FUTURE INSTITUTIONS

A case study on the potential
"dis-integration of Spanish (water) institutions?

Elena Lopez-Gunn, Lucia De Stefano and Fermín Villarroya

FUNDACIÓN
BOTÍN

CONTENTS

EU Water Framework Directive:
a "poster child" of IWRM?

WFD as ~~IWRM~~

WFD as "eco" WRM

Socio-economic
development

Ecological
integrity
EU water
resources

EU Water Framework Directive: a "poster child" of IWRM?

• Reviewing the main tenets of IWRM and the WFD

(*the perspective of institutional analysis)

IWRM PRINCIPAL TENETS	EU WFD	SPAIN
1.Basin Planning	1.√	1.√
2. Pollution control	2.√	2.√
3. Monitoring	3.√	3.√
4. Stakeholder participation	4.√	4.√
5. Economic and Financial Management	5.√	5. X
6. Drought and Flood Management	6. ?	6..√
7. Information Management	7. X	7. ?
8. Water Allocation	8. X	8. ?

Current Institutional Framework

RIVER BASIN ORGANISATIONS/

REGIONAL WATER AGENCIES (* PTO)

MUNICIPALITIES

Key actors for PWS

Least explored? Most potential as "levers for change"

e.g. cost recovery

(* regulatory gaps?)

WATER USERS

1200. irrigation communities

1970s (1980s) User communities e.g. GWUAs

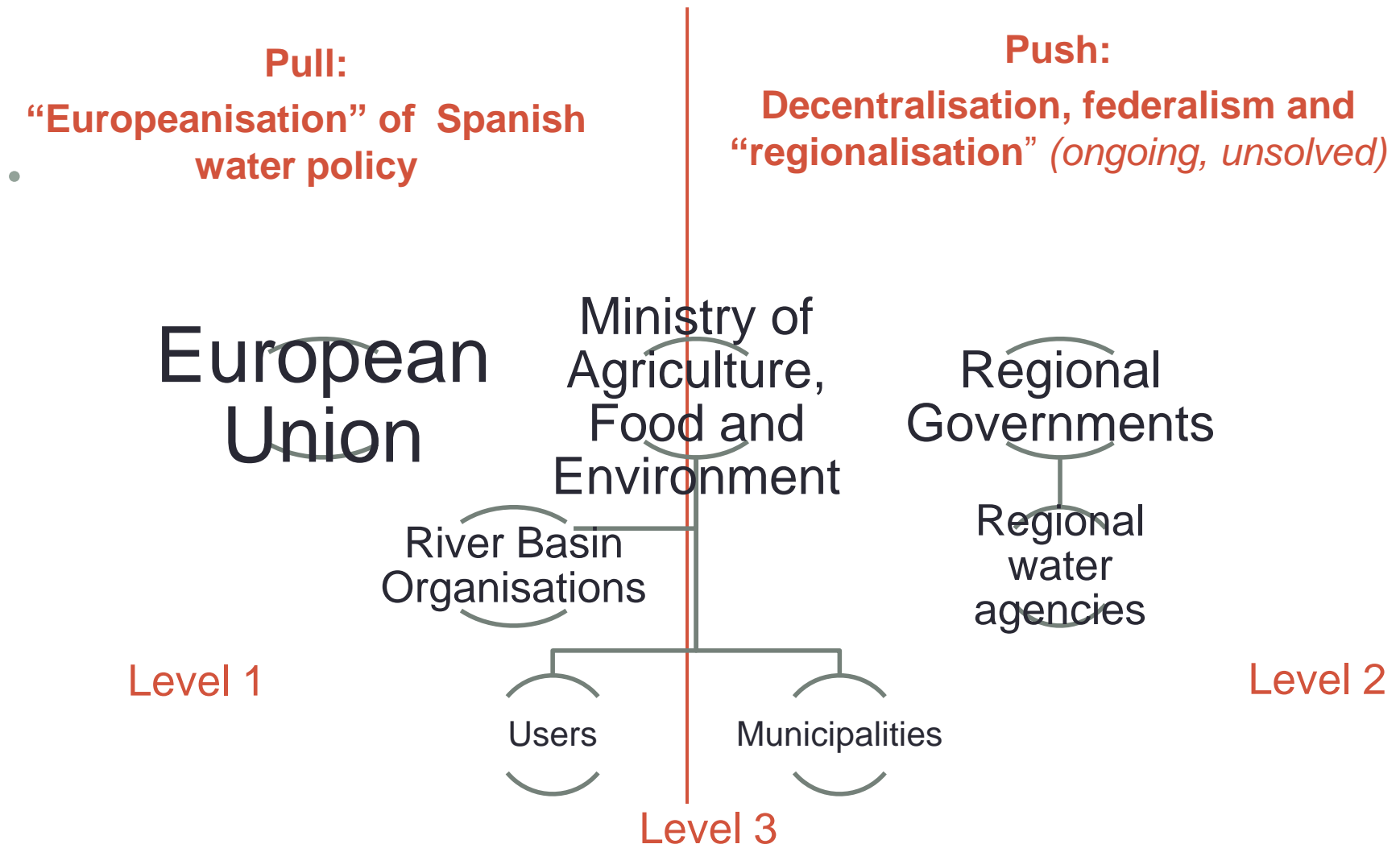2000 + "New" water communities (desal, recharged, recycled, + integrated use communities?

Spanish RBOs
IWRM "failed" implementation:
review of evidence for incremental improvements

Issues	Evidence from Review IWRM	Spain
Roles	Lack of clear role for the RBOs	Not applicable
Independence	Lack of autonomy for the RBOs	Yes, heavily influenced by political appointments at senior levels
Model of engagement	Lack of recognition of the role of stakeholders and Lack of recognition of the RBO among stakeholders	Stakeholders recognized in formal processes but limited to water right holders
Financial capacity and autonomy	Financial management is not done at basin level and therefore the opportunity to use financial tools are thus limited Lack of human and financial resources of the RBOs	Yes, financial management at basin level is very limited and also often self-financing tools not fully applied Lack of stable human and financial resources
Functions	Lack of resources and responsibility limit the RBO engagement with the full range of water resource management functions	Functions clearly outlined but no existing procedures to align water policy with other sectorial policies (lack of policy coherence)
Coordination	Lack of cross-sectorial coordination	Very limited cross sectorial coordination, water as weaker sectors vis a vis e.g. energy or part. agriculture
Flexibility	Lack of adaptive management in the RBOs	Rigid institutions in rigid institutional framework; long lead time for response (except e.g. droughts)
Monitoring and control	Monitoring and enforcement hardly practiced	Good monitoring for compliance with e.g. EU Directives but need for improved overall monitoring and compliance framework

# A complex institutional interplay: 3 level game (after Putman, 1995)

Pull:

"Europeanisation" of Spanish water policy

Push:

Decentralisation, federalism and "regionalisation" *(ongoing, unsolved)*

European Union

Ministry of Agriculture, Food and Environment

Regional Governments

River Basin Organisations

Regional water agencies

Level 1

Users

Municipalities

Level 2

Level 3

Push and Pull

Pull: ecologically drawn

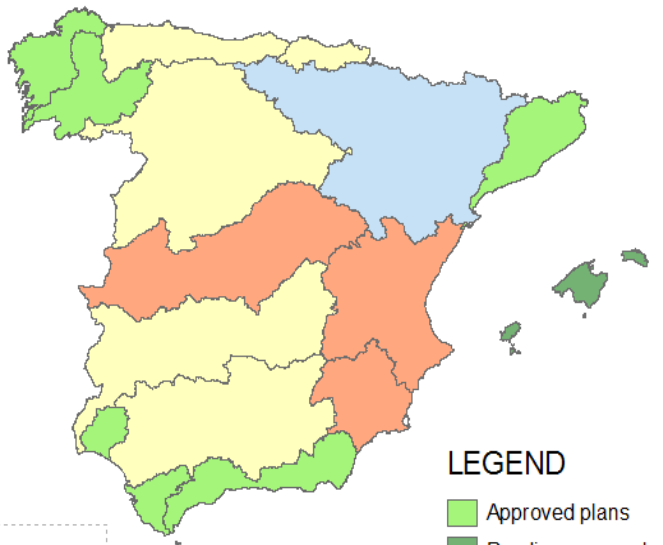- Draw Up of Programmes of Measures to meet Good Ecological Status

Push: sectorially drawn
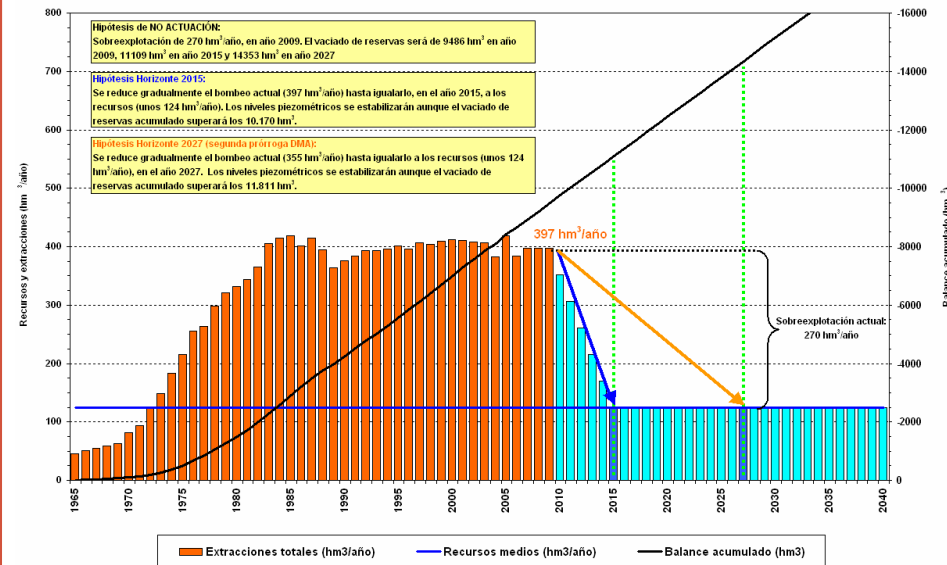
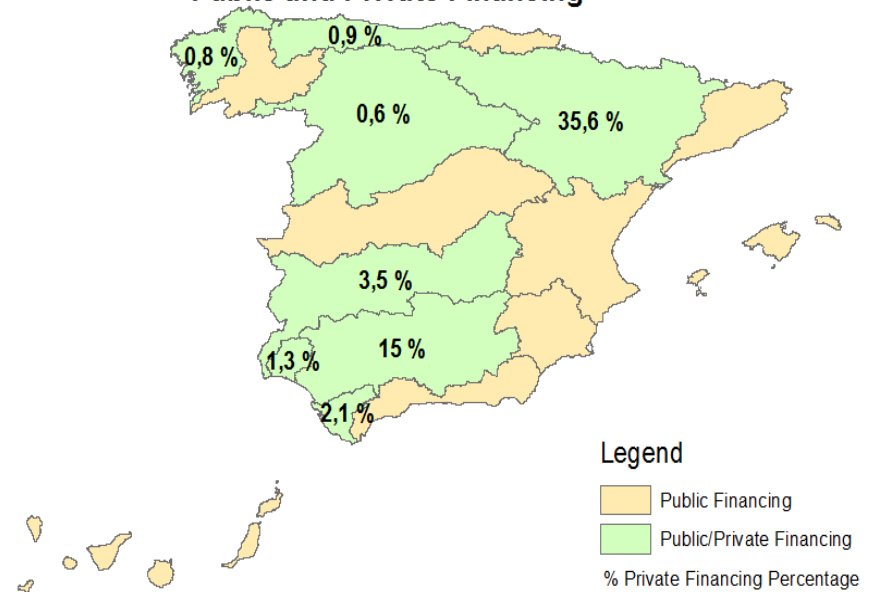# Institutional capacity and Programmes of Measures (i)

## State of River Basin Plans

CURRENT WATER PLANNING

LEGEND
- Approved plans
- Pending approval
- After the PP
- Public Participation
- Developing plan

Funding

Public and Private Financing

0,8 %
0,9 %
0,6 %
35,6 %
3,5 %
1,3 %
15 %
2,1 %

Legend
- Public Financing
- Public/Private Financing
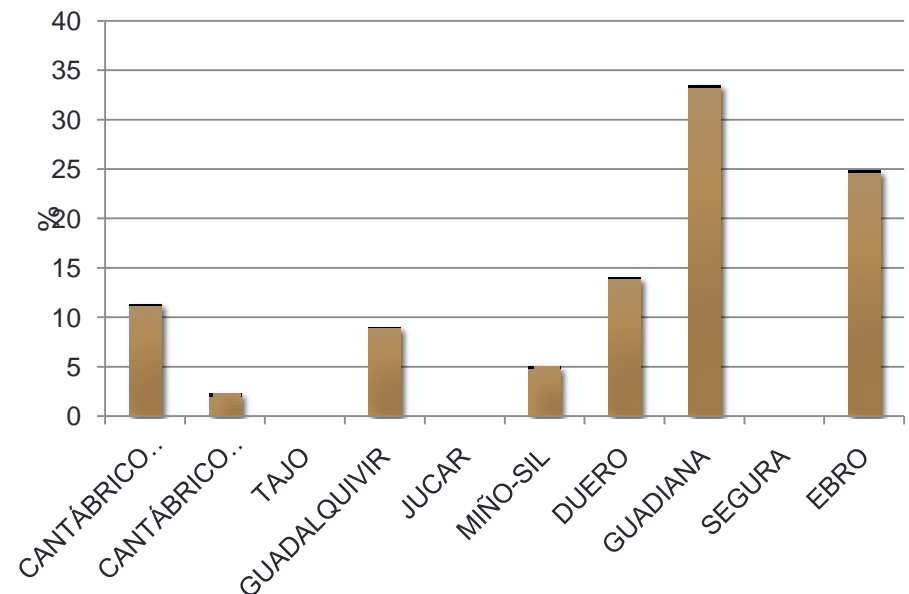
% Private Financing Percentage

Programme of Measures (II)

- ❖ 66% Measures to meet environmental objectives

- ❖ 25% Measures to satisfy demands

- ❖ 6% Measures to prevent extreme events

- ❖ **3% Measures to improve water governance and knowledge**

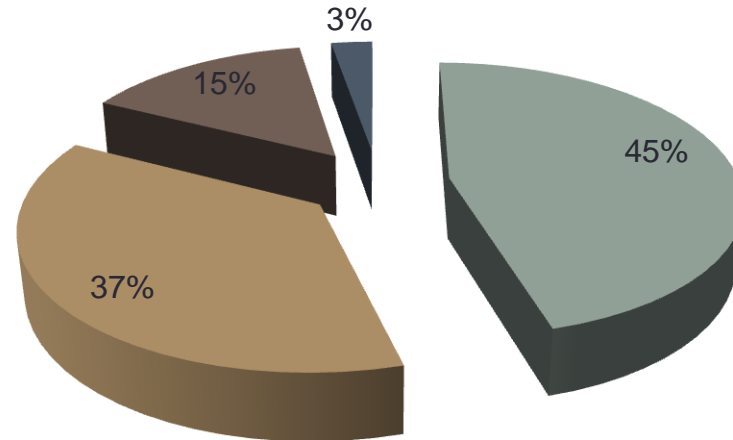## TYPES OF MEASURES SHARED BASINS
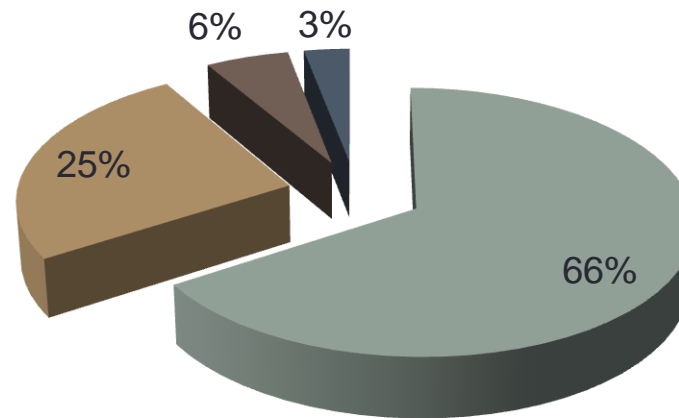
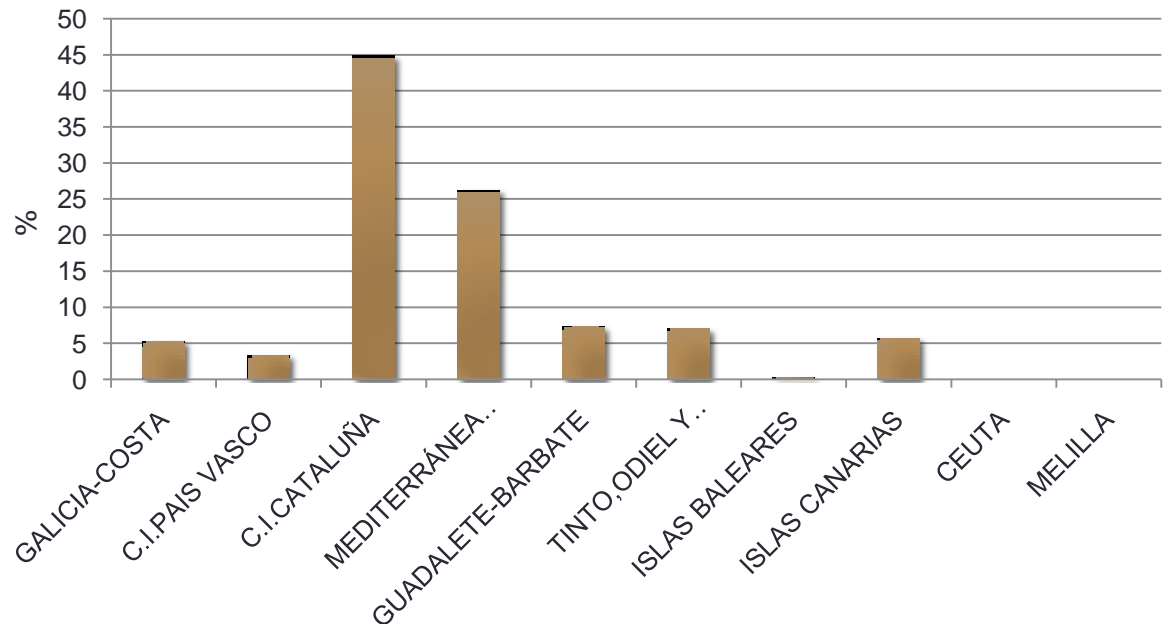
Investments in Shared basins

Programme of Measures (III)

- ❖ 45% Measures to meet environmental objectives

- ❖ 37% Measures to satisfy demands

- ❖ 15% Measures to prevent extreme events

- ❖ **3% Measures to improve water governance and knowledge**

TYPE OF MEASURES INTERNAL REGIONAL BASINS

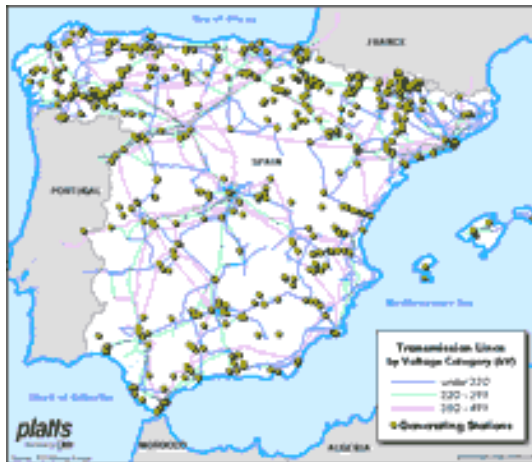### Investments Internal regional basins

Future Institutions in RM

1. The Catchment as **"scale of choice"-** does it create problems of integration?

1. **Or Catchments of networks?**

Energy Networks
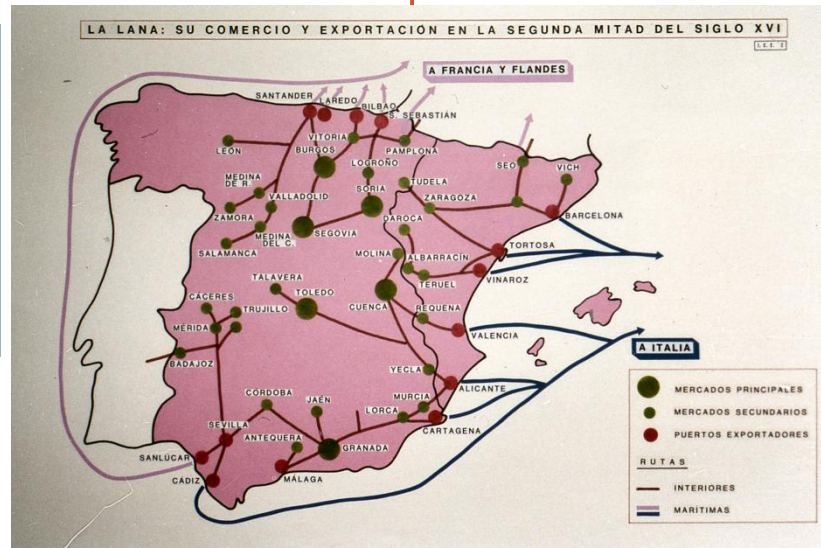
Electricity Grid

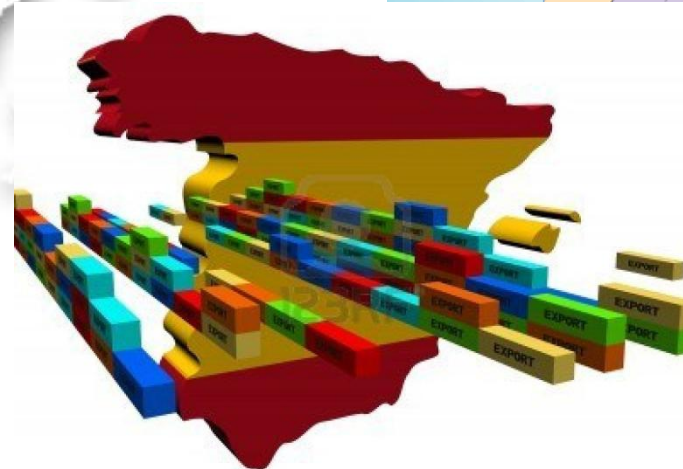Renewable   Fossile (e.g. refineries)

Food networks

Wine

Olive

Industry networks

Car manufacturing

Industrial complexes

Infrastructure Networks

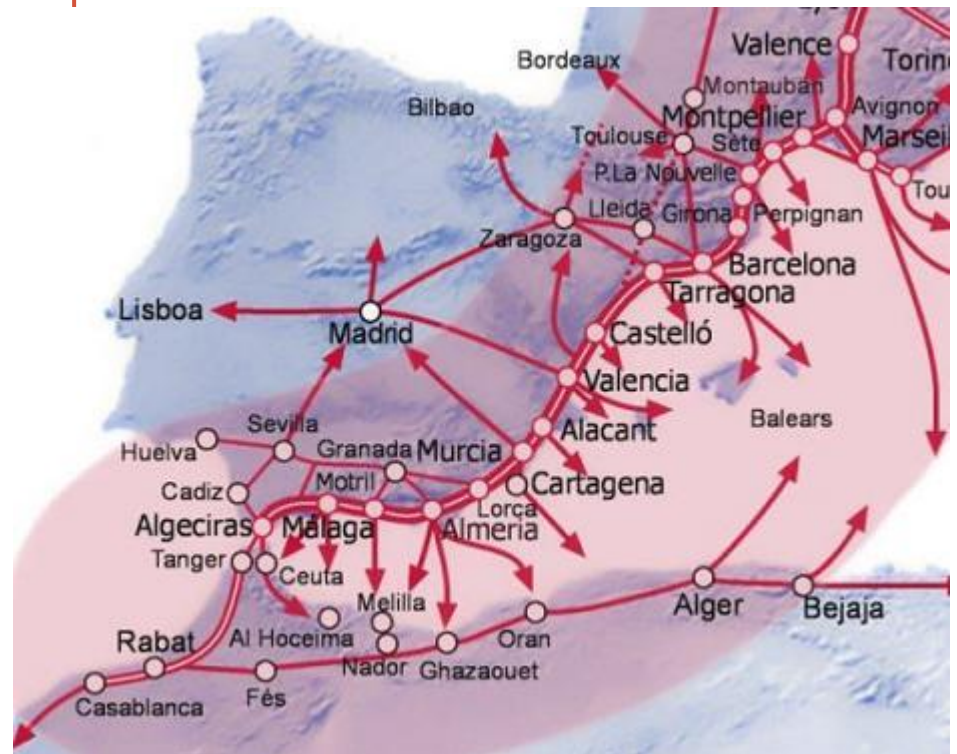## High Speed trains

Mediterranean logistics Corridors

Future Institutions in RM

1. The Catchment as "scale of choice"- does it create problems of integration?
2. **Public participation?**

1. Or Catchments of networks?
2. Or Social innovation in open government?
   1. Deliberative polling
   2. Innovative partnerships (new PPPs)
   3. **Social contracts e.g. *Custodia del Territorio***

RBOs: a new relationship model ?

Mayors´ School

Photos: courtesy of Rosa Huertas (CHDuero)

Future Institutions in RM

1. The Catchment as "scale of choice"- does it create problems of integration?
2. Public participation?
3. **Water Allocation**
4. **Information Management**
5. **Basin *Planning***

1. Or Catchments of networks?
2. Or Social innovation in open government?
   1. Deliberative polling
   2. Inovative partnerships (new PPPs)
   3. Social contracts e.g. *Custodia del Territorio*
3. **Or Smart regulation**
4. **Or Technology as enabler?**
5. **Or "search and discover"? (non-linear)**

Future institutional framework: the "dis-integration" of IWRM (water) institutions (after Kuhn 1962)

- Paradigm failure?
- Underlying assumptions re-examined?
- A new paradigm established?

1980s+	2000+	2020?
PRE-IWRM PARADIGM	IWRM PARADIGM	POST IWRM PARADIM
Administrative boundaries Water focused…	Catchment Sectorial Intgeration Paying for water …	**Resource management? water security? ecosystem services? other?**
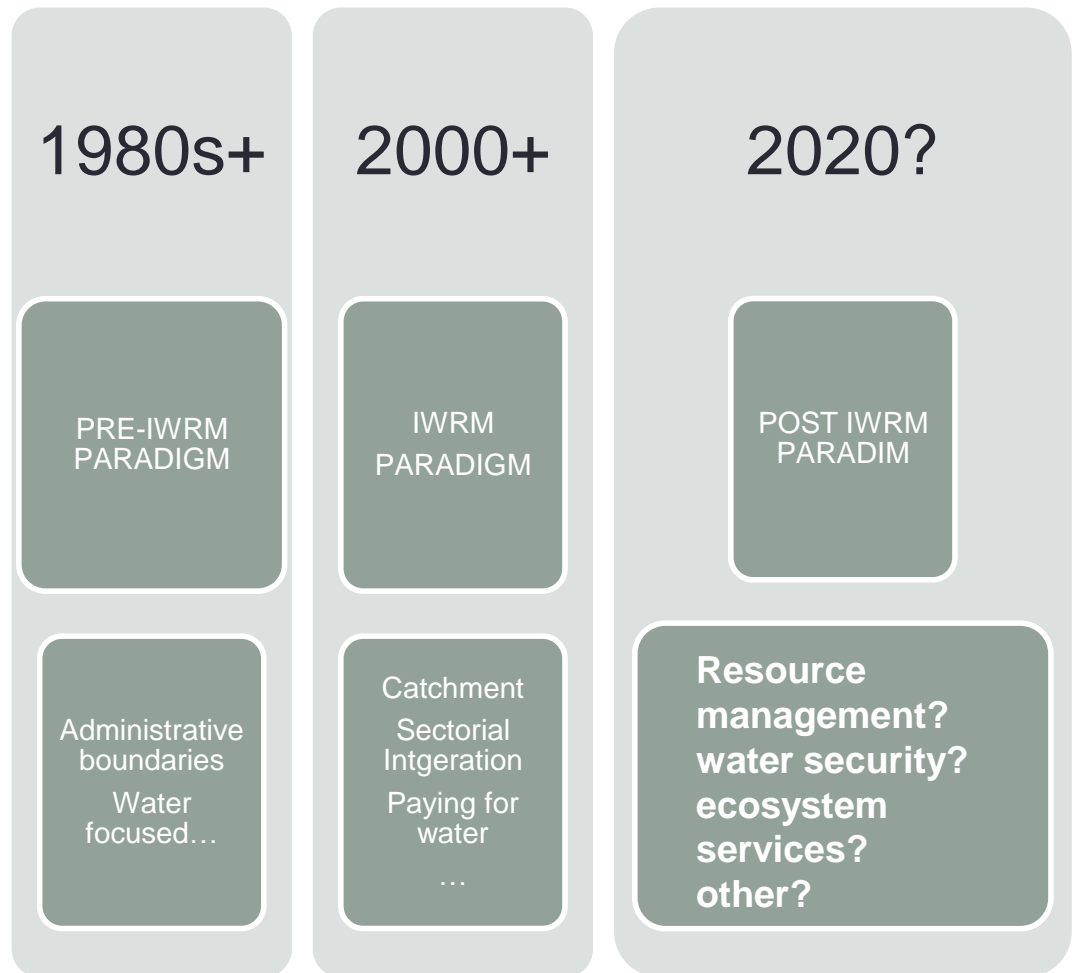
"Strategy first … then structure" (after Chandler, 1977)

STRUCTURE FOLLOWS STRATEGY	
Aligns the organization to best follow strategic direction	
Allows for clearly defined roles and responsibilities	
Clarifies who makes what decisions.	
Enables clear accountability.	
Minimizes handoffs that affect the users and citizens experiences. Minimizes the users and citizens "runaround."	
Minimizes handoffs that create confusion over who is responsible for what outcomes.	
Pulls together the people who most need to work closely with each other.	
Allows information to flow unrestricted to those who need it.	
Creates manageable spans of control.	
Is augmented by informal channels of cross boundary communication	

Conclusion

- Spain had a strong first mover advantage since the first RBOs were created almost a century ago.
- ---yet an element of complacency? Did it stop a *healthy* element of institutional innovation (<u>the RBOS of the twenty first century</u>)
- IWRM and WFD in this respect *under the great acceleration of the twenty-first* <u>century</u> are useful paradigms, but maybe not enough because the pace, the scale of the issues and the solutions needed have also increased exponentially.
- We need disruptive institutional change to deal with change in exponential times

- Yet **what should the RBO of the future look like?**
  - ➤ What would an RBO look like?
  - ➤ How should it operate?
  - ➤ What should be its goals?
  - ➤ What is its relationship model with e.g. citizens?
  - ➤ With globalization and information technology?
  - ➤ With a service oriented approach on a networked governance frame?
  - ➤ How would it join forces e.g. for energy, for food?
  - ➤ How can synergies be found across organizations? What is the collaborative model?.

The RBO of the future: from policy takers to policy makers