



The 12 OECD Principles of Water Governance and Water Governance in Portugal

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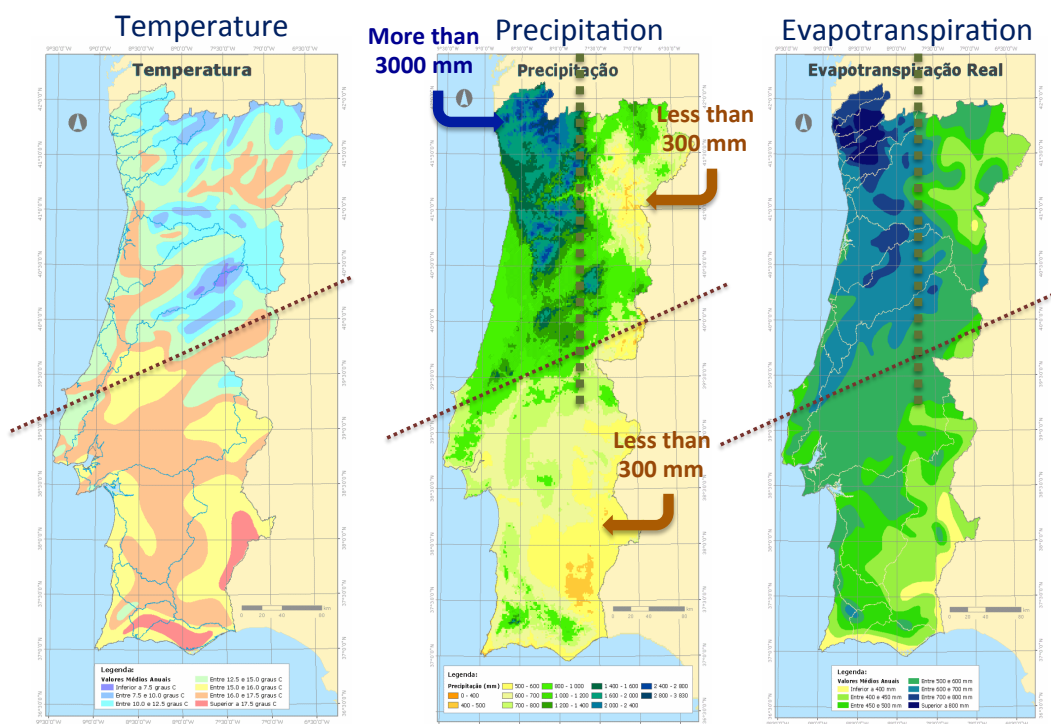
IST – Instituto Superior Técnico
University of Lisbon



Lisbon, 27 November 2019

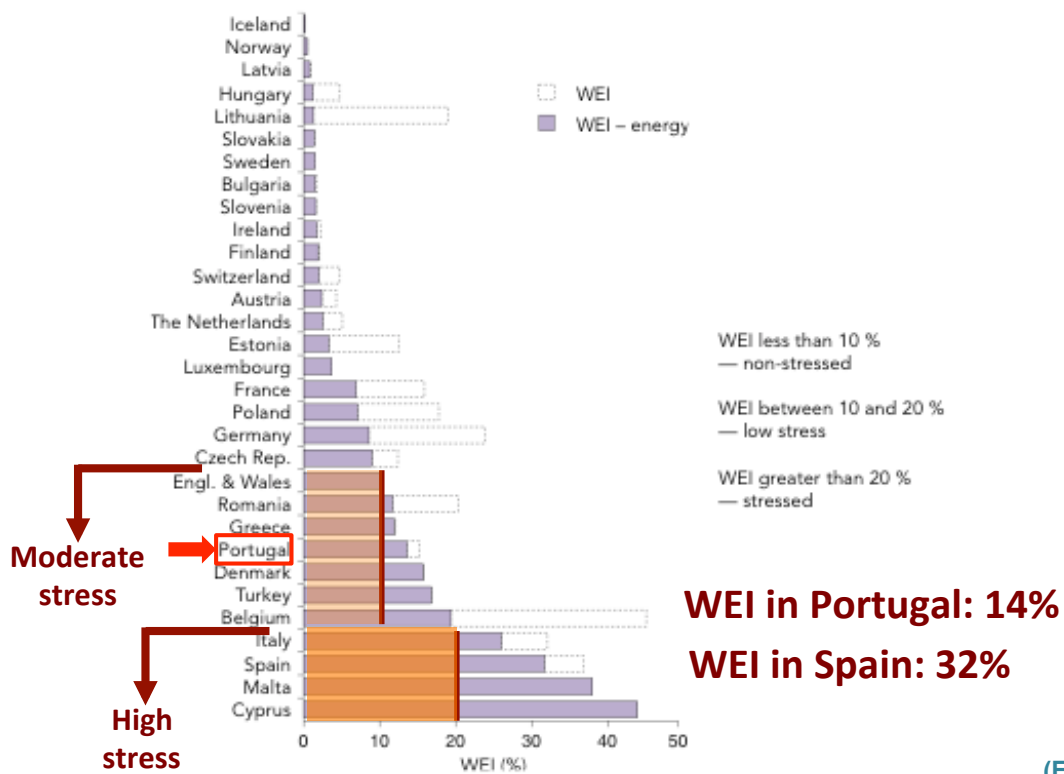
We are in Portugal !

North and South are quite different !



Very distinct levels of water use and water stress

Water Exploitation Index (WEI) in Europe



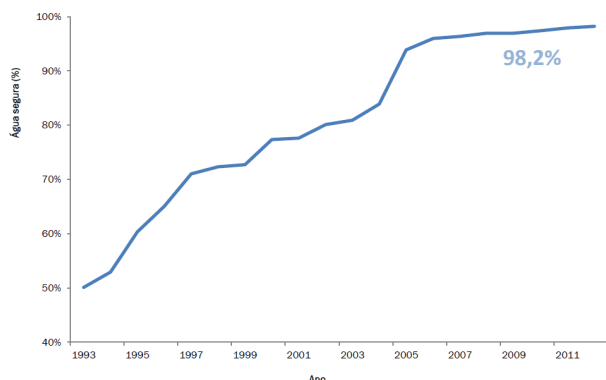
In what concerns domestic water services Portugal has come a long way!



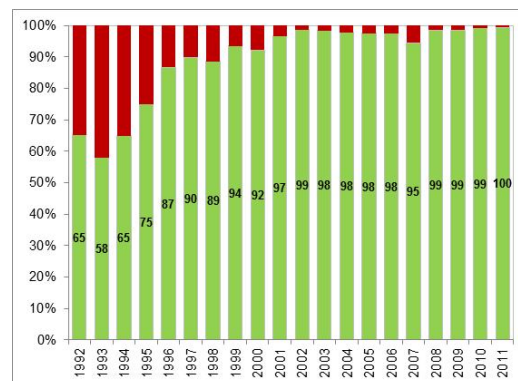
Downtown Lisbon 1939

Evolution from 1993 to 2015 of the Public Supply of Water and Wastewater

Safe Drinking Water (%)



Bathing water quality (%)



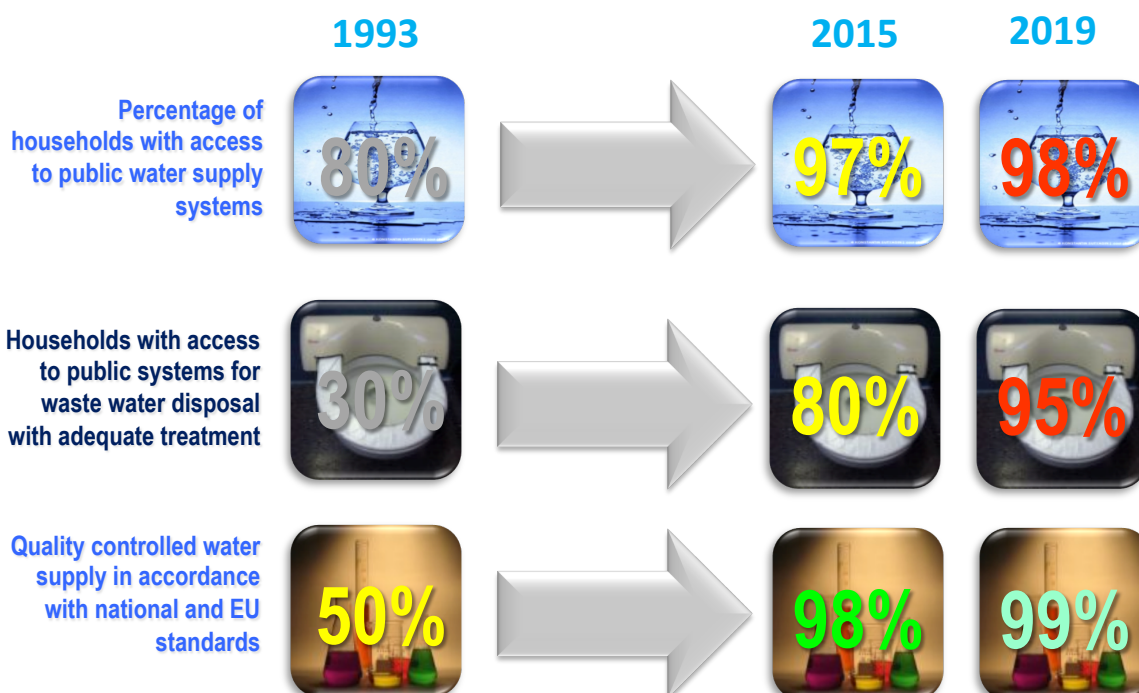
A boom in attendance and quality of service!!!

“The Portuguese miracle...”

Paul Reiter, Former Executive Director of IWA





Evolution from 1993 to 2015 of the Public Supply of Water and Wastewater



NOBODY
would have any doubt
that water is a key factor for development

HOWEVER
there are significant differences
in what concerns:

water needs *stages of development*
water availability
and even *technological capacities*
goals and aspirations
of each specific society !

We need an integrated and holistic view:



ecosystems services
nature conservation link

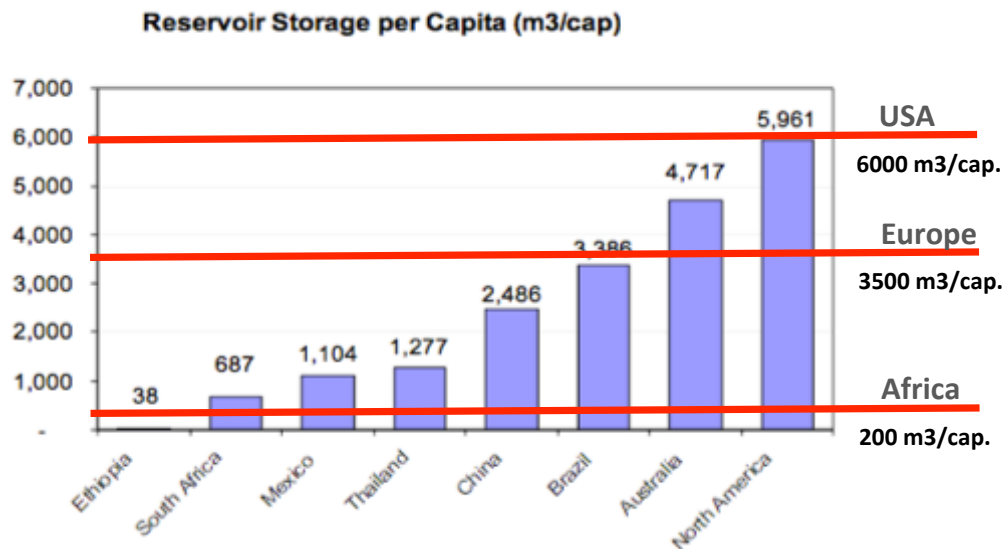
irrigation
water food link

energy
water energy link

**water supply and
sewage treatment**
hygiene link

***Water is much more than
what we get from the tap!
Water is a common thread of
environment and development!***

To achieve progress we need to give attention to
Infrastructure . . .



Indeed development is strongly linked
to infrastructure availability

*. . . however we should not forget
that water management is an animal
that walks on two legs:*

Rhino by: Leo Reynolds <http://www.flickr.com/photos/lwr/6321351179/>



infrastructure & governance !
if we neglect one, the animal stumbles and falls

. . . and what is governance ?

OECD 2015

Water governance refers to the range of political, institutional and administrative rules, practices and processes (formal and informal) through which decisions are taken and implemented, stakeholders can articulate their interests and have their concerns considered, and decision-makers are held accountable for water management



Water management is much more than simply a technological (or infrastructural) issue !



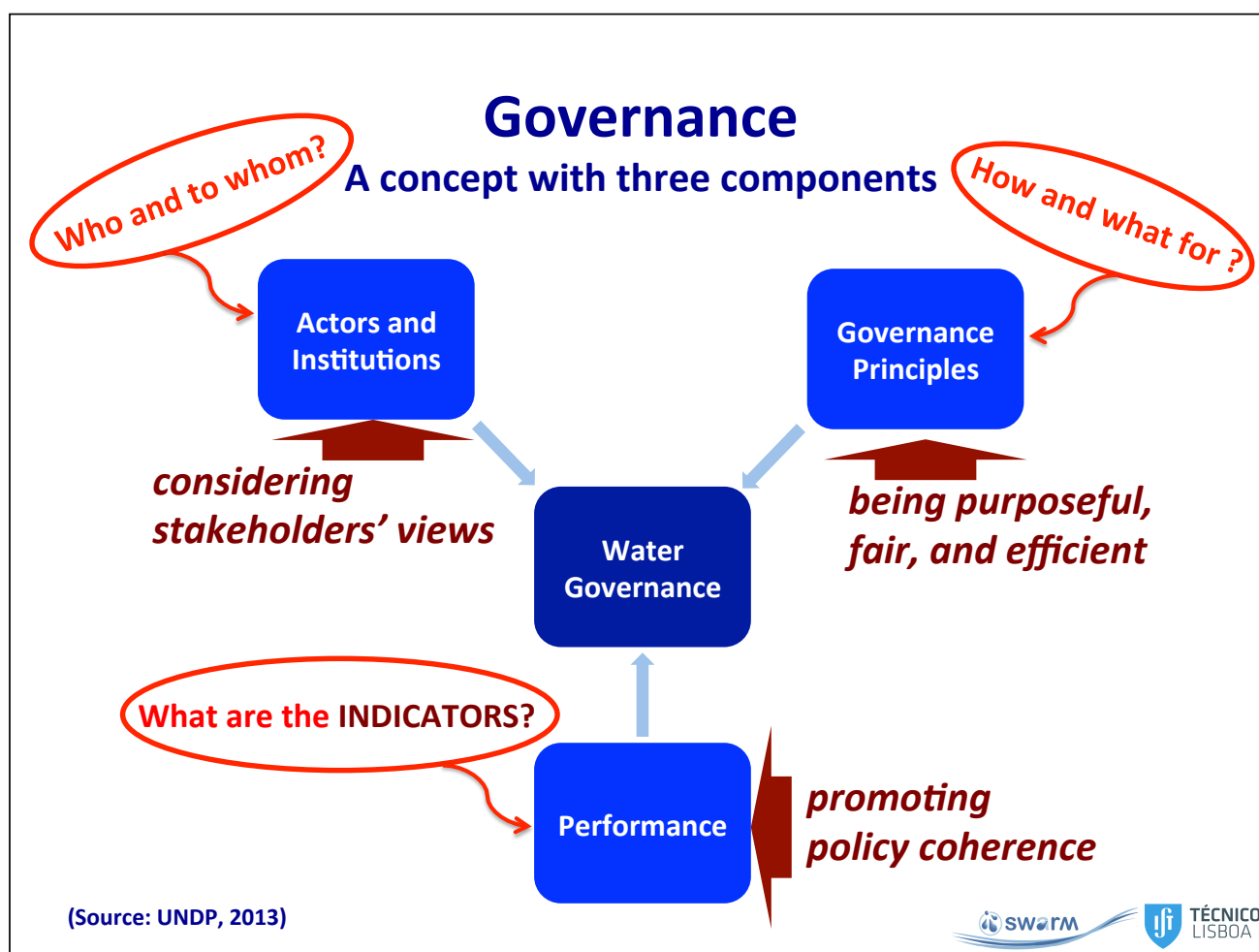
Many problems remain unsolved not because we lack technological solutions, but rather because there are difficulties and bottlenecks at the social and institutional levels that make the decision processes very complex and required actions delayed or blocked

We need a more comprehensive view!

Often we have the knowledge, the technological solutions, and even the financial means, and these three elements are not sufficient to face the water challenges and solve the problems.

We have to focus on society, its actors, the way policies are formulated, how decisions are made.

▶ We have to shift our attention from management to governance!





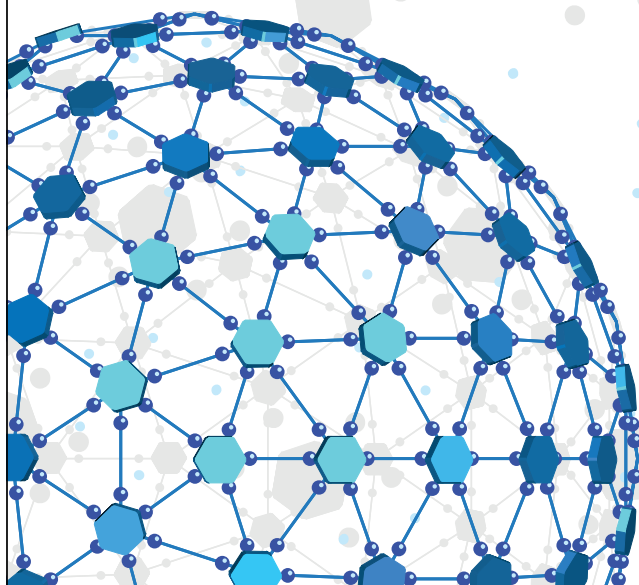
OECD Principles on Water Governance

Welcomed by Ministers at the OECD Ministerial
Council Meeting on 4 June 2015

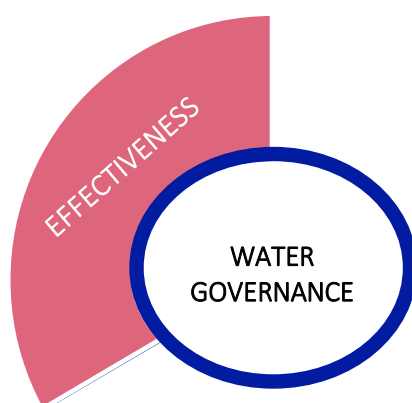
Directorate for Public Governance and Territorial Development

**A benchmark and
a cornerstone
of the attention
given by OECD to
governance!**

Based on a review by OECD
of water governance in
17 OECD countries &
13 Latin American countries



3 main dimensions/goals of water governance

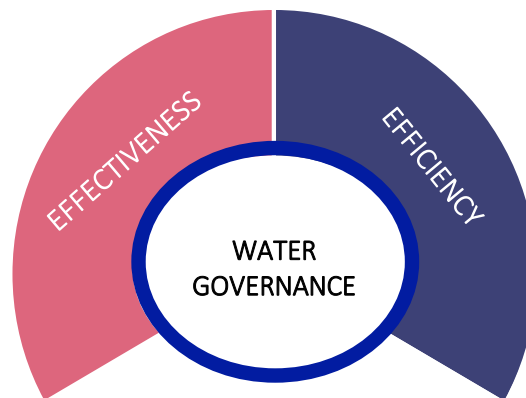


**Hit
the target !**

Effectiveness

Principles of governance that contribute to define clear sustainable water policy goals and targets and to implement them in a way that meets the expected goals and targets.

3 main dimensions/goals of water governance

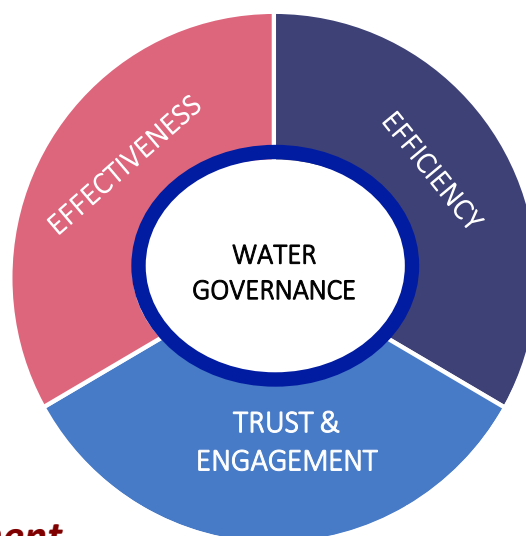


**At the
least cost !**

Efficiency

Principles of governance that contribute to maximize the benefits of sustainable water management and welfare at the least cost to society.

3 main dimensions/goals of water governance



**Being
credible !
... and
inclusive !**

Trust and Engagement

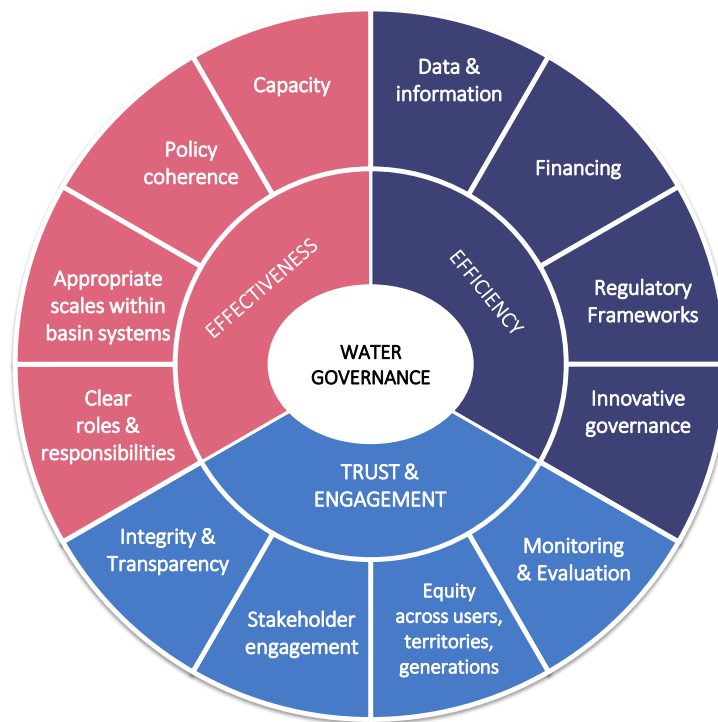
Principles of governance that contribute to build public confidence and ensure inclusiveness of stakeholders through democratic legitimacy and fairness for society at large



OECD Principles on Water Governance

Endorsed at the OECD Ministerial Council Meeting on 4 June 2015

**KEY
WORDS**



Enhancing the effectiveness of water governance

- 1** Clearly allocate and distinguish *roles and responsibilities* for water policymaking, policy implementation, operational management and regulation, and foster co-ordination across these responsible authorities
- 2** Manage water at the *appropriate scale(s)* within integrated basin governance systems to reflect local conditions, and foster co-ordination between the different scales
- 3** Encourage policy coherence through effective *cross-sectoral co-ordination*, especially between policies for water and the environment, health, energy, agriculture, industry, spatial planning and land use
- 4** Adapt the level of *capacity* of responsible authorities to the complexity of water challenges to be met, and to the set of competencies required to carry out their duties

Enhancing the *efficiency* of water governance

- 5** Produce, update, and share timely, consistent, comparable and policy-relevant water and water-related *data and information*, and use it to guide, assess and improve water policy
- 6** Ensure that governance arrangements help mobilise water finance and allocate *financial resources* in an efficient, transparent and timely manner
- 7** Ensure that sound water management *regulatory frameworks* are effectively implemented and enforced in pursuit of the public interest
- 8** Promote the adoption and implementation of *innovative water governance practices* across responsible authorities, levels of government and relevant stakeholders

Enhancing the *trust* and *engagement* of water governance

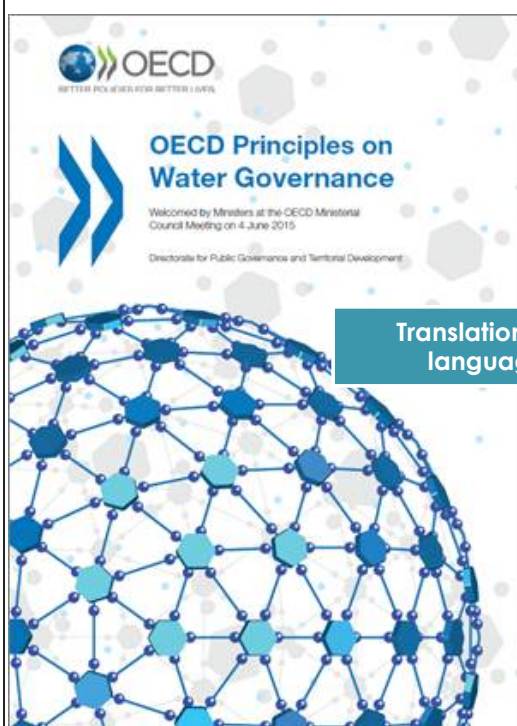
- 9** Mainstream *integrity and transparency* practices across water policies, water institutions and water governance frameworks for greater accountability and trust in decision-making
- 10** Promote *stakeholder engagement* for informed and outcome-oriented contributions to water policy design and implementation
- 11** Encourage water governance frameworks that help manage *trade-offs* across water users, rural and urban areas, and generations
- 12** Promote regular *monitoring and evaluation* of water policy and governance where appropriate, share the results with the public and make adjustments when needed

The “water crisis” is largely a “governance crisis”
(OECD, 2011)

but still . . . water governance
is **NOT** an **END IN ITSELF**
and should never be considered as such

Water governance must be purposeful
and help us overcoming problems in a socially
acceptable, and accepted way

Download the Principles!



Translation in 15
languages



English



French



German



Spanish



Portuguese



Italian



Dutch



Greek



Korean



Turkish



Hebrew



Japanese



Chinese
(Mandarin)



Russian



Hindi

+ Arabic

**The 12 OECD Principles
can be used not only as guidelines
for formulating policies, but also
as a framework for assessing
the evolution in each country !**

Example:

*Brief analysis of the impact of the
financial crisis and bailout in Portugal
(2011-2015)*

Evolution of Water Governance in Portugal based on the OECD principles of water governance (2011 to 2015)

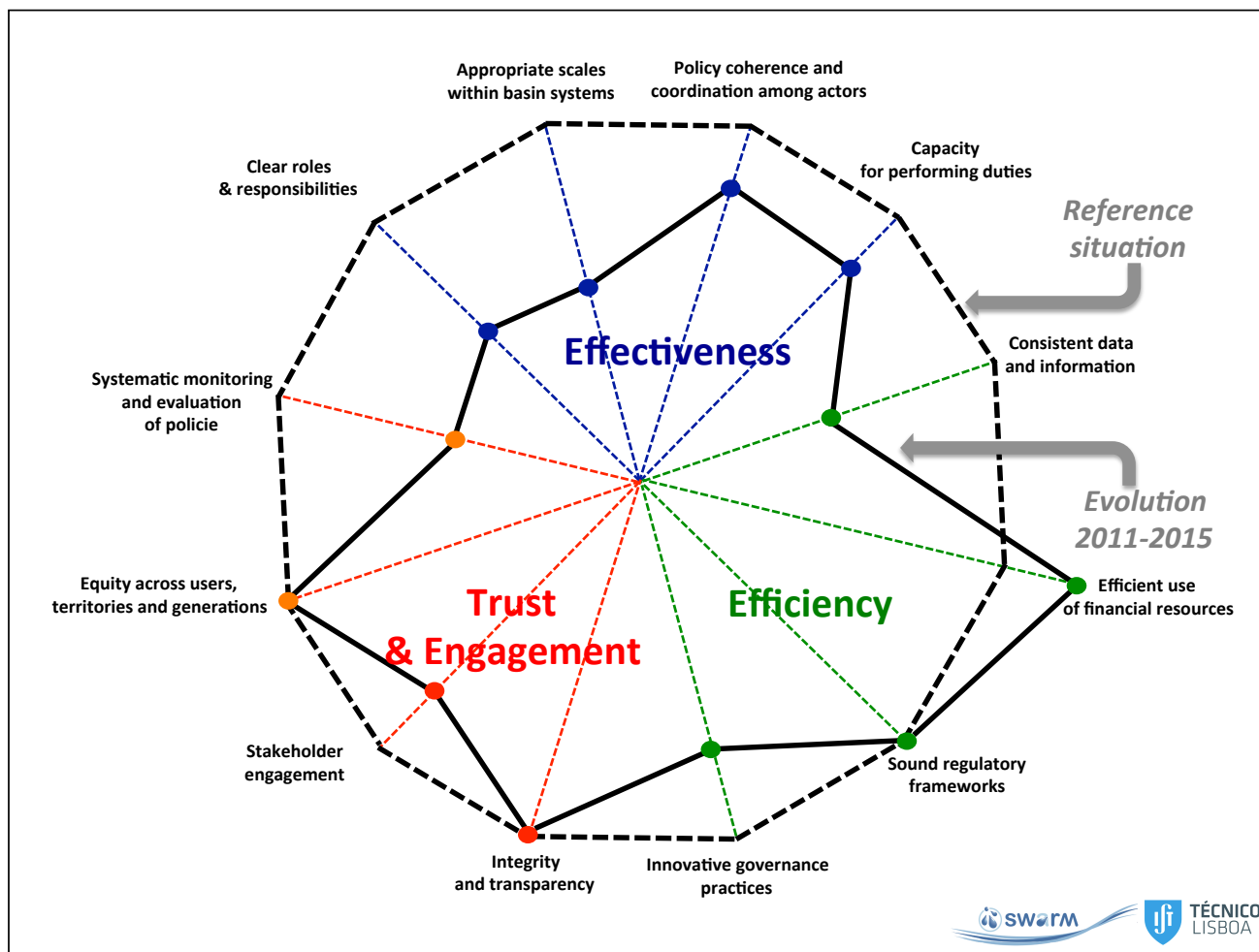
		Principles of Governance (abbreviated)	Recent Evolution	Comments
Effectiveness	1	Clear allocation of roles and responsibilities	--	Fading of the concept and presence of a "National Water Authority" (INAG); Poorly defined interfaces with user sectors, namely water services.
	2	Appropriate scales within basin systems	--	Fading of the River Basin Organizations as entities responsible for interfacing with users; Centralist drift and equivocal interfaces with municipalities and regional administrations.
	3	Coherence of policies and coordination among sectors	-	Some fading of the water resources policy as a transversal policy and some fading of structures relevant to the inter-sectorial articulation at the national and basin levels.
	4	Capacities for performing the allocated responsibilities	-	Decrease in human resources allocated to the management of water resources at the central and regional levels and some deterioration of the know-how of the country in several areas.
Legend Recent evolution: ++ very positive, + positive, + - no significant change, - negative, -- very negative				

Evolution of Water Governance in Portugal based on the OECD principles of water governance (2011 to 2015)

		Principles of Governance (abbreviated)	Recent Evolution	Comments
Efficiency	5	Consistent data and information	- -	Serious situation in terms of basic information, namely the national data bank and the network feeding it. Persistent announcements of improvement still awaiting implementation.
	6	Efficient use of financial resources	+	Crisis and bail out have brought greater awareness of the need to use resources more effectively. However, the crisis was an excuse for restrictions that had nothing to do with it.
	7	Solid regulatory frameworks	+ -	The regulatory framework for water services has been improved. Other regulatory frameworks relevant for water resources remain basically unchanged.
	8	Innovative governance practices	-	Some e-government practices were lost, at least temporarily, and the only innovations consisted in regressing the advances of the
Legend Recent evolution: ++ very positive, + positive, + - no significant change, - negative, - - very negative				

Evolution of Water Governance in Portugal based on the OECD principles of water governance (2011 to 2015)

		Principles of Governance (abbreviated)	Recent Evolution	Comments
Trust and Engagement	9	Integrity and transparency	+ -	There were no significant changes.
	10	Stakeholder engagement and commitment	-	The fading of entities responsible for the management of water resources, namely at the basin level, did not contribute to a greater commitment or involvement of the stakeholders.
	11	Fair balance between rural and urban areas, users, and generations	+ -	The issues of inter-sectorial, regional and intergenerational equity are rarely made explicit in policy formulation, but there have been no significant changes.
	12	Regular monitoring and evaluation of water policies	- -	Water resources policies and governance models in Portugal tend to be changed and discarded without any a careful evaluation of their performance and relevance.
Legend Recent evolution: ++ very positive, + positive, + - no significant change, - negative, - - very negative				

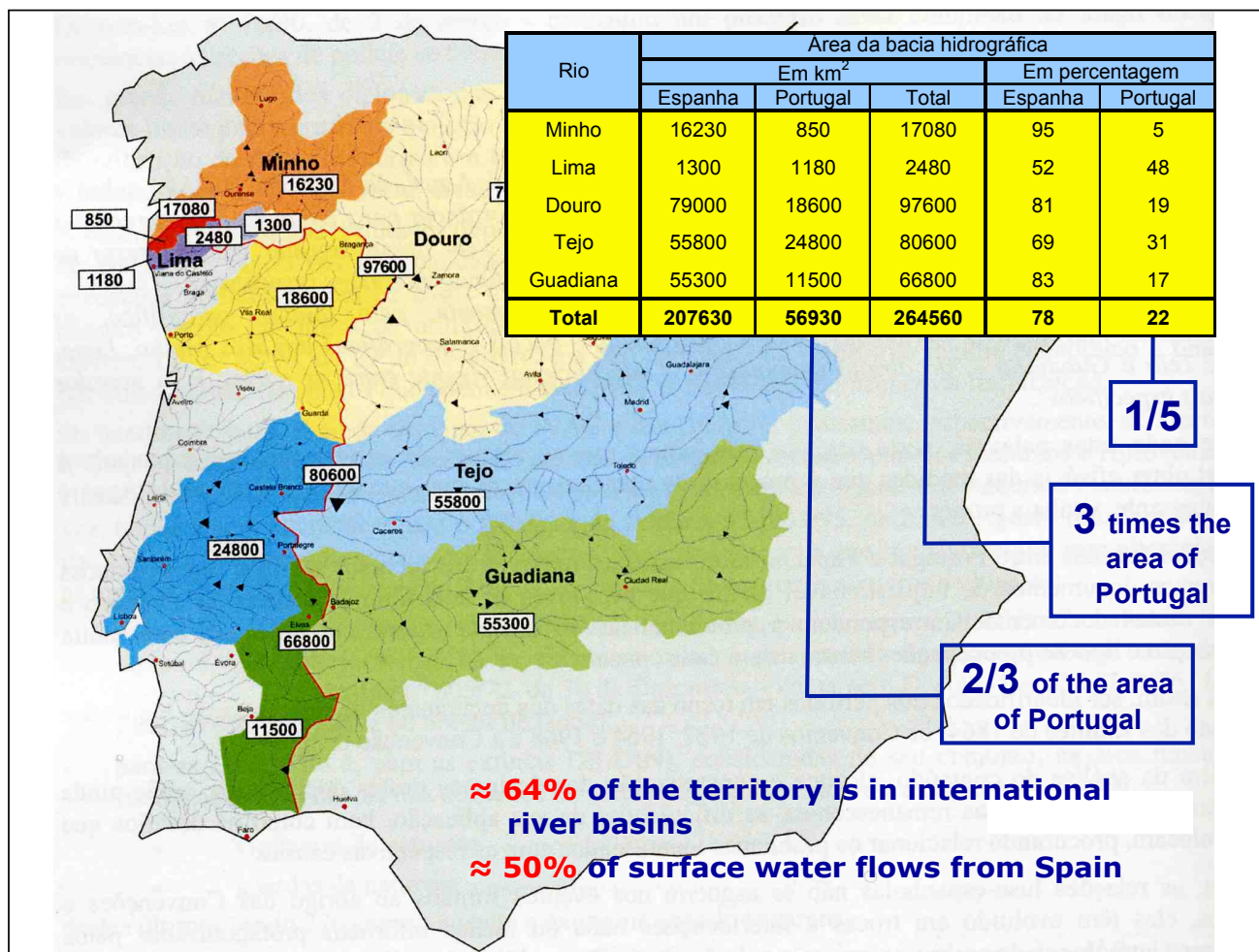


Approximately 50% of Portuguese surface water resources are originated in Spain

Portugal is exclusively a downstream country

Spain has a level of “water stress” considerably higher than Portugal

On several occasions Portugal has had to warn Spain on excessive use causing damage to Portugal and to the ecosystems



ALBUFEIRA CONVENTION



Cooperation for the Protection and Sustainable Use
of the Waters of the Portuguese-Spanish River Basins
1998 (amended 2008)

Coordination Structure for the WFD Implementation

4 Working Groups:

- WFD and water quality
- Flow regime, droughts and emergency situations
- Dam safety and floods
- Information exchange and public participation

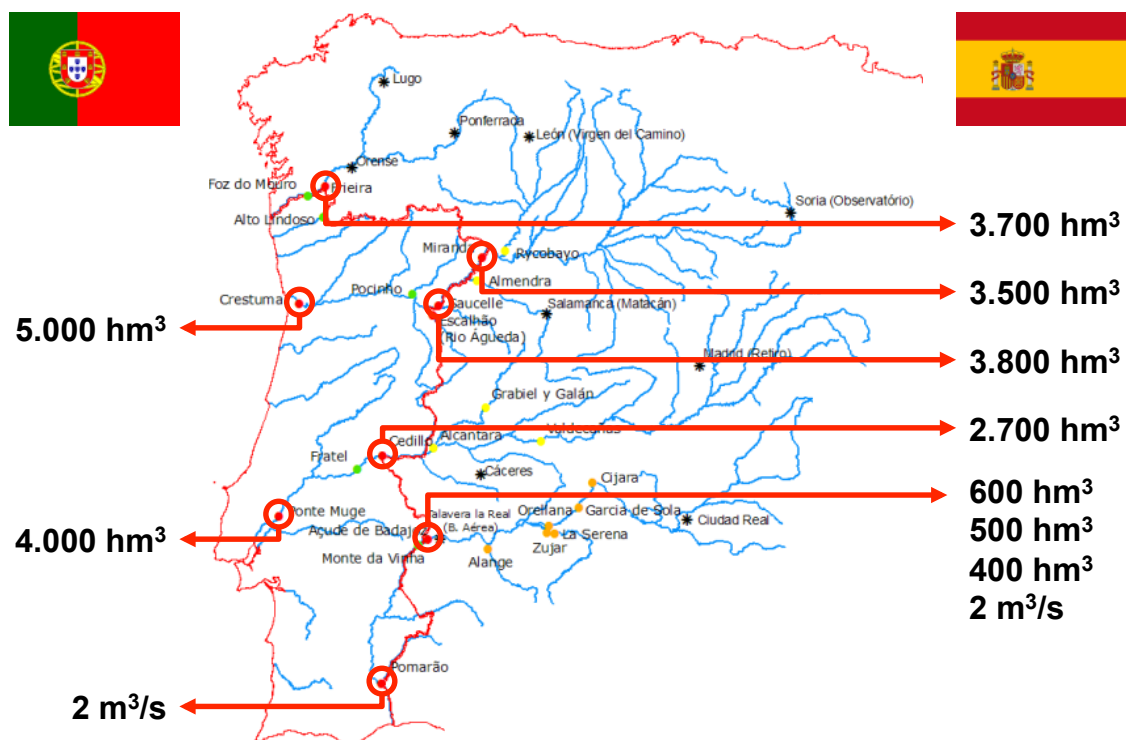
ALBUFEIRA CONVENTION



Starting points that were crucial for reaching the agreement:

- Only **sound proposals** were presented by any of the parties at the table of negotiations, no abstractions with no sound justification;
- All proposals had to be balanced and achievable **without imposing unbearable burden** upon the other party;
- The views of the two parties were reconciled by including in the agreement flow **obligation at the entrance of the estuaries**, to be guaranteed by Portugal (ecologic flows);
- It was also important to accept that **in case of droughts**, as characterized in the convention, **the parties would be exempted from compliance** of the agreed flow regime and should find **acceptable solutions in a case-by-case** negotiation.

Flow regime of the Albufeira Convention, 1998



Flow regime of the Albufeira Convention, 1998

For the Guadiana river the flow regime is more complex, but the principle is the same: there is an exception whenever the rainfall accumulated since the beginning of the hydrologic year and the volumes of water stored in the reference reservoirs are below certain levels

Total volume stored in the reservoirs of the reference reservoirs (hm ³)	Reference cumulative precipitation from the beginning of the hydrologic year (1 st October) until 1 st March	
	More than 65% of the mean cumulative reference precipitation	Less than the 65% of the mean cumulative reference precipitation
> 4 000	600 hm ³	400 hm ³
3 150-4 000	500 hm ³	300 hm ³
2 650 -3 150	400 hm ³	Exception
< 2 650	Exception	Exception

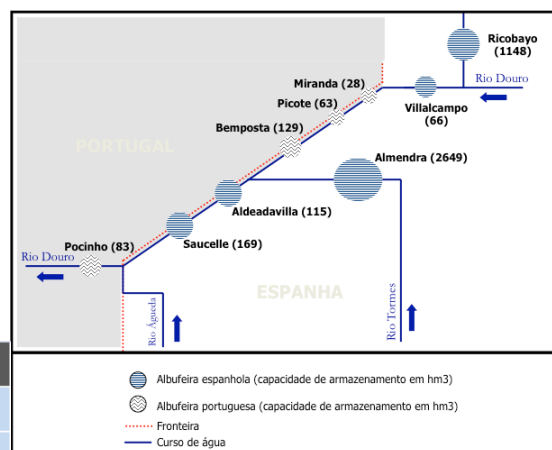
Flow regime of the 2008 Protocol to the Albufeira Convention

In 2008 the flow regime was specified with more detail for all the 5 rivers by means of:

- The definition of minimum quarterly flows;
- The definition of minimum weekly flows;

Douro river

Caudal Integral (hm ³)		Miranda	Saucelle	Crestuma
Annual		3 500	3 800	5 000
Quarter	1.º	510	580	770
	2.º	630	720	950
	3.º	480	520	690
	4.º	270	300	400
Weekly		10	15	20



Douro river at the border

Portuguese-Spanish Rivers Commission (CADC)

The Rivers Commission that was created in 1927 for the management of the two previous Conventions (1964 and 1968) was replaced by a new one (CADC) responsible for the management of all agreements.

Every 10 years, the Convention rules on flows are to be checked for possible climate change adaptation.

A High Level Commission (at the Ministerial level) was created to act:

- Whenever the Rivers Commission is not able to reach a solution to questions that arise in the management of the Convention;
- When there are more relevant issues to be decided upon (like reviews of the Convention, new legal acts, etc).

The Rivers Commission is the acting body for the coordination of the River Basins Management Plans prepared in compliance of the EU Water Framework Directive.



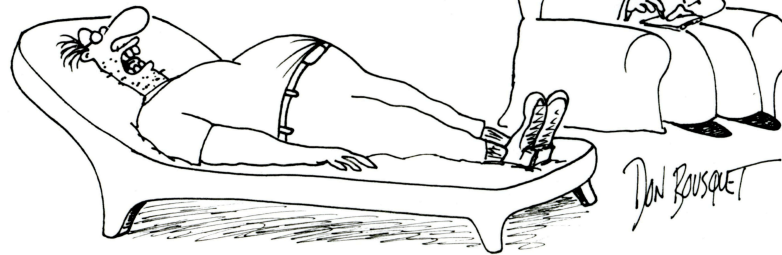
... a bit of humour

... and why not?



I OVER FERTILIZE
MY LAWN AND
I ENJOY
HOSING DOWN
MY DRIVEWAY.

THIS GUY'S
DANGEROUS!



Habits and gestures of everyday life count !

We have learned a few thing from the past



**A good water and wastewater policy
is not a “watered down” water policy
We need affirmative action at all levels!**

But... we also need to keep our feet well on the ground !



Thank you !

Francisco Nunes Correia

Lisbon, 27 November 2019