

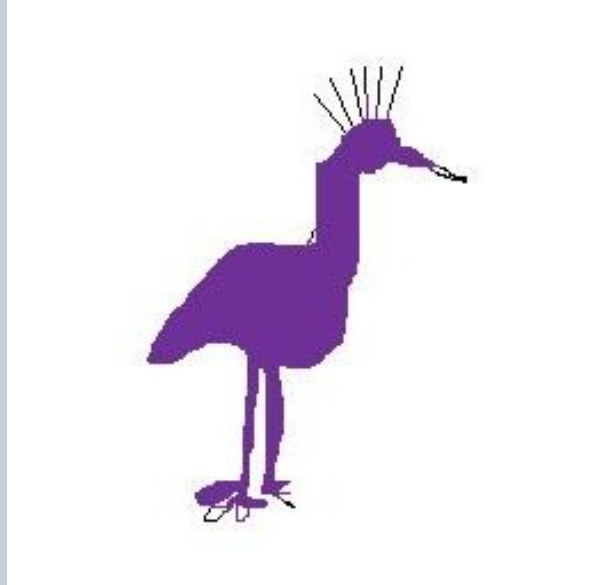
River basin governance in South East Asia



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**This is a skoot. He has six hairs
But wishes he had more.**



**Some beasts are never satisfied.
What does he want them for?**

Some functions at river basin scale



Category	Description
1. Construction	Design and construction of water works, involving dams, distribution structures, flood control works
2. Operation and maintenance	Operation and maintenance of water works of works for water resources purposes – infrastructure based Water distribution – physical transfer of water from a source to the point of use
3. Regulation	Water allocation: Determining water rights and administering the scheme of water rights (formal or informal) Pollution control: Regulating (controlling) activities that pollute water Control of excavation and activities immediately affecting river channels and lakes
4. Planning/policy	Planning within the basin for the development and protection of water resources to achieve goals such as maintaining the quality of water resources Developing or applying policies for the management of water resources
5. Water Information and programs	Water resources assessment. Water and environment protection: Designing and/or implementing measures to maintain or improve the quality of water and the environmental values that depend on water Watershed management: Conducting programs to maintain or improve the quality of catchment land and vegetation to protect the quality and quantity of water Flood management programs: flood information, warning, planning and related programs
6. Coordination	Providing a forum for joint or consultative planning or decision-making on water resources in the basin
7. Participation	Providing a forum for views and interests at various scales to be heard and taken into account in water management

Basin extremes and contrasts



Advisory with no power – influence limited to membership	Having legal authority to manage and regulate water related activity
Under direct central control or arm of central ministry or agency	Local or independent organization
Narrowly based on one or few facets of water resources	Comprehensive, dealing with all issues including land and natural resources
Commercial model (including government owned)	Non-commercial fully government structure
Narrow membership and/or not consultative	Broad membership and/or participative
Well resourced and technically capable	Acting on data and technology of others
Top-down or centralized decision-making	Consensus decision-making by the participating parties
Multiple territories	Single territory administration

Ways to develop basin organization

How to do it	On the other hand . . .
1a. Reconfigure the national authority/ministry/department	This will conflict with the normal provincial office structure or needs to be added to it
1b. Reconfigure the provincial authority	Further coordination is still likely between provinces
2. Extend the capacity of an infrastructure-based agency	These are dam owners and operators but there is a question whether they should also become regulators
3a. Create new coordinating bodies such as councils/committees	These need organization for effective operation and success relies on the influence of their members
3b. Create new basin organizations	Resources and capacity are a big question as well as overlap and conflict with line agencies and authorities
<i>All approaches</i>	<i>Crucial to clarify who does what and on what authority</i>

Notes on the countries



- Cambodia has no real river basin approach, although the Tonle Sap sub-basin of the Mekong contains the unique and most valuable but severely threatened water body, the Tonle Sap Lake. Capacity is very low. The creation of the Tonle Sap Basin Authority did not address water as such.
- Indonesia has embarked on a major RBO program with some 62 new organizations under central or provincial control. Major re-assignment of responsibility is occurring, with potential major re-allocation of staff. Arrangements are formally developed but in transition on the ground
- Laos is starting to implement the recent water law and some administrative responsibilities are still being decided. Laos is preparing to develop its first river basin organization for the Nam Ngum basin (sub-basin of Mekong) which will be advisory only and involve ministry representatives, with a supporting secretariat. This model may be replicated for other basins
- In the Philippines, the Laguna Lake Development Authority is the closest to a basin agency, for protection of the most threatened water body in the country. Otherwise, there is one local government based Councils (Palawan) and Commissions that coordinate amelioration programs, but several Project Management Offices that lack permanence and rely totally on project funding. The recently created River Basin Control Office similarly lacks legal backing and staff.
- Vietnam has developed one form of RBO for the three major basins and alternative inter-provincial models for other basins. They are advisory in nature and the main function is inter-ministry rationalization.

Cambodia: river basin organization



Function	MOWRAM	CNMC	TSBA (TSLO)
Construction			
Operation			
Regulation			<i>Program evaluation</i>
River Basin Planning		<i>For MRC</i>	
Water Information		<i>For MRC</i>	
Coordination		<i>MRC programs</i>	<i>Projects in basin</i>
Participation		<i>MRC programs</i>	

Indonesia: river basin organization



Function	BBWS/BWS	PJT1&2	Water Councils
			<i>Being developed</i>
Construction		<i>Own projects</i>	
Operation			
Regulation			
River Basin Planning		<i>Operational</i>	
Water Information		<i>For operation</i>	
Coordination		<i>For services(?)</i>	
Participation		<i>For services (?)</i>	

Laos: river basin organization



Function	WREA	Nam Ngum	Local Government
Construction		<i>Funding</i>	<i>In general, not determined</i>
Operation			
Regulation		<i>Major</i>	<i>Not decided</i>
River Basin Planning			<i>Contributors</i>
Water Information		<i>It to coordinate</i>	<i>To contribute</i>
Coordination	<i>National</i>		
Participation	<i>Being developed</i>		

Philippines: river basin organization



Function	LLDA	Councils	PMOs
Construction			<i>Major functions</i>
Operation			
Regulation			
River Basin Planning			
Water Information	<i>Also DENR</i>	<i>May collect</i>	<i>No permanent data bases</i>
Coordination			<i>Limited to projects</i>
Participation			

Vietnam: river basin organization



Function	RBOs	MONRE/MARD	DONRE/DARD
Construction		<i>Funding</i>	
Operation			
Regulation		<i>Major</i>	<i>Sub-national</i>
River Basin Planning			
Water Programs	<i>Information?</i>		
Coordination			
Participation			

Mekong river basin arrangements



Function	MRC	Nat. C'ttee	National
Construction			
Operation			
Regulation			
River Basin Planning	<i>Coordinate policy</i>		
Water Information	<i>Data bases</i>		
Coordination	<i>Major function</i>	<i>Bilateral</i>	
Participation			

Some RBO disconnects



- RBO plans for the basin but the sectors or provinces do their own planning;
- RBO is supposed to coordinate sectoral development of water resources but sectors decide separately
- RBO has procedures for resolving inter-sectoral conflict but the sectors or the political level ignore it in a real crisis;
- Partners agree to inform others of development or other water events (flooding, pollution) but do not;
- RBO starts to get too involved in water resources management which is the task of line ministries and agencies
- RBO deals with water resources allocation, but is not well connected with water quality functions.

When not to create a basin organization



- Because there is a river and rivers need one;
- Because we should be talking to each other more;
- Because it might add strength to policy goals (IWRM, environment);
- Because water management agencies are weak and ineffective;
- When there are no obvious tasks that cannot be done by existing agencies;
- Because a donor has asked us to make one;
- Because it's the policy to create them in order to improve water resources management;
- When there is not a clear desire for them in the appropriate place.

What about . . . ?



- The longstanding international river basins were developed to administer a cooperation agreement on water
- Where basin management requires inter-territorial cooperation, it may be best to start by asking what the territorial jurisdictions are prepared to cooperate on – even within a country
- Where river basin planning is to be done, the implementing capability should be developed before spending a lot of money on studies and the plan

Any lessons?



- The historical development of institutions (law, administration, procedure) limits the organizational options to a very great degree
- Central versus decentralized administration is large issue at the present time
- Getting agreement on who does what is most important. Equally important is whether 'who' can actually do 'what'
- Therefore despite organizational preferences we are led towards developing capacity within whatever framework
- Think seriously about whether existing capacity can be lost when making organizational changes



Thank You Very Much