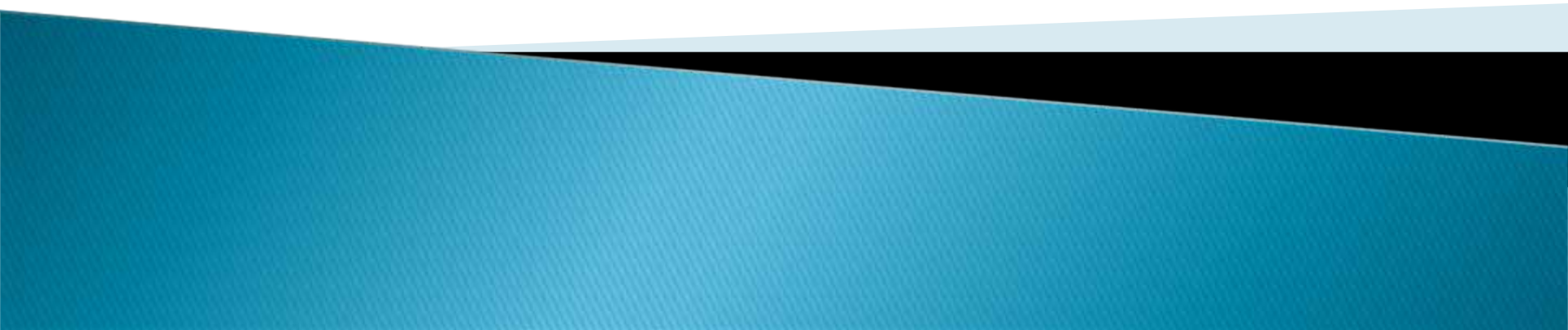




# Chapter 4: Institutions




# Key Questions

1. What are “institutions” in the lake basin management context?
  2. What organizational forms exist, and which work well in which cases?
  3. How can coordination among already-existing institutions be achieved?
  4. How does the broader “governance framework” related to lake basin management?
- 


# What are “Institutions”?

- ▶ Institutions are the “who” of lake basin management
  - ▶ Institutions are the originators, custodians and implementers of the agreed “rules of the game,” or the “humanly devised constraints on human behavior”
- 


# “Effective” Institutions...

- ▶ *respond* to new problems as they evidence themselves both in the ecosystem and in the “human system”.
  - ▶ *tackle* critical problems at the most appropriate scale.
  - ▶ *remember, learn, build and maintain* both personal and institutional relationships (“social capital”) with key stakeholders, including funders.
- 

# “Effective” Institutions...

- ▶ *mobilize* resources, direct government financing (or budgetary sources, if a government line agency or local government), and external funding.
  - ▶ *address* collective choice problems (conflicts) that make it difficult for existing (usually sectoral) governance and user stakeholders to solve on their own business as usual basis.
- 


# “Effective” Institutions...

- ▶ *secure* the trust of the regulated and legitimacy among the public
  - ▶ *forge* issue linkages, especially where source and affected party are different.
- 

# Typology of Institutions for ILBM

- ▶ Institutions can take various forms.
- ▶ The following examples are listed in order of increasing formal powers.
  - However, given the long time required to build effective institutions, building from below (a “bottom-up” approach) and on the basis of accumulated institutional capital may create the most effective and strongest institutions.


# Typology of Institutions for ILBM

- ▶ Customary and self-regulated management
    - Customary and communal structures for single sectors, such as fisheries, are effective in many situations with low population pressure and fairly abundant resources.
    - In many cases, local sectoral organizations have expanded into multisectoral institutions without the “benefit” of regulatory oversight.
- 




# Typology of Institutions for ILBM

## ▶ Coordinating committee

- A common first step towards coordinated management is the creation of a coordinating committee.
  - Implementation remains with existing sectoral and regional institutions.
  - These committees are often weak since they do not have legislative backing, a separate budget, or independent staffing.
- 

# Typology of Institutions for ILBM


## ▶ Coordinating agency

- A coordinating agency has legal authority or some higher level authorization (such as cabinet approval), a separate budget and staff, and (sometimes) organizational independence from sectoral agencies.
  - It does not have executive authority but exists to coordinate the actions of sectoral and regional institutions.
  - For these reasons it is more powerful than a coordinating committee.
- 


# Typology of Institutions for ILBM

- ▶ Coordinating agency (cont.)
  - Examples include the Lake Chilika Development Authority, the Cambodia National Mekong Committee, the Department of Lake Biwa and the Environment (Shiga Prefectural government), the interagency Lake Dianchi Protection Committee and Bureau, and the International Joint Commission of the Great Lakes.
  - Most of the active lake basin management bodies in the LBMI briefs are coordinating agencies. Its powers include persuasion, facilitation, and convening.

# Typology of Institutions for ILBM

- ▶ Executive (regulatory) agency
    - A regulatory agency can actually carry out actions, such as levying fees or creating enforcing regulations, under its own authority.
    - Since the existence of such an executive agency means that others have to give up power, they are often hard to establish.
- 


# Typology of Institutions for ILBM

- ▶ Executive (regulatory) agency (cont.)
    - Since the potential always exists for conflict with sectoral agencies, executive agencies should be authorized through legislation and retain powers such as permitting, policy setting, financing and implementation.
    - Prerequisites for creating an executive agency often include a) a long evolutionary history of trust building; b) a crisis; and c) no international borders.
- 


# Typology of Institutions for ILBM

- ▶ Executive (regulatory) agency (cont.)
  - Probably the best instance of such an agency outside the governmental structure is the Lake Laguna Development Authority, which combines coordinating, development and regulatory functions.

# Broader Governance Framework

- ▶ However, no matter what sort of institutional type is used for a given lake basin's management, all types rely on the existence of "good governance" which includes:
    - Enabling Environment
    - Transparency and Accountability
    - Customary Rights
    - Harmonization
- 

# Broader Governance Framework

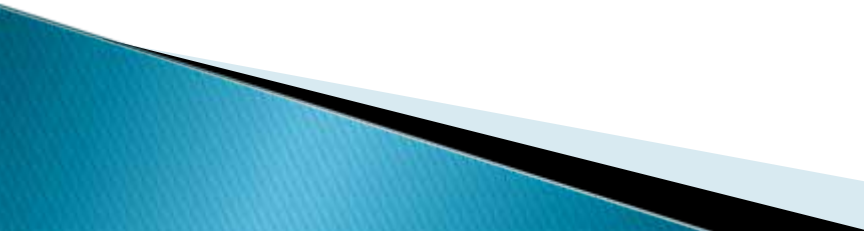
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    - Enabling Environment
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    - Harmonization
- 



# Some Lessons on Institutions

- ▶ Effective management requires a core.
  - Institutional effectiveness is stronger when the lake is closer to an economic or political-administrative center of a nation.
  - “Marginal” lakes receive marginal attention.
  - International cooperation may be particularly difficult to achieve when a lake is marginal to one of the major basin countries, as Lake Victoria is to Burundi or Lake Chad to Nigeria.

# Some Lessons on Institutions

- ▶ Scientific institutions often make a good starting point for lake-wide dialogue.
    - Informal peer groups at the technical level can be a key factor in creating supportive networks, especially across national borders.
    - Whether it is the Great Lakes or Lake Biwa, resident research institutes and centers for intellectual exchange provide not only knowledge creation and dissemination but also neutral fora where people can develop a common discourse.
- 

# Some Lessons on Institutions

- ▶ Effective management builds on existing institutions.
  - Developing a lake-wide institution is best done by building on a powerful sectoral institution, often catalyzed by a crisis.
  - Institutions usually exist already at the sectoral level. For example, fisheries management bodies already exist in many of the lakes studied in the LBMI project. Efforts to undertake cross-sectoral management of lakes should build on these institutions, as problems arise.

# Some Lessons on Institutions

- ▶ Effective management is not afraid to act.
  - It may be difficult to determine whether certain management actions will be successful or not.
  - Nevertheless, the LBMI Lake Briefs show that management institutions can be very effective if they are seen to be taking action to remedy problems , even when there is little reliable knowledge available.
  - This is what the Lake Laguna Development Authority calls a “ready, fire, aim” approach.

# Some Lessons on Institutions

- ▶ Effective integrated management focuses on specific problems.
  - The best lake management experiences often focus on a limited number of critical points, such as
    - the removal of phosphorus from detergents in Lake Biwa
    - the biological treatment of water hyacinth in critical bays in Lake Victoria
    - the addition of tertiary sewage treatment in Lake Constance, or the identification of 43 hot spots (Areas of Concern, or AOCs) in the Great Lakes.

# Further Reading

- ▶ In addition to the main module 4 [report](#), additional information on institutions for lake basin management can be found in the following presentations
  - [Oya](#) touches on the issue of institutional organization in his review of river/lake basin management with examples from China, the Philippines, Indonesia, Thailand, Japan, and Brazil.
  - [Pattnaik](#) provides a first-hand account of how a lake management authority was developed and operated in a complex institutional environment for conservation of the Chilika Lagoon, India.
  - [Santos-Borja3](#) discusses how a lake basin management authority was set-up and financed over a long-term period in the Philippines.