



Fostering better governance to overcome obstacles in the implementation of the EU Water Framework Directive

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“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, OECD, IFI 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 !*

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” !



OECD Work on Water Governance (2009-2010)

Objectives

1. Identify **good governance practices** for coordinating water policy
2. Provide an **institutional mapping** of the allocation of roles/responsibilities (design, regulation, implementation)
3. Identify key **coordination /capacity “gaps”**
4. **Assess** pros and cons of **governance mechanisms** used by governments to bridge gaps.
5. Provide **policy recommendations** for sustainable governance of water policy

=> **OECD Survey across 35 countries, including 8 from the EU:** UK, France, Spain, Italy, Portugal, the Netherlands, Belgium and Greece. It targeted both **central administrations** and **sub-national actors** (e.g. Agence RMC in France, CH del Ebro in Spain, AATO Tuscany in Italy, Wallonia and Flemish regions in Belgium etc.)



OECD Multilevel Governance Framework

“Mind the Gaps – Bridge the Gaps”

DIMENSION	DESCRIPTION
Administrative gap	Geographical “mismatch” between hydrological and administrative boundaries
Information gap	Asymmetries of information between policy making and/or implementation authorities and between public and non-governmental actors
Policy gap	Sectoral fragmentation of water-related tasks across ministries and agencies.
Capacity gap	Insufficient scientific, technical, and implementation capacity on the part of local water management actors (size & quality of the infrastructure and resource they must manage)
Funding gap	Unstable or insufficient revenues undermine effective implementation of water responsibilities at subnational level
Objective gap	Different rationalities creating obstacles for adopting convergent targets
Accountability gap	Difficulty to ensure the transparency of practices across the different constituencies

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



Preliminary results from OECD Survey on Water Governance

Focus on the administration, policy and capacity gaps

Final results will be published in :

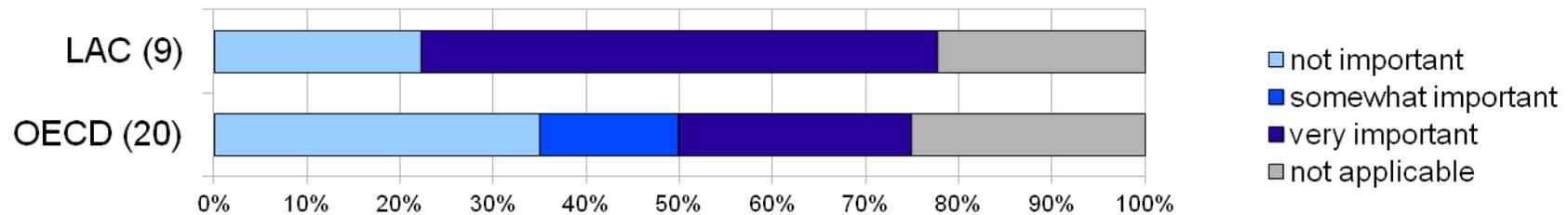
OECD Synthesis Report (Q1 2011)

Water Governance : From Principles to Implementation

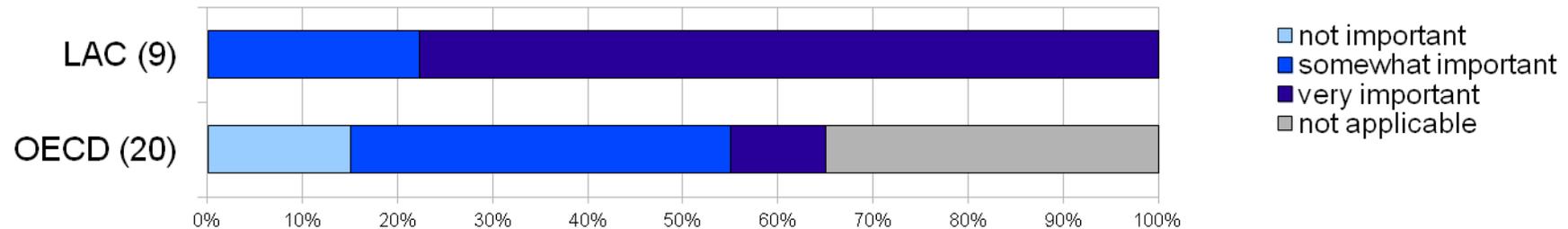
Administrative gap

- *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 are key concerns...*

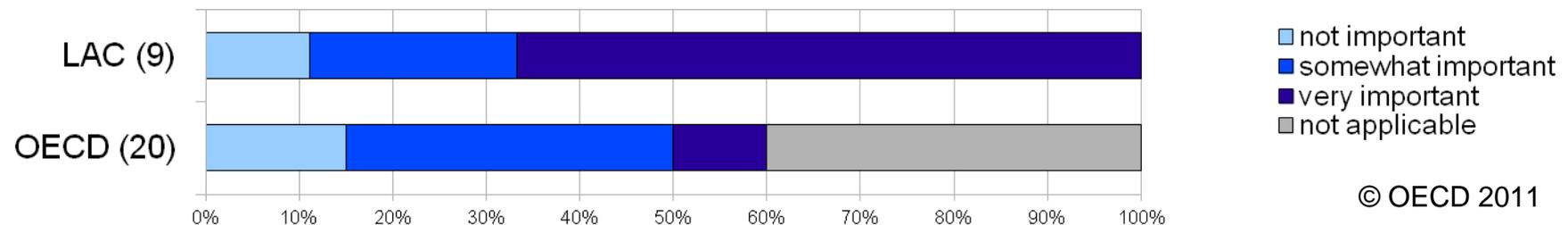
Challenges: mismatch hydrological / administrative boundaries



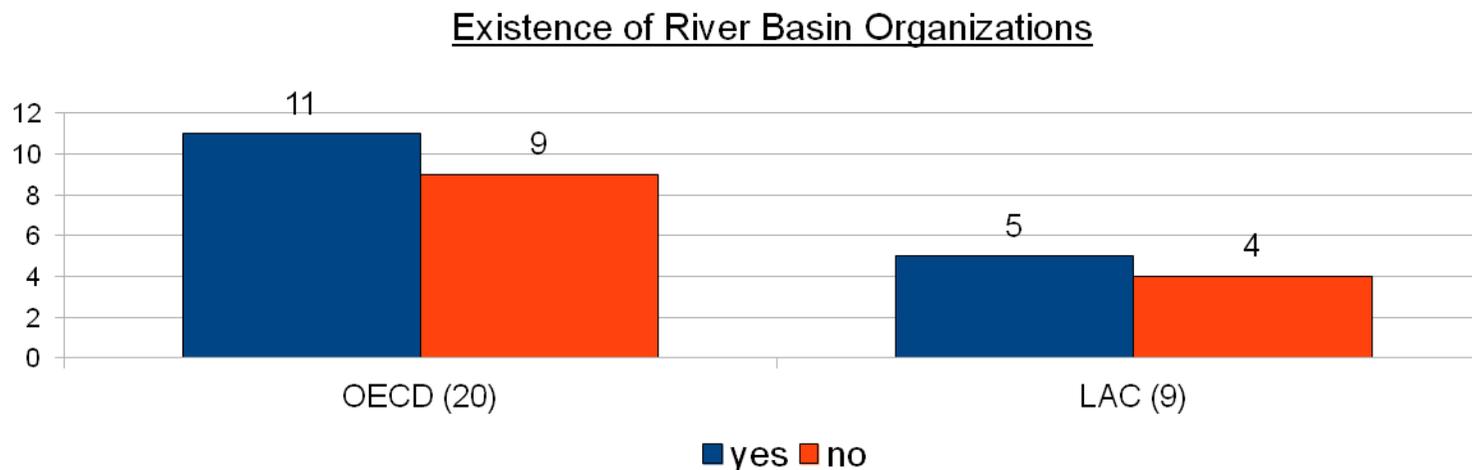
Challenges: lack of synergies at local level



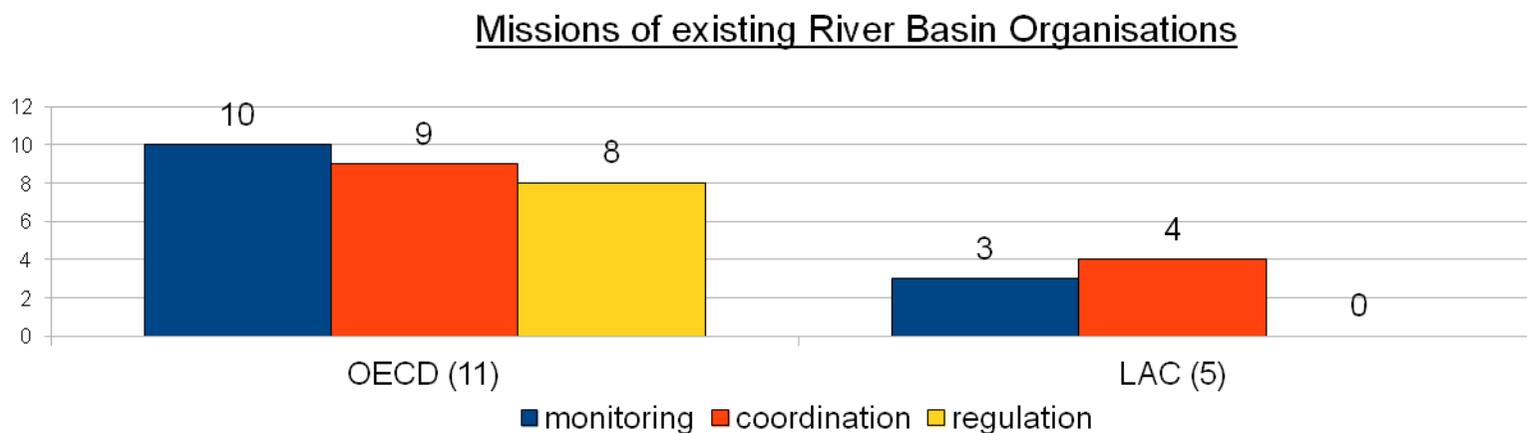
Challenges: lack of relevant scale for investment



➤ *Despite the existence of river basin organisations ...*



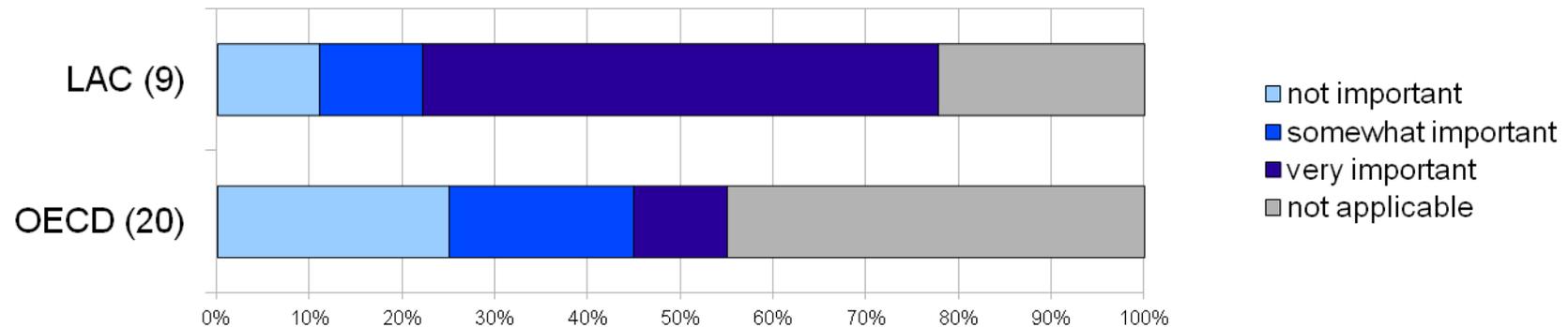
➤ *.... which missions vary between OECD and LAC countries in terms of regulatory powers*



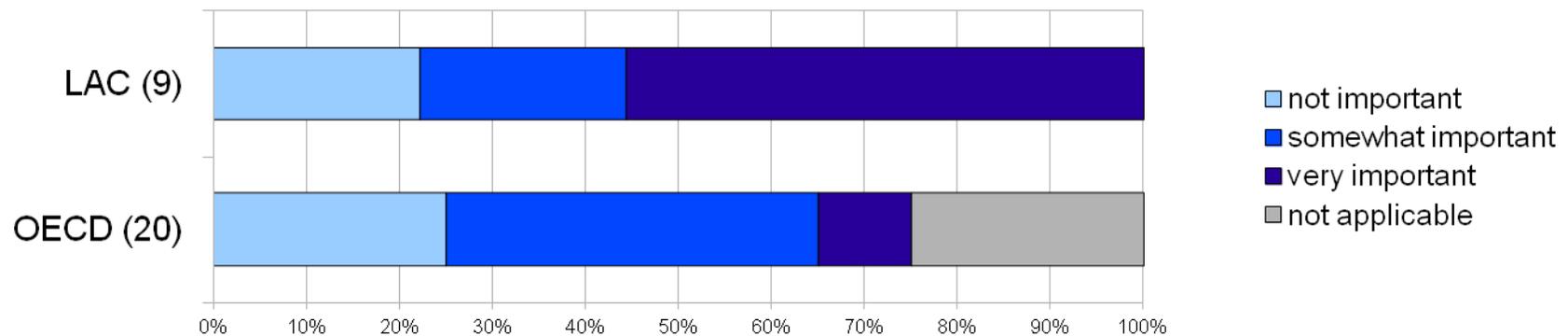
Policy gap

- *Fragmentation of roles and responsibilities across ministries and levels of government is a key challenge for 45% of OECD and 70% of LAC and countries surveyed...*

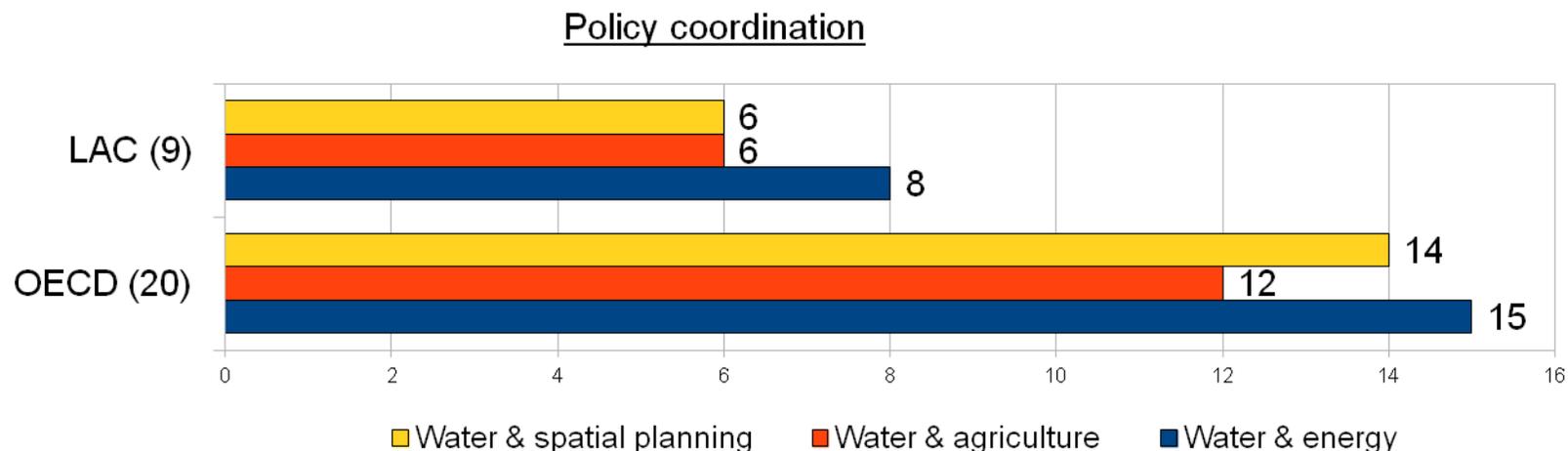
Impact of central government sectoral fragmentation



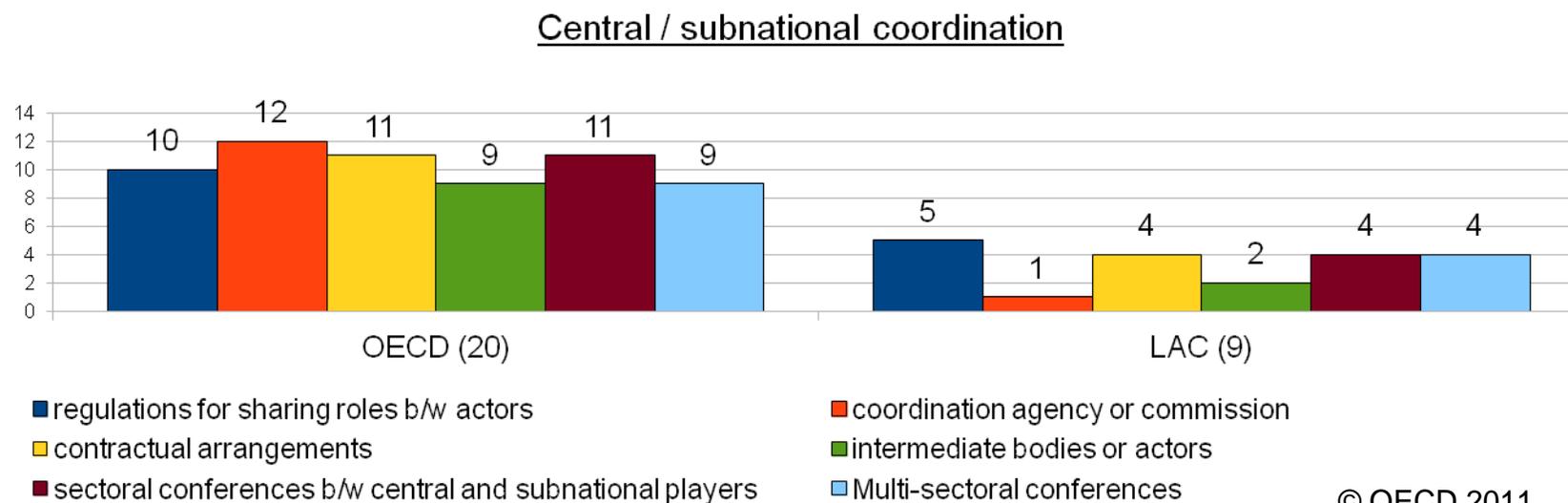
Over-fragmentation of subnational responsibilities



➤ Despite existing efforts to coordinate water, agriculture, spatial planning and energy policies

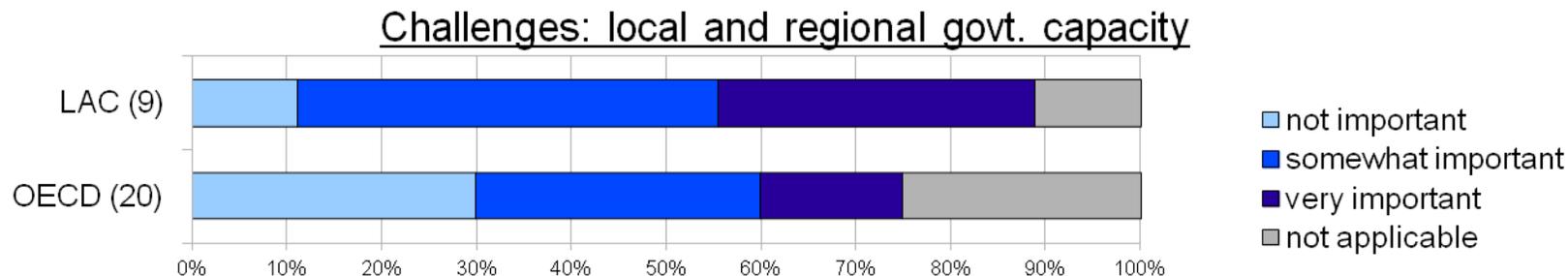


➤ ... and the adoption of coordination instruments between central and sub-national governments

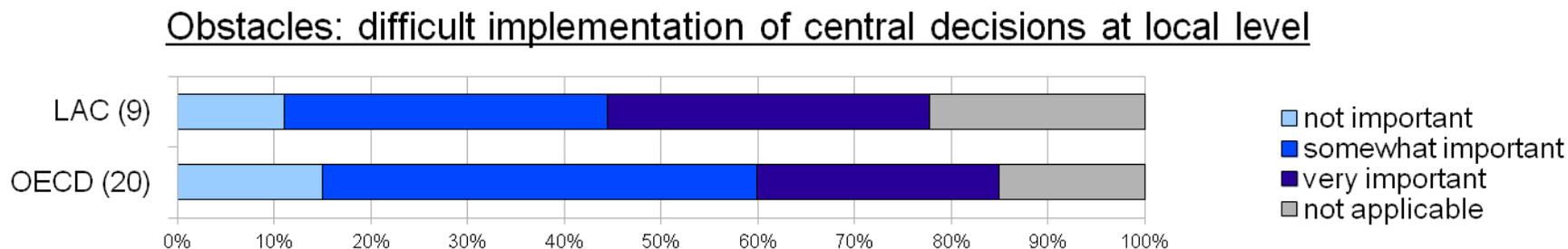


Capacity gap

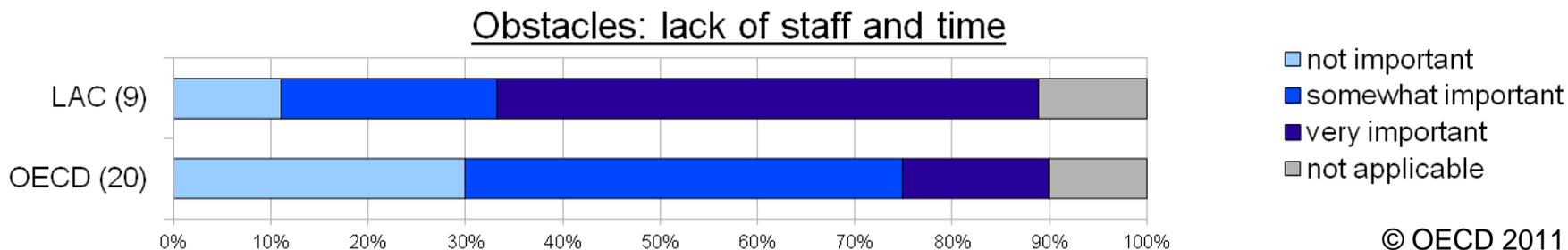
- *The lack of capacity of local and regional governments is a major challenge for 45% of OECD and 70% of LAC countries surveyed*



- *... Not only to implement decisions from central government ...*

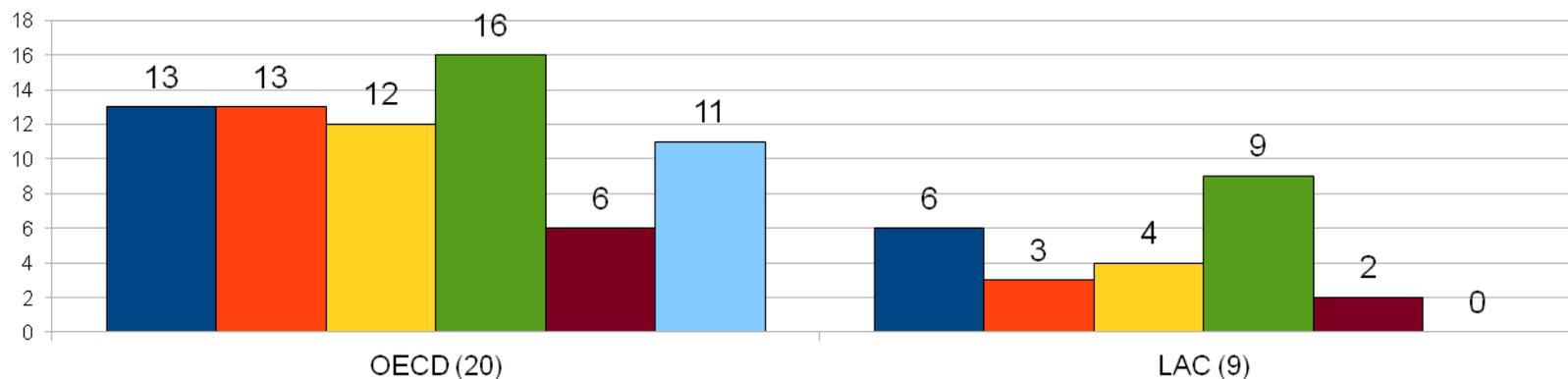


- *... but also in terms of staff and time ...*



- *All surveyed countries have capacity building mechanisms for local governments (workshops, seminars, conferences) but no systematic experimentation at territorial level*

Mechanisms to build capacity



- collaboration with private sector
- performance indicators and targets
- databases
- Training, workshops, conferences
- specific performance monitoring mechanisms
- water policy experimentations

Some observations

1. **No “optimality” in water governance and regulation** : need to take into account institutions, plurality of actors in design/implementation stages ;
2. ... But the confrontation of “local” and “national” experiences allow to identify **good practices**, based on what worked and what did not
3. Public actors agree on the need for a **“systemic” of water policies with other areas of public policies ...**
4. ... But this does not always occur in practice, because of a **series of “gaps”** preventing both “horizontal” coordination across ministries, and vertical coordination between levels of government;
5. Water sector requires the combination of **a territorial approach and national or supranational tools** to foster coherent policies ;
6. This involves evaluating the **governance challenges** (coordination, capacity etc.) and adopting adequate **instruments** to meet them;
7. **No “panacea” or “on-fits-all” model** => need for combination various tools according to local needs and specificities



**Thank you for your
attention!**

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