

Governance Concepts, Frameworks and Lake Governance's Conceptualisation

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Abstract: This academic paper embraces a politically theoretical discourse to examine the research gap from Governance concepts to the water and lake frameworks. It explains and understands the idea of Lake Governance and its central constituents: the collective people, development, conservation, and the Government. Governance's concept is entrenched, and the water and lake frameworks are complicated, making the lake's conceptualisation challenging to grasp and comprehend fully. This article asserts that: (i) Lake Governance is more suitable as this concept is simplicity, parsimony, and essential to understand and utilise. (ii) Lake Governance's conceptualisation should be centered on contributing the scholarly literature and more so recognised and established in the lakes' discourse. (iii) Government is crucial, the utmost consequential in Lake Governance, where this central position interlocks the collective people in development and the lake in conservation.

Key words: Governance, water governance, lake framework, lake governance, government, collective, lake.

Governance Concepts

Governance is everywhere! This word is fond of and usually swept by various academic disciplines and international institutions. Presently, the governance concept is widespread, employing extensively various categories, like public governance, global governance, corporate governance, environmental governance, internet governance, regulatory governance, participatory governance, and collaborative governance. Conversely, this concept is also too big—numerous and diverse in meanings, indicators, and frameworks, making them distinct to different people or subjects.

One of the most familiar meanings of governance is “the traditions and institutions by which authority in a country is exercised,” that includes: “the process by which governments are selected, monitored and replaced; the capacity of the government to effectively formulate and implement sound policies; and the respect of citizens and the state for the institutions that

govern economic and social interactions among them” (Kaufmann et al., 2010). Others relatedly definitions: Governance as “the manner in which power is exercised in the management of a country's economic and social resources for development” (The World Bank, 1994); “Governance refers, therefore, to all processes of governing, whether undertaken by a government, market, or network, whether over a family, tribe, formal or informal organisation, or territory, and whether through laws, norms, power or language (Bevir, 2012); and “Governance is the systems and processes that ensure the overall effectiveness of an entity—whether a business, government or multilateral institution” (UN Global Compact, 2021).

A score of indicator or dimension framework exists in the governance literature. Among the considerable global recognition is the Worldwide Governance Indicators, which account for a comparable measure of governments' performance for over 215 countries and territories from 1996 to the present. These

indicators comprise six principal dimensions: voice and accountability, political stability and absence of violence, government effectiveness, regulatory quality, rule of law, and control of corruption (Worldwide Governance Indicators, 2022). These Worldwide Governance Indicators are mainly intended for the universal (i.e., apply all cases) but limited to context-specific applications (i.e., situations and circumstances) like in lakes. This wide-ranging governance standard is more unrefined in the distinct understanding of the different lakes and issues, such as large lakes vs small lakes, densely populated lakes vs sporadically populated lakes, onerously problematic lakes vs manageably problematic lakes, inflow demanding lakes vs outflow demanding lakes, valuable lakes vs costly lakes and transboundary lakes vs autonomous lakes. Understanding governance in lakes varies as one lake is discrete from another lake.

Water Governance and Lake Frameworks

The governance concept in lakes is a few and mostly attached to the broader water governance meaning. The widespread definition of water governance is "the range of political, social, economic and administrative systems that are in place to develop and manage water resources, and the delivery of water services, at different levels of society" (Rogers & Hall, 2003). Other definitions: the "combination of functions, performed with certain attributes, to achieve one or more desired outcomes, all shaped by the values and aspirations of individuals and organisations" (Jiménez et al., 2020); 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" (Organisation for Economic Co-operation and Development, 2018); and the political, social, economic and administrative systems in place that influence water's use and management," which "essentially, who gets what water, when and how, and who has the right to water and related services, and their benefits" (UNDP-SIWI Water Governance Facility, 2023).

In water governance, there are four notable indicator frameworks: the OECD Water Governance Indicator Framework, the Transboundary Waters Governance Assessment, and the UNDP-SIWI Water Governance Indicator Framework are popular, while the SIWI Water

Governance Indicator Framework's practical application is the latest.

The OECD Water Governance Indicator Framework was adopted in 2015 and endorsed by 184 stakeholder groups or governments (i.e., 37 OECD member countries, 7 Non-member countries, and 140 stakeholder groups) (Organisation for Economic Co-operation and Development 2023). These indicators consist of three main dimensions clustered into several principles: effectiveness (i.e., clear roles & responsibilities; appropriate scales within basin system; policy coherence; and capacity), efficiency (i.e., innovative governance; regulatory frameworks; financing; and data & information) and trust & engagement (i.e., integrity & transparency; stakeholder engagement; trade-offs across users, rural and urban areas, and generations; and monitoring & evaluation) (Johns & VanNijnatten, 2021).

The Transboundary Waters Governance Assessment includes seven expanded categories: governance architecture, governance process, stakeholder engagement, ecosystem pressure, ecosystem state, social justice, and human well-being (Mahon et al., 2016). The UNDP-SIWI Water Governance Indicator Framework contains four fundamental dimensions: social (equitable use), economic (efficient use), political (equal democratic opportunities), and environmental (sustainable use) (Jacobson et al. 2013).

The SIWI's practical application of the Water Governance Indicator Framework encompasses the three central dimensions in activities: functions (i.e., policy & strategy; coordination; planning & preparedness; financing; management arrangements; monitoring, evaluation & learning; regulation; and capacity development), attributes (multi-level; participation; deliberation; incisiveness; accountability; transparency; evidence-based; efficiency; impartiality; and adaptiveness) and outcomes (i.e., enabling conditions; behavioural change; change in social and environmental conditions; and sustainability and resilience of changes achieved) (Stockholm International Water Institute 2020).

In lakes, there are two known conceptual governance frameworks: Integrated Lake Basin Management (ILBM) is recognised, and Adaptive Integrated Lake Basin Management (AILBM) is recent.

The ILBM was the foundation of the Global Environment Facility (GEF) project of the Lake Basin Management Initiative and pursued to assist the Integrated Water Resources Management (IWRM) approach (International Lake Environment Committee Foundation 2005). The ILBM framework is classified to provide the managers and stakeholders with sustainable

lakes and basin management. This framework has six rudimentary governance constituents: institutions, policies, participation, information, technology, and finance (Nakamura & Rast, 2014; International Lake Environment Committee Foundation, 2023).

The AILBM has utilised an integrative design by extracting the IWRM, ILBM, and Adaptive Management and Governance (AMG) (Cookey et al., 2016). The AILBM framework intends to measure governance and management's impact and performance to secure the lake basin's sustainability. This governance framework has two comprehensive components: the diagnostic measures (sectors, stressors, resource systems, institutions, actors, and resource management system) and the prescriptive assessment (adaptability, collaboration, resilience, decentralization, integration, and participation) (Cookey et al., 2018).

Overall, water governance and lake frameworks are undermined and debilitated, not because the idea does not exist but because it provides excessive conceptualisation. This is almost identical to the stretching's problem, where abstraction is availed to include numerous things in a different context, that the descriptive becomes fuzzier in applying (see Collier & Mahon, 1993; Carlsson, 2017). The governance and indicators are captured too big, which is usually burdensome in clarifying and assimilating on a large scale. This is true in distinct lakes (e.g., small and big lakes, tropical and temperate lakes, natural and artificial lakes, congested and sparse inhabited lakes, single-boundary and transboundary lakes) in deploying the context-specific situation where the standards, effects, and/or implications are conceivable loosely. So, the governance and frameworks are mostly promiscuously connected, apart from the Government criterion, which is securely direct, constant, and essentially indispensable in lakes. Thus, these necessitate restricting the broad concepts and indicators by instituting Lake Governance. Introducing Lake Governance's concept must focus on the foremost reference— Government, and more so, requires reductionist or parsimony— the simplest way to understand and explain the lake's situation.

Lake Governance

Altogether, Lake Governance's concept is wanting and indeterminate, as the Government, its pivotal exemplification should be put forward at the forefront. In other words, Lake Governance must stress the concept by decisively emphasising the Government's impacts. More so, Lake Governance's jargon is less

recognised since the idea is cursorily used without being thoroughly clarified in lakes, and its conceptualisation is seldom described and explicated in the literature. In checking the books and journal articles on lakes via Google Scholar, Lake Governance's concept is mentioned yet meager, as mostly, the term was touched on but without explicitly defining the significant meaning (e.g., Brillo, 2016; Brillo 2017a; Grover & Krantzberg, 2018; Sanjaliwala & Bhargava, 2021). Only two cases in journal articles consider the concept; one alludes to Lake Governance as urban governance, and the other secure Lake Governance to the government (i.e., Brillo, 2023a; Nath, 2021). Overall, the existing written works manifest a void in the literature; thus, this concept requires thoroughly discussed and firmly established.

Lake Governance is crucial and decisive about Government, but the other enduring constituents must also be present, as the collection entails to be integral. That is to say, Lake Governance with Government exists but not alone, as the other lake's criteria, particularly the concept of collective people, development, and conservation, are consequential and necessary. The Government is dominant in Lake Governance since, in the long run, this authority will be the one to decide on a lake's issues. The other constituents must also be materialised and functional, bearing in mind the interrelationship among them if a lake will develop and advance. The collective people are anchored and viewed as critical in a lake, as the inland water is not always alone but regarded as an associate of the populace. The development and conservation are accounted for in the literature but usually discord and occasionally separated studies on lakes. Often in lakes, the development studies are secured in social sciences, and the conservation studies are presided in natural sciences, while both scientific studies are less tackled the Government's concept, nor more engaged the collective people (see Brillo, 2015; Brillo, 2023a). Overall, the criteria— Government, collective people, development, and conservation concepts, are minimally scrutinising the whole interplay in the lakes.

Thus, Lake Governance should be considered sufficiently recognised in the lake's dialogue. Lake Governance's central variables must be embedded and attached, where the Government leads, the development-conservation associate and the collective people enhance the constituents. In a simple way, $y = f(x)$, whereas "y" is the lake and "x" is the function of Lake Governance, as Government, development, conservation, and the collective people are operationalised efficaciously (see

Figure 1). Altogether, this design utilises the various constituents with the desire to embrace the concept and capture a broader understanding of Lake Governance.

Lake Governance's Constituents: Government, Development-Conservation, and the Collective People

Lake Governance refers to political processes where authority and power are employed in administering and managing the lake and the collective people vis-a-vis development and conservation. The authority and power are equated to institutional legitimacy and capacity concerning the lake and its people's advancement. In Lake Governance, the Government is primary among the lake's institutions, typically corresponding to the local governments and/or governmental agencies (e.g., Brillo, 2017b; Brillo, 2017c). The Government's concept is mainly an administrative and managerial function, especially decision-making and implementation in the lake, whether policies, rules, or regulations. More so, the administration and management are vital and fundamental in the collective people whenever the lake's resources are used and/or the issues are

decided. There are quintessential instances of lakes, such as aquaculture, irrigation, power generation, and potable water, where the populace's interests with the Government are regularly engaged and overseen (e.g., Borja, 2012; Brillo et al., 2017a; Brillo et al., 2019; Brillo, 2020). Thus, the Government should always be constant in the lake, either ameliorating or addressing the general public.

Development and conservation are essential in the lake, particularly in advancing the collective people, protecting the inland water, and assimilating their consequences. Broadly, the development concept refers to enhancing, discerning, and sustaining the lake's economic and societal enterprise undertaking. The economic-societal enterprise is critical in exploiting and establishing the lake's assets and activities with the populace. There are typical examples of lakes, such as fish farming, tourism, agriculture, and livelihood, which affect the lake's resources and inhabitants (e.g., Anastacio & Brillo, 2020; Brillo, 2017d; Brillo et al., 2017b, Mendoza et al., 2019). Broadly, the conservation concept refers to maintaining, preserving, and/or restoring the lake's physical and biological environment function. The physical-biological environment is

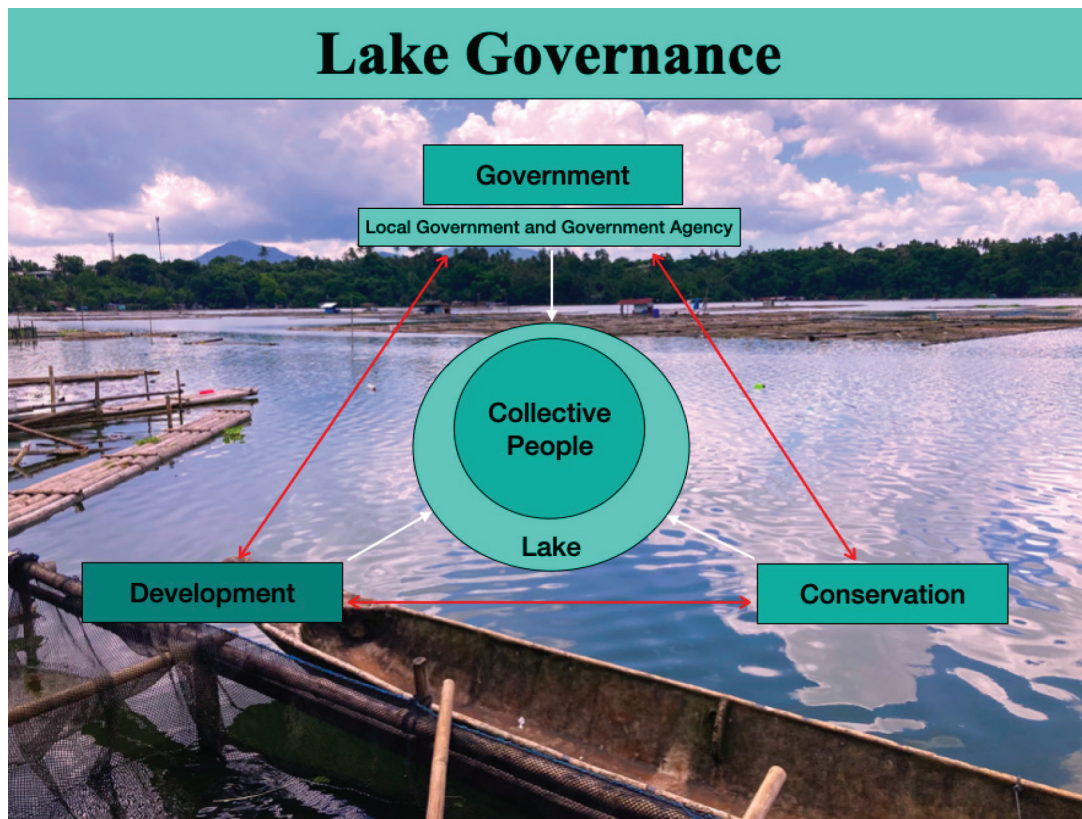


Figure 1: Lake Governance: Lake, Collective People, Development, Conservation, and Government.

indispensable in tackling biotic and abiotic factors concerning the lake's features and biodiversity in relation to the populace. There are typical examples of lakes, such as water quality, fisheries, flora, morphometry, and stratification, impacting the lake's resources and communities (e.g., Briddon et al., 2022, De Leon et al., 2022, Brillo, 2023b; Paller et al., 2021).

The collective people are intrinsic in utilising development and committing to conservation in lakes. The collective people concept pertains to addressing, emphasising, and settling the lake's common community concerns. The common community is imperative in carrying out the general public's objectives and interests vis-a-vis confronting the society and its lake. Theoretically, society and the lake are manifestly associated and inseparable across development and conservation progression, as both are unopposed but conjointly. But if the collective people's objectives and interests are distinguishable from the development-conservation goals, then the operation would be inadequate in comprehending the lake's problems and complications. One perspective alone is finite in understanding the people-lake's concerns and circumstances, which usually results in unintended, unintentional, or inadvertent actions and solutions. The classic example here is the dwindling issue of the Aral Sea, the earlier time, the world's fourth-largest lake. The Aral Sea water utilised economic development by constructing irrigation for cash crops disregarding ecological conservation, consequently shrinking the lake and dwindling the ecosystem (see Loodin, 2020; Micklin, 2010; Usmanova, 2003).

Concluding Remarks

When the collective people's objectives and interests are incompatible and irreconcilable, the lake's development and conservation goals are unfulfilled and threatened, and thus, typically, the government is necessary. The government entails entering the lake to remedy the problem bearing public good. If the government is absent or inactive in the lake, rectifying the obstacles and outcomes are often unaddressed. Also, if the government is missing or inoperative, the nongovernmental organisation, such as a nonprofit organisation (NGO), usually comes into the vacuum to assist in the lake. Although favourable, this nongovernmental organisation is frequently temporary, as it is exhausting to sustain in the long run, such as discontinuing funds or changing priorities due to ramifications. Thus, eventually, the government, whether local government and/or

government agency, will have to enter if the lake's collective people's concerns and the development-conservation goals are addressed and reconciled. Mostly, this authority is dominant and more capable (than nongovernmental organisations) of engaging the intent and involving the populace. The local government and/or government agency must be present and active in intervening in the lake's issue to make it right. This is pivotal when the groups' interests are poles apart in the lake, as the government becomes obliged to assert, settle, and decide on the diverse stakes. There are no other institutions better to harmonise and rectify the barriers than the government. Thus, the government is crucial, the utmost consequential in Lake Governance, where this central position interlocks the collective people in development and the lake in conservation. All the Lake Governance's constituents do not exist in a vacuum, as the government is often the crux and hence cannot be left without it.

Governance's concept is well-established, and the water-lake frameworks are introduced, but this term has many, and their dimensions are complex, making it complicated and demanding to utilise the lakes. Lakes have various domains, issues, and repercussions; consequently, the governance and framework's conceptualisation is challenging to capture and comprehend their complexity. Hence, translating and employing Lake Governance is more suitable, as the concept and the framework are brief, direct, and concise, and more so, assimilate the essentials distinctly. That is to say, it should be straightforward and elementary to easy to use and understand, especially for the ordinary public or common users of the different types of lakes. Thus, this term ought to embrace simplicity and parsimony to be manageable and steady in focusing and concentrating on its foremost reference. Lake Governance, which is seldom mentioned and more so explained in the literature, must be recognised and established in the lakes discourse. So, Lake Governance's conceptualisation should be obliged as the center, and its conceptual framework contributes to the scholarly literature by tying up the rudimentary but vital lake's constituents—collective people, development, conservation, and Government. Ideally, Lake Governance is equilibrium and positive-sum constituents, but in reality, the benefits are unequal and/or unbalanced. With this, Lake Governance is all about addressing disproportionate multiple and diverse collective people through development interests and/or conservation concerns in the lakes, which as a rule, via the Government.

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