

# **Scottish Experiences: Lessons to learn for stakeholder involvement in River Basin Planning**

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# Overview of Presentation

- Why use Deliberative Inclusive Processes (DIPs) for RBMP?
- Introducing the case study
  - The Spey Catchment in Scotland
  - Methods and Sample
- Findings from the case study
- Implications for RBMP processes



# Context

- **Water Framework Directive**
  - **Implemented using the RBMP**
  - **Article 14 – public access to information; consultation on RBMP and *encourage* active involvement of interested parties**
  - **Scotland has limited experience of catchment management plans**



# Why Deliberative Inclusive Processes?

- **Environmental systems are complex and uncertain so require ‘new’ forms of governance**
  - **Regulation has opportunity and compliance costs**
  - **Market solutions inappropriate for non-market goods**
  - **Technocracy no longer legitimate, therefore require deliberative inclusive processes**



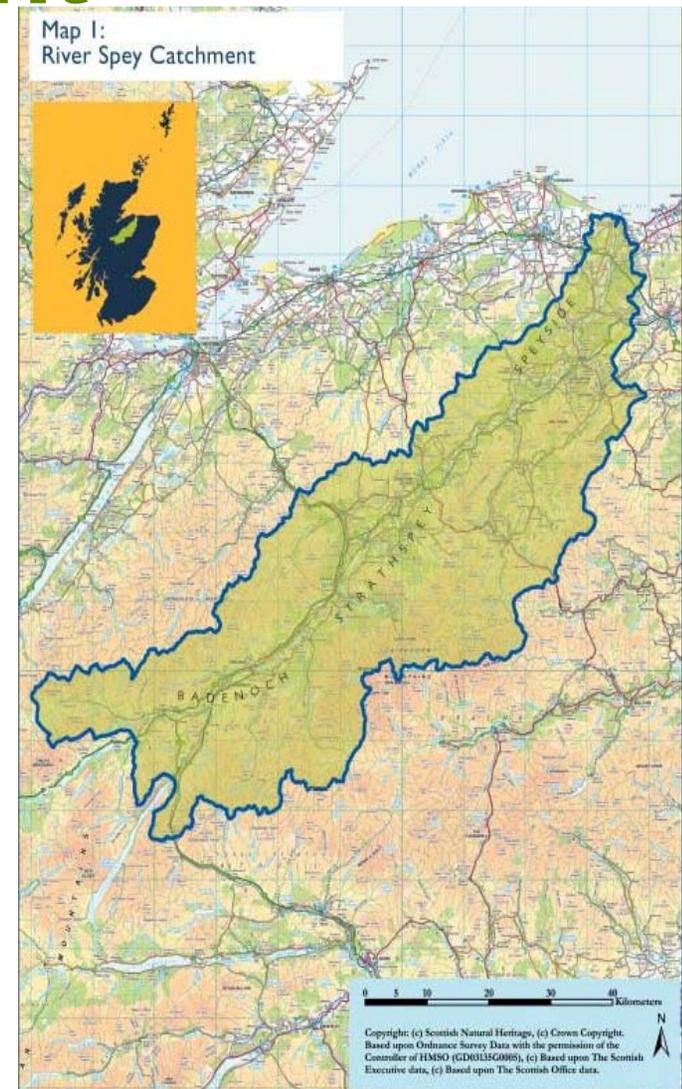
# Why Deliberative Inclusive Processes?

- **Substantive reasons:**
  - Multiple perspectives improve understanding & decision making
- **Instrumental reasons:**
  - Collaborative relationships aid implementation by sharing resources and defusing conflict
- **Normative reasons:**
  - Encouraging social and individual learning enriches society and individual citizens



# The Spey Catchment

- Catchment area 3,000 sq. km, SAC site
- Population 23,000 + tourists
- Pressures include primary production, industry, water resource conflicts
- Scotland – 2 RBD using national advisory body and 8 sub basin bodies



# Spey Catchment Management Plan



- **Five Stage Process**
  - **Public Consultation (2000)**
  - **Working Groups discuss issues**
  - **Collate Working Groups outputs**
  - **Consultation on draft Plan (Nov 02)**
  - **Publish final Plan (June 03)**
- **Complex catchment governance**
  - **Five organisations on SCSG + others**



# Our project

- **To what extent does the SCMP process achieve the ideals of DIPS?**
- **How could we learn from this?**
- **Semi-structured phone interviews**
  - **78% response rate**
  - **Sept 2002 – March 2003**
  - **Open ended and variable length**
- **Qualitative analysis disseminated**



# Findings: Substantive Ideals

- **Process did ensure wider aspects considered**
  - **Social learning through shared views**
  - **Enriched understanding of issues**
- **But tried to be 'all things to all people'**
  - **Aspirations rather than concrete action**
  - **Time consuming - might exclude some**



# Findings: Instrumental Ideals

- **Inclusive iterative approach:**
  - Helped resolve existing conflicts
  - Improved working relationships
  - Developed sense of ownership
- **But:**
  - Too early to judge? Scepticism?
  - Many conflicts left unresolved
  - Search for consensus unrealistic?



# Findings: Normative Ideals

- Not explicitly mentioned by many
  - Most enjoyed the process
  - Most wanted to learn for the future
- Implications
  - Easier to get ongoing commitment if processes are fun
  - Our responsibility to promote active citizenship for environmental governance



# Substantive Implications

- **Commitment to respect difference**
  - Trust and expert facilitation
  - Appropriate process rules and tools
- **Sustained engagement challenging**
  - Context of increased apathy
- **Integration of diverse views**
  - Constraints to integrating all views
  - Takes time and good communication



# Instrumental Implications

- **Process must lead to action**
  - **Monitor, evaluate, communicate**
  - **Building ownership takes time**
  - **Plan implementation**
  - **Weight objectives and budget for them**
  - **Partnership can lever resources but has costs too**
  - **History matters; conflicts can re-ignite**



# Internal governance

- **Size matters**
  - Small helps rapport & organisation but increased individual burden; raises problems for succession
- **Project officer is vital**
  - Organisational skills + personality
- **Power structures within the process**
  - Being present = being heard?



# External governance

- **Power structures in society**
  - **Advisory not decision making**
- **Integration with plans & policies**
  - **Learn from existing governance arrangements**
  - **Attention to 'grey' areas (tourism, access)**
- **Social learning**
  - **All have to learn, tends to challenge traditional organisational cultures**



# Conclusion

- Qualified praise for the process
- Useful lessons learnt include:
  - Resource intensive process
  - Need to plan beyond the plan
  - Ensure appropriate to context
  - Ensure you have resources available
- Don't ignore equity and power
  - About ongoing relationships

