***process, way or manner*** in which decisions are made related to water resources

Defining the object of the analysis

- It is not organizations; it is not laws; it is not policies; it is not management
- Water management provides outcomes
- To have good governance the system must be have a clear tension toward achieving outcomes
- Attributes of good governance: related to the process, not to the outcomes
- But good management outcomes and institutions are diagnostic tools to see what fails in the governance.

Benchmarking components

Process features

- Responsiveness
- Rule of law
- Accountability
- Participation
- Transparency

Structural components

- Policy documents (Strategies, Plans)
- Laws
- Organizations

Functional components

- Organizing & building capacity
- Planning strategically
- Allocating water
- Developing and managing water resources
- Regulating water resources & services

OUTCOMES

Methods and Tools

Desk Study

Looking for evidence of the presence and support of:

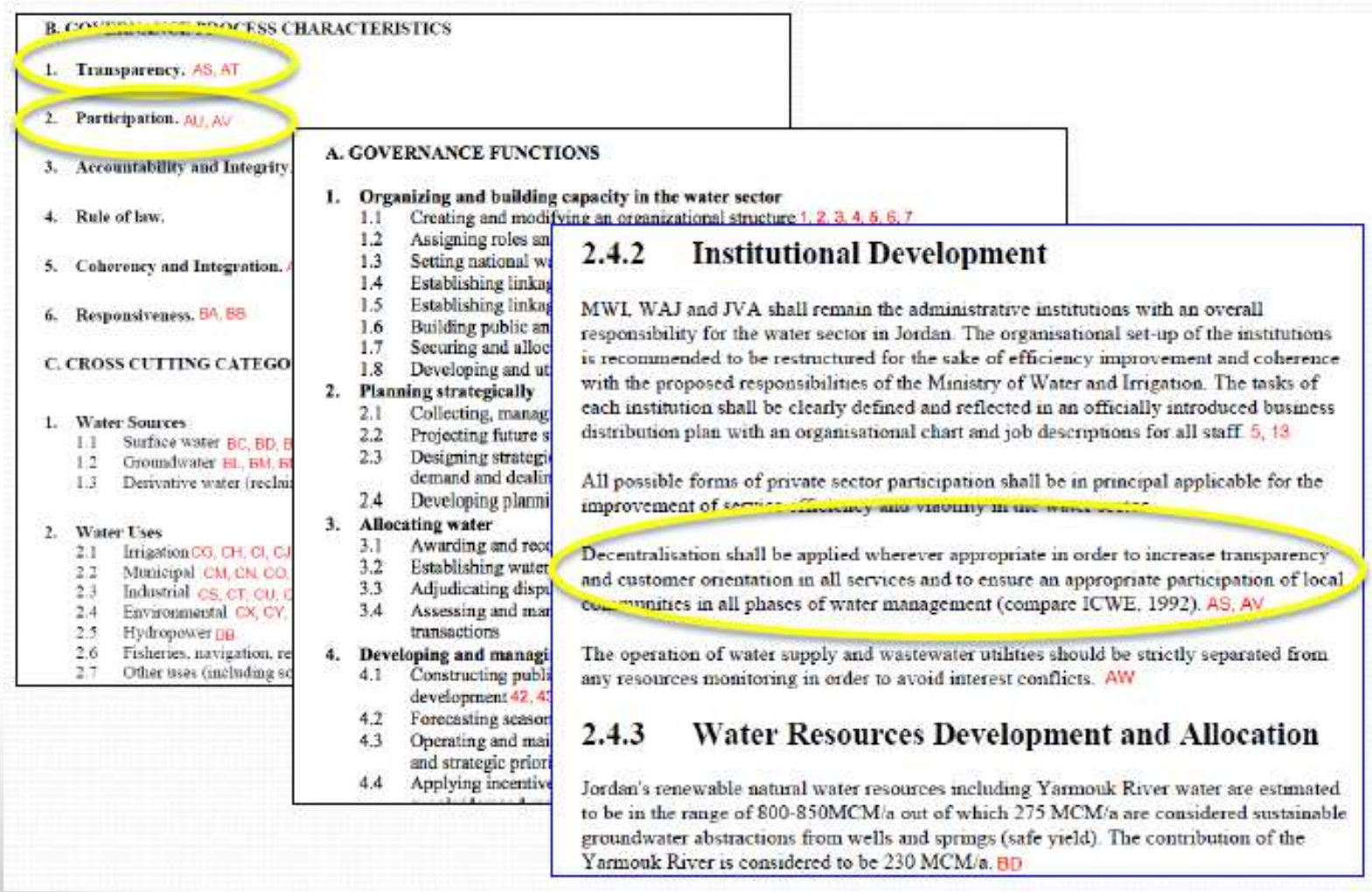
- Process features in **policy** documents and **laws**
- Functions in in **policy** documents and **laws**

Fieldwork

Capturing stakeholders perception of:

- **Organizations**' role in functions
- Level of performance of **functions**
- Strenght of **process features**

Documents tagging



B. GOVERNANCE PROCESS CHARACTERISTICS

1. **Transparency.** AS, AT
2. **Participation.** AU, AV
3. **Accountability and Integrity**
4. **Rule of law.**
5. **Coherency and Integration.**
6. **Responsiveness.** BA, BB

C. CROSS CUTTING CATEGO

1. **Water Sources**
   - 1.1 Surface water BC, BD, B
   - 1.2 Groundwater BL, BM, B
   - 1.3 Derivative water (reclai
2. **Water Uses**
   - 2.1 Irrigation CG, CH, CI, CJ
   - 2.2 Municipal CM, CN, CO,
   - 2.3 Industrial CS, CT, CU, C
   - 2.4 Environmental CX, CY,
   - 2.5 Hydropower DB
   - 2.6 Fisheries, navigation, re
   - 2.7 Other uses (including sc

A. GOVERNANCE FUNCTIONS

1. **Organizing and building capacity in the water sector**
   - 1.1 Creating and modifying an organizational structure 1, 2, 3, 4, 5, 6, 7
   - 1.2 Assigning roles an
   - 1.3 Setting national w
   - 1.4 Establishing linkag
   - 1.5 Establishing linkag
   - 1.6 Building public an
   - 1.7 Securing and alloc
   - 1.8 Developing and ut
2. **Planning strategically**
   - 2.1 Collecting, manag
   - 2.2 Projecting future s
   - 2.3 Designing strategi demand and dealin
   - 2.4 Developing planni
3. **Allocating water**
   - 3.1 Awarding and rec
   - 3.2 Establishing water
   - 3.3 Adjudicating disp
   - 3.4 Assessing and ma transactions
4. **Developing and managi**
   - 4.1 Constructing publi development 42, 4
   - 4.2 Forecasting seasor
   - 4.3 Operating and mai and strategic prior
   - 4.4 Applying incentive

2.4.2 Institutional Development

MWI, WAJ and JVA shall remain the administrative institutions with an overall responsibility for the water sector in Jordan. The organisational set-up of the institutions is recommended to be restructured for the sake of efficiency improvement and coherence with the proposed responsibilities of the Ministry of Water and Irrigation. The tasks of each institution shall be clearly defined and reflected in an officially introduced business distribution plan with an organisational chart and job descriptions for all staff. 5, 13

All possible forms of private sector participation shall be in principal applicable for the improvement of

Decentralisation shall be applied wherever appropriate in order to increase transparency and customer orientation in all services and to ensure an appropriate participation of local communities in all phases of water management (compare ICWE, 1992). AS, AV

The operation of water supply and wastewater utilities should be strictly separated from any resources monitoring in order to avoid interest conflicts. AW

2.4.3 Water Resources Development and Allocation

Jordan's renewable natural water resources including Yarmouk River water are estimated to be in the range of 800-850MCM/a out of which 275 MCM/a are considered sustainable groundwater abstractions from wells and springs (safe yield). The contribution of the Yarmouk River is considered to be 230 MCM/a. BD

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GOVERNANCE FUNCTIONS ☐ Organizing and building capacity in the water sector ☐ Planning strategically ☐ Allocating water ☐ Developing and managing water resources ☐ Regulating water resources and services **GOVERNANCE PROCESS CHARACTERISTICS** ☐ Participation ☑ Transparency ☐ Accountability and Integrity ☐ Rule of law ☐ Coherency and Integration ☐ Responsiveness **CROSS CUTTING CATEGORIES** ☐ Water Sources ☐ Water Uses	◉ English	☐ Egypt ☑ Jordan ☐ Morocco ☐ Oman ☐ Turkey

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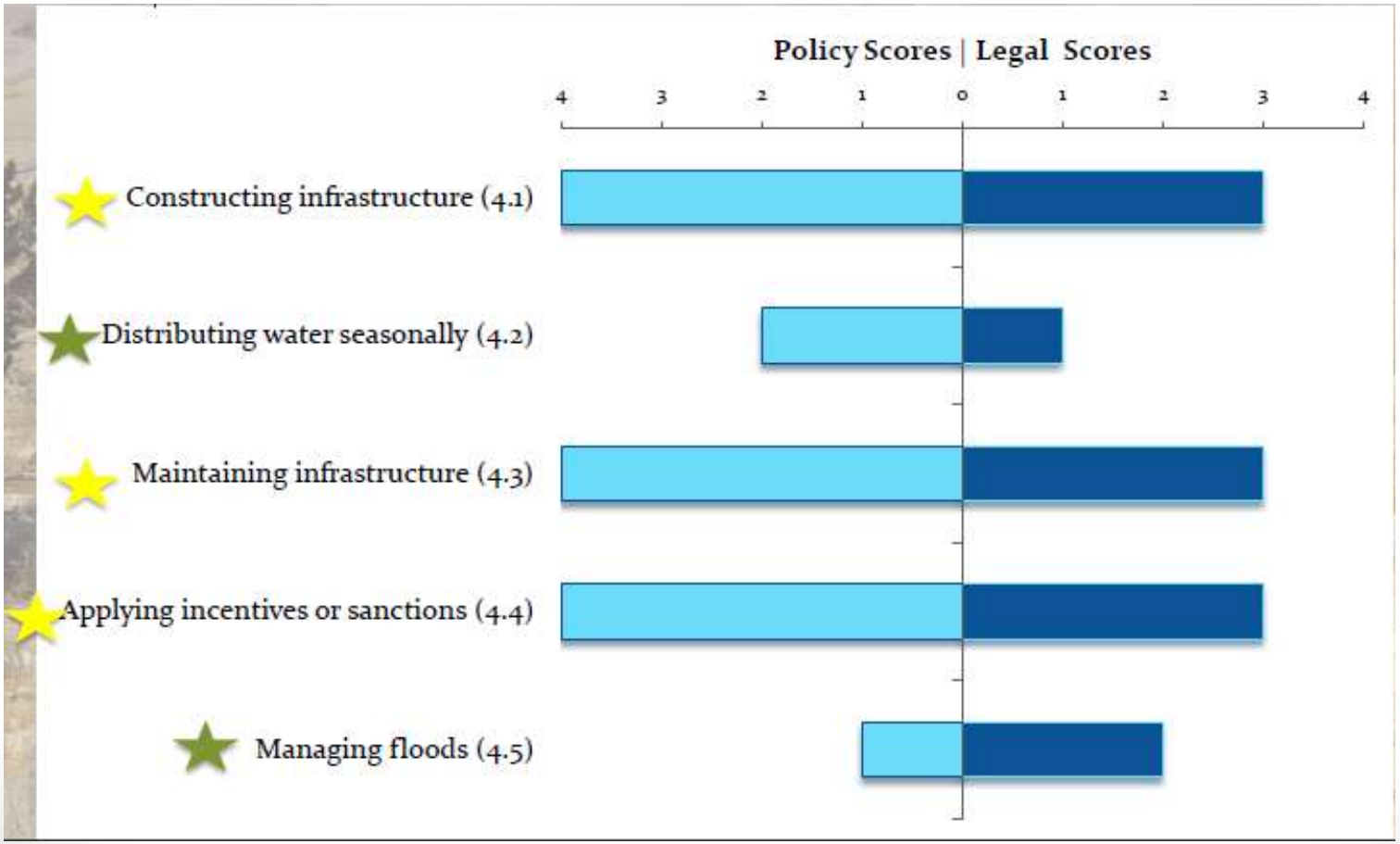
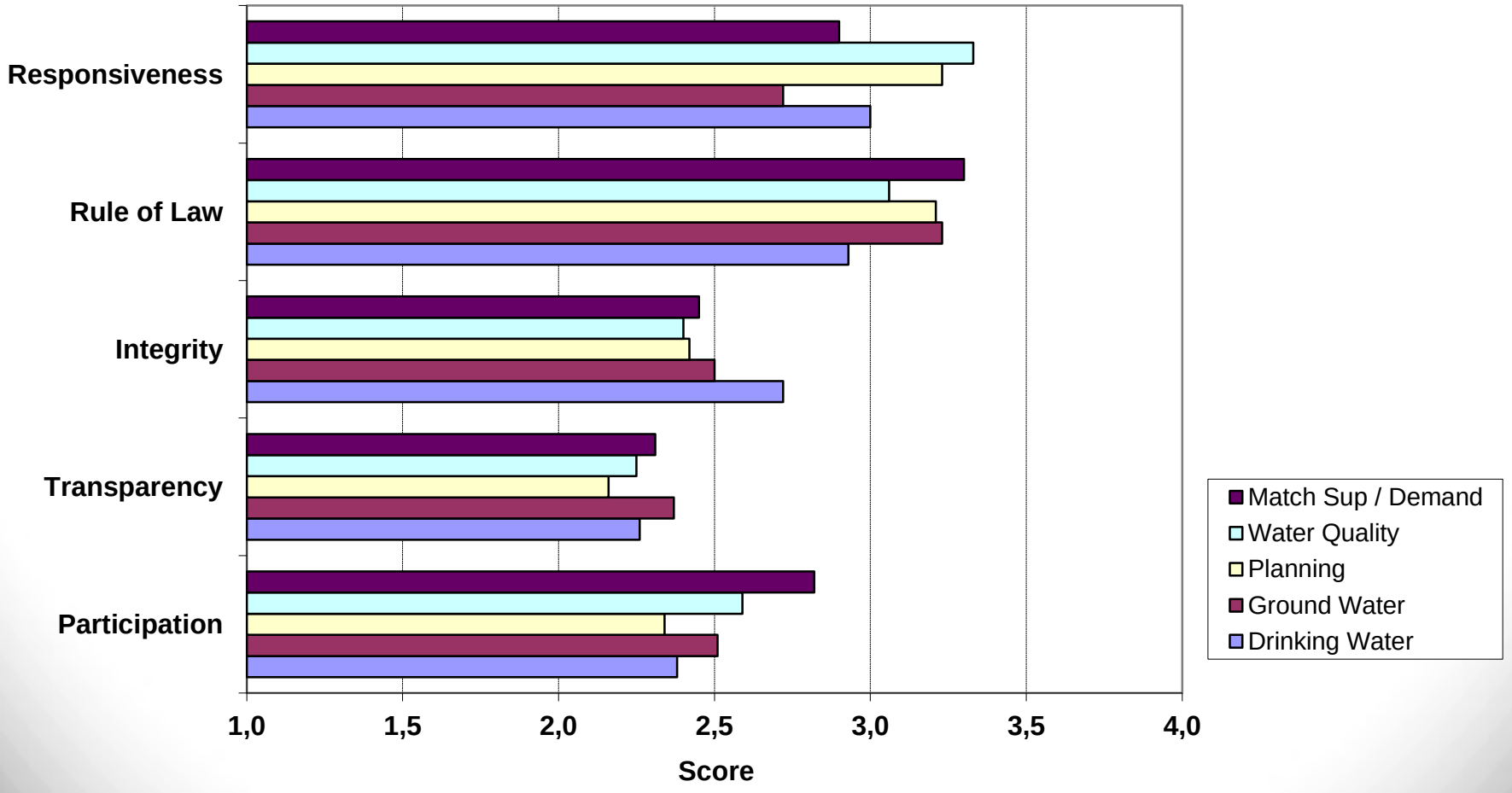
Desktop scoring

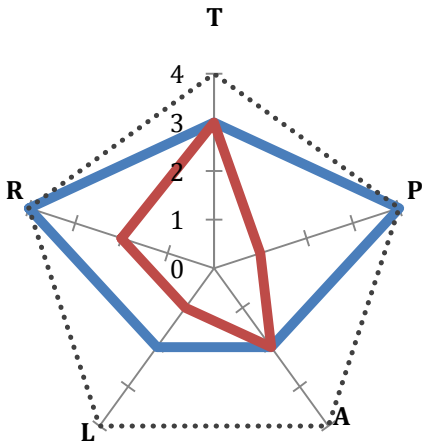
Function 4: Developing and managing water resources



Perception (Turkey)



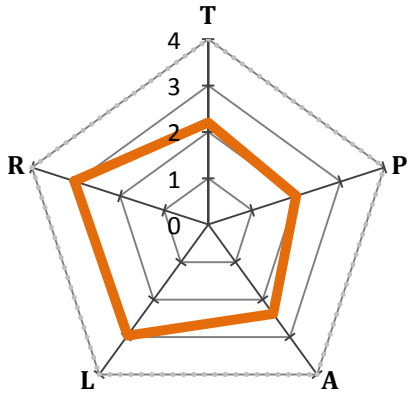
Pulling components together (Jordan)



Policy

Legal

	Organizing	Planning	Allocating	Developing	Regulating
Min. of Water & Irr.	●	●	●	●	●
Min. of Agriculture	●	●	●	●	●
Min. of Planning	●	●	●	●	●
Min. of Env.	●	●	●	●	●
Private Sector	●	●	●	●	●
Universities	●	●	●	●	●
NGOs	●	●	●	●	●
Donors	●	●	●	●	●
Royal Court	●	●	●	●	●
Parliament	●	●	●	●	●
Courts	●	●	●	●	●
Water Utilities	●	●	●	●	●



Expert-based assessment

Combining results – Examples (Jordan)

F1 Organizing and building	Capacity of the water sector
Policy and Legal Analysis	Developing and utilizing well-trained professionals is a national priority
Expert-based Assessment	Sub-function scores are relatively low (67%)
O& F Matrix	Universities have a quite low involvement in F1. Which organizations can contribute to increase sub-function effectiveness? Or is it only a matter of time?

F5 Regulating Water Resources and Services	
Policy and Legal Analysis	Protecting aquatic ecosystems is seldom addressed in the documents (P&L score 50%)
Expert-based Assessment	Sub-function scores quite low (64%)
O& F Matrix	The main actors responsible for it are involved. Are their actions coordinated? Do they need an stronger institutional setting?

Comparing countries

- Difficult--Different standards in different countries
- Can’t say which country’s planning sector is strongest

- However, we can say:
  - Regulating water resources and services is almost always the weakest function
  - Planning Strategically is always one of the two strongest functions
  - Each country has individual strengths and weaknesses that are identifiable by this method.

Conclusions & open questions

- Governance as the process, but can't be analysed in isolation
- Combination of documentary analysis and fieldwork
- Local relevance versus international comparison: How to produce questions that elicit strong responses yet are applicable across range of countries?
- Final user to guide and scope the evaluation design

Thank you for your attention

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