

APPENDIX D

Communication plan for the Norrström Basin

Objective

To describe the outline of a stakeholder involvement process that aims at effective stakeholder involvement and public access to information, building on the general approach of the European Water Framework Directive. The approach set out in this plan will be further developed, applied and evaluated during the course of TWINBAS. The outline builds on the information and experience gathered in WP 1, as well as in earlier projects.

Public participation according to the Water Framework Directive

The following is a brief introduction to the WFD approach to public participation. Based on this information a discussion on the possible use of the methods will be initiated for the third countries river basins in TWINBAS.

Article 14 of the Water Framework Directive (WFD) is the key public participation provision. It prescribes three different forms of public participation:

1. Active Involvement in all aspects of the implementation of the WFD – stakeholders
2. Consultation in three steps of the planning process – the public
3. Access to background information – the public

The member states have to *encourage* active involvement and *ensure* consultation and access to background information. The main purpose of public participation is to ensure the effective implementation and achievement of the environmental objectives of water management – good status in 2015. The costs for active involvement should be balanced against the potential benefits.

Consultation: The lowest level of public participation if information supply is considered to be the foundation. The government makes documents available for written comments, organises a public hearing or actively seeks the comments and opinions of the public through for instance surveys and interviews.

Active involvement: A higher level of participation than consultation. Active involvement implies that stakeholders are invited to contribute actively to the planning process by discussing issues and contributing to their solutions.

Three main levels of active involvement can be distinguished

- i) Involvement in development and implementation of plans
- ii) Shared decision-making, for instance by including water use sectors in the river basin organisations
- iii) Self-determination – (parts) of the management is handed over to interested parties, e.g. associations for water users.

Encouraging the first should be considered the core requirement. The higher levels ii and iii are not specifically required but are often considered as best practice.

Active involvement in the different steps of the WFD process

Characterization

To give input to the pressure and impact analyses, input to identification of water bodies 'at risk'.

Involvement to facilitate economic analysis

Input to classification and environmental objectives

Input to identification of heavily modified water bodies (HWMB).

How?

On a national scale with participation of the government, branch organisations, consumer organisations, NGOs, technical and academic experts.

On local and district level mainly involving regional and local authorities, and stakeholders with an interest in a specific river basin or water body.

At each level it may be useful to organise involvement using the following methods:

- Bilateral meetings
- Steering groups
- Advisory groups

Possible activities for active involvement are:

1. Process start, meetings, workshops with important stakeholders to discuss:
 - The objectives
 - The working process (how to reach the objectives) and decide on their role
 - The preconditions (Terms of Reference) for their involvement
 - Availability and relevance of existing data
 - Communication plan
2. Inventory of knowledge and perceptions on:
 - The description of the surface waters and ground water bodies. What are the major issues (problems).
 - This can be done through workshops, interviews, panels and fieldtrips with stakeholders.
3. Analysis and structuring, decision making on characterization: Which water bodies are at risk? Where should monitoring stations be located (under 2006)?
4. Information supply to all relevant stakeholders.

Planning for establishing programmes of measures and outline of river basin management

Active involvement in the planning of potential measures to achieve the objectives set for different water bodies, and to determine which options would be feasible and effective.

Stakeholders that may contribute to the delivery of the Programme of Measures are important, as well as those who have technical expertise, are NGOs or will pay for action.

The methods recommended are similar to the methods of characterization described above.

Establishment of Programme Measures

The priority stakeholders are again the ones that may contribute to the delivery of the Programme of Measures are important, as well as those who have technical expertise, are NGOs or will pay for action

The methods recommended are similar to the methods of characterization described above with the addition of specific workshops to identify solutions and measures.

Implementation of Programme of Measures

On a local level authorities and stakeholders that participate in implementing measures should be prioritised. Methods of involvement suggested are; bilateral meetings, steering groups, consultation methodologies

Evaluation and updating

Active involvement in the year 2015. A key issue is: Have good water status been achieved? Involvement is also required in establishing and publishing the plans and programmes for the following WFD iteration.

Consultation

The consultation process is less intensive than that of active involvement. It should involve everybody who is interested, and is a way of checking that all views and opinions have been expressed in the active involvement process.

Consultation is requested in three main steps:

- Step 1: December 2006 (at the latest). Consultation on time table and work programme for the production of the plan, including a statement of the consultation measures to be taken.
- Step 2: December 2007 (at the latest). Interim overview of the significant water management issues identified in the river basins.
- Step 3: December 2008 (at the latest). Draft copies of the river basin management plan available.

The member states should allow at least six months for submission of written comments in each of the three steps. Due to the time constraint, This means that in international river basins, local consultation and international co-ordination will most likely have to be carried out in parallel.

Access to background information

The type of information and the way to provide it are described in the WFD guidelines. Some of the background information may be requested via special application.

Current situation in Norrström

A number of pilot studies developing structures for stakeholder involvement have been carried out in Europe, In Sweden e.g. studies in the small river Genevadsån and work involving stakeholders in rivers Emån and Tyresån. These studies have however not worked in detail with

the central parts of an active stakeholder involvement and consultation process, e.g. practical discussions on optimal packages of mitigative actions and the funding of these actions. The actions discussed need to be analysed in detail in terms of chemical/ecological effect in the water bodies and in terms of cost-efficiency. The analysis of action effects and their costs need to be based on monitoring/modelling results of highest possible scientific quality, and with high geographic resolution. This has not yet been done in Sweden, which makes the TWINBAS effort planned for Norrström unique.

With the limited funds available for each of the five river basins of TWINBAS – approximately 400.000 Euro for Norrström out of which some 60.000 Euro are reserved for development and application of public participation - it is not feasible to carry through the public participation process for each of the twelve tributaries of Lake Mälaren. Most of the tributaries have existing river associations engaging the main stakeholders (industries, municipalities, county boards etc.) and problems and conditions differ between the tributaries. Therefore, the approach chosen is to be developed for part of the Norrström basin. Two neighbouring tributaries with similar problems and to some extent with the same stakeholders (most of the municipalities are stakeholders in both catchments. The catchments are Svartån and Sagån, the former 754 km² in size, and the later 865 km².

River associations have not been formed for Svartån and Sagån although discussions in this direction are ongoing between local authorities. Therefore, some initial work is required to contact and organize the stakeholders although these to the main part are known. However, the lack of river associations meant that co-funding was available for consultation work for these rivers, from one of main cities in the Mälaren region, Västerås. This made the choice of pilot catchments easy.

The stakeholder structure of the Norrström basin is described in the WP1 report. It is included here as an essential part of the background to the chosen approach.

Institutional description

Administratively, the Norrström basin belongs to 31 municipalities, and part of six different counties. Both the municipalities and the county boards are organised in lake associations, as described in the section Stakeholders below. In March 2004 it was decided that Sweden should be divided into five water districts and that one of the county boards in each district should function as water authority for the district.

Co-operation within a water district

On behalf of the Swedish government the counties are responsible for specification of the national goals concerning quality of the environment. The goals that concern water are:

- ◆ Healthy lakes and watercourses
- ◆ No eutrophication
- ◆ Only natural acidification
- ◆ Non-toxic environment

The task includes specification of sub-goals and sector specific goals on a regional and local level. The counties are to co-operate in order to define these goals. Based on the requirements

from the water framework directive the counties around L Mälaren and L Hjälmaren have investigated the possibilities concerning co-operation in order to enable the implementation of the directive. During October 2003 six regional seminars were held, with more than 200 participants from municipalities, organisations and other stakeholders. Based on these seminars a suggestion for inter county co-operation has been presented (Jansson, 2004).

Stakeholders and existing structures

The counties around Norrström have been co-operating for more than 30 years concerning water conservation. The need for co-operation was early identified and the use of Mälaren and Hjälmaren as recipients for sewage water, for drinking water, shipping, fishing and for recreation stressed the need for knowledge concerning pressure and status. Needs for measures concerning point sources from cities and industry were also defined at an early stage (Jansson, 2004).

Co-operating organisations

For some of the tributaries there are river associations consisting of stakeholders along the watercourse. There are different types of associations, some of them consist of stakeholders that have a common interest and have initiated co-operation on a voluntary basis, while some organisations are strictly regulated according to law, with mandatory membership for certain stakeholders. The existing associations for Norrström are listed below:

- **The lake association of Mälaren** (Mälarens Vattenvårdsförbund, previously Kommittén för Mälarens vattenvård) The activities include environmental monitoring and water regulation. The members are: 21 municipalities, The county boards of Stockholm, Uppsala, Södermanland and Västmanland. The county councils in Stockholm, Uppsala, Södermanland and Västmanland. The companies Hydro Agri AB, Köping and Gist Brocades in Strängnäs that use Mälaren as recipient for sewage water. The companies Stockholm Vatten AB and Norrvatten that use Mälaren for extraction of raw drinking water. The river associations of Arbogaån, Hedströmmen, Kolbäcksån and Fyrisån, who are responsible for the monitoring in their own catchments.
- **The river association of Arbogaån (Arbogaåns vattenvårdsförbund)** was founded in 1987 and has primarily been working with monitoring and issues concerning water regulations, mainly prognoses concerning spring floods. The members are: 10 municipalities, the county council of Örebro, 53 companies and organisations, among them 10 power production companies and 20 damming and regulation companies.
- **The association of Bällstaån (Bällstaågruppen)** is a co-operation between four municipalities, Stockholm vatten AB, Solna vatten and the county board in Stockholm.
- **The river association of Fyrisån (Fyrisåns vattenförbund)** was founded in 1990 and replaced Fyrisåns vattenvårdsförbund that was founded in 1965. Members include: three municipalities, 17 companies, 20 dam-owners, 88 ditching companies and the Federation of Swedish Farmers (LRF).
- **The river association of Hedströmmen (Hedströmmens vattenförbund)** was founded in 1987 in order to carry out water conservation measures such as cleaning of weed and water regulation. The members are: Five municipalities and 19 companies, among them eight damming and ditching companies.
- **The river association of Hjälmaren (Hjälmarens vattenvårdsförbund)** is an organisation which is responsible for the control in the watercourses in parts of Eskilstunaån. Members include: 10 Municipalities, the county council in Södermanland, the county board in Örebro, 23 companies and organisations.

- **The association of Köpingsån-Köpingsviken (Intressegruppen Köpingsån-Köpingsviken)**
- **The river association of Kolbäcksån (Kolbäcksåns vattenförbund)** was founded in 1987. The members are: six municipalities, 24 companies (industry and power production), 22 ditching and damming companies and four other organisations/companies
- **The project Oxundaån (Oxundaåns vattenvårdsprojekt)** is a co-operation between five municipalities with focus on improvement of the water quality in Oxundaån. The project was initiated in 1998 and the agreement is valid until the end of 2006.
- **The project association for lakes and watercourses in Stockholm (Projektgruppen för Stockholms sjöar och vattendrag)**
- **The Tandlaå project (Tandlaåprojektet)** is a project that has been carried out by the municipality of Eskilstuna with support from the EU-foundation "Life" and the local energy company in order to improve the water quality of river Tandlaån. (Jansson, 2004)

Political co-operation

- **Mälardalsrådet** is an organisation for municipalities and county councils in the Stockholm-Mälaren region within the counties of Stockholm, Uppsala, Örebro, Västmanland and Södermanland. The members include 42 municipalities and five county councils. Focus of the organisation is to promote the development of the region as an attractive region for the future. The committee for environmental issues is working towards organised work for the environment across geographical and administrative borders.
- **The Swedish Association of Local Authorities in the county of Stockholm (Kommunförbundet i Stockholms län)** is an association consisting of the 26 municipalities in the county of Stockholm, with focus on the interests of the municipalities, including co-operation, education and information.
- **The Office of Regional Planning and Urban Transportation (Regionplane och trafikkontoret)** is part of the county council of Stockholm and works closely with municipalities, the association of local authorities, governmental authorities and institutions for education and research. The office of regional planning and urban transportation, the association of local authorities, and the county board of Stockholm are during 2003 and 2004 preparing an environmental action plan.
- **Other organisations:** In the counties of Västmanland and Örebro there are associations of local authorities similar to those in Stockholm. In the counties of Södermanland and Västmanland regional organisations working to promote co-operation between the municipalities and county councils in the two counties have been established.
- **Uppsalastiftelsen Naturvård och friluftsliv** is a foundation working in order to promote outdoor life that has produced a lot of written material that could be of interest for the characterisation part of the implementation of the water framework directive. (Jansson, 2004)

Co-operation concerning drinking water and sewage water

The following companies co-operate concerning drinking water and treatment of sewage water: Stockholm Vatten AB, Kommunalförbundet Norrvatten, Sydvästra stockholmsregionens va-verksaktiebolag – SYVAB and Käppalaförbundet (Jansson, 2004).

The results of the implementation of the developed participation process in these catchments will be presented and disseminated to the stakeholders of the other nine tributaries to Lake Mälaren. Recommendations and solutions to problems encountered in Svartån/Sagån will be presented and

discussed at these presentations, and in the report to be distributed. Thus, the aim is to present an approach as well as guidelines for stakeholder involvement is directly applicable as the different river associations and stakeholders of the Norrström basin are engaged in the WFD process and the forming of the first management plan in 2009.

APPROACH

The main tasks regarding active stakeholder involvement are associated with the characterisation process and the planning and establishment of programmes of measures. As the characterisation of water bodies in Norrström is not planned to be performed within TWINBAS – the results of the work of the water district authority will instead be used – the stakeholder involvement tasks focus on the planning and establishment of Programmes of measures.

Since a public consultation process in line with that set out in the WFD performed in TWINBAS would interfere with the official first step of public consultation to be performed by the water district authority in 2006, no general public consultation will be carried out for Norrström in TWINBAS. However, the web based information dissemination tool developed will address also the requirements of the three official consultation steps, aiming at making available a useful tool not only for active involvement of stakeholders but also for public consultation.

The old Swedish tradition of solving problems by creative compromising during face to face discussions have often solved problems also in the water associations. Following this tradition the stakeholder involvement process evolves around a series of discussion meetings and workshops, supported by a system for sharing and dissemination of information.

The preliminary process of stakeholder involvement in the Svartån/Sagån catchments is presented in figure 1. IVL will initially contact and organise the stakeholders and produce all relevant background information such as; analysis of history, water quality (and water availability) problems, and eventual conflicts between water users. This information will be presented at a first large seminar to which all stakeholders have been invited. Thereafter, an extensive set of possible actions will be analysed in terms of applicability and rough cost-efficiency. These will then be discussed in the sub-groups and in the working group aiming at identification of a shortlist of selected actions. The shortlist will undergo a detailed analysis of chemical and ecological effects as well as a thorough cost efficiency analysis. The result of the shortlist analysis will again be discussed in the sub-groups and the working group. As the final choice of selected actions materialises, funding issues and Polluters Pay Principle will be discussed. These issues are difficult and delicate, but nevertheless the objective is to try to find stakeholder-owned solutions that will create possibilities for long-term financing of actions required to create or preserve good ecological status in the water bodies.

To enable access to information required for the above process, e.g. monitoring and modelling results, action descriptions, explanations to scientifically based conclusions, current questions, a continuous discussion forum etc., an existing webGIS tool will be adapted and used for the consultation process. IVL has earlier developed such a web tool within the framework of WATSHMAN. It is however addressing local experts that needs to input and extract monitoring data, to present modelling results, to present results from the characterisation tasks, to perform standard action scenario analyses etc. The basic functions of this system will be built on to create a support system for the active involvement process.

This WebGIS will be developed in a Swedish version for the Swedish stakeholders, and possibly in a Spanish version for use in the Bío Bío river basin. The tool will include the following functions:

- Open to the public but specifically addressing the stakeholders
- Presentation of selected monitoring data, which gives an appropriate view of the situation in the water bodies, in a pedagogic manner.
- Presentation of water bodies status classifications
- Easy to understand explanations and motivations to conclusions based on monitoring data and to status classifications
- Presentation and easy to understand explanations to modelling results.
- Address list for stakeholders
- Easy to understand description of the consultation process and rationale
- Answers to current questions and frequently asked questions
- A web discussion forum
- Easy to understand descriptions of proposed actions
- Modelling results for action scenario analyses – chemical and ecological effects linked to easy to understand explanations
- Cost efficiency of actions linked to easy to understand explanations
- Status of the discussions on financing of actions.
- Descriptions of earlier pilot studies on the consultation process, links to external webpages

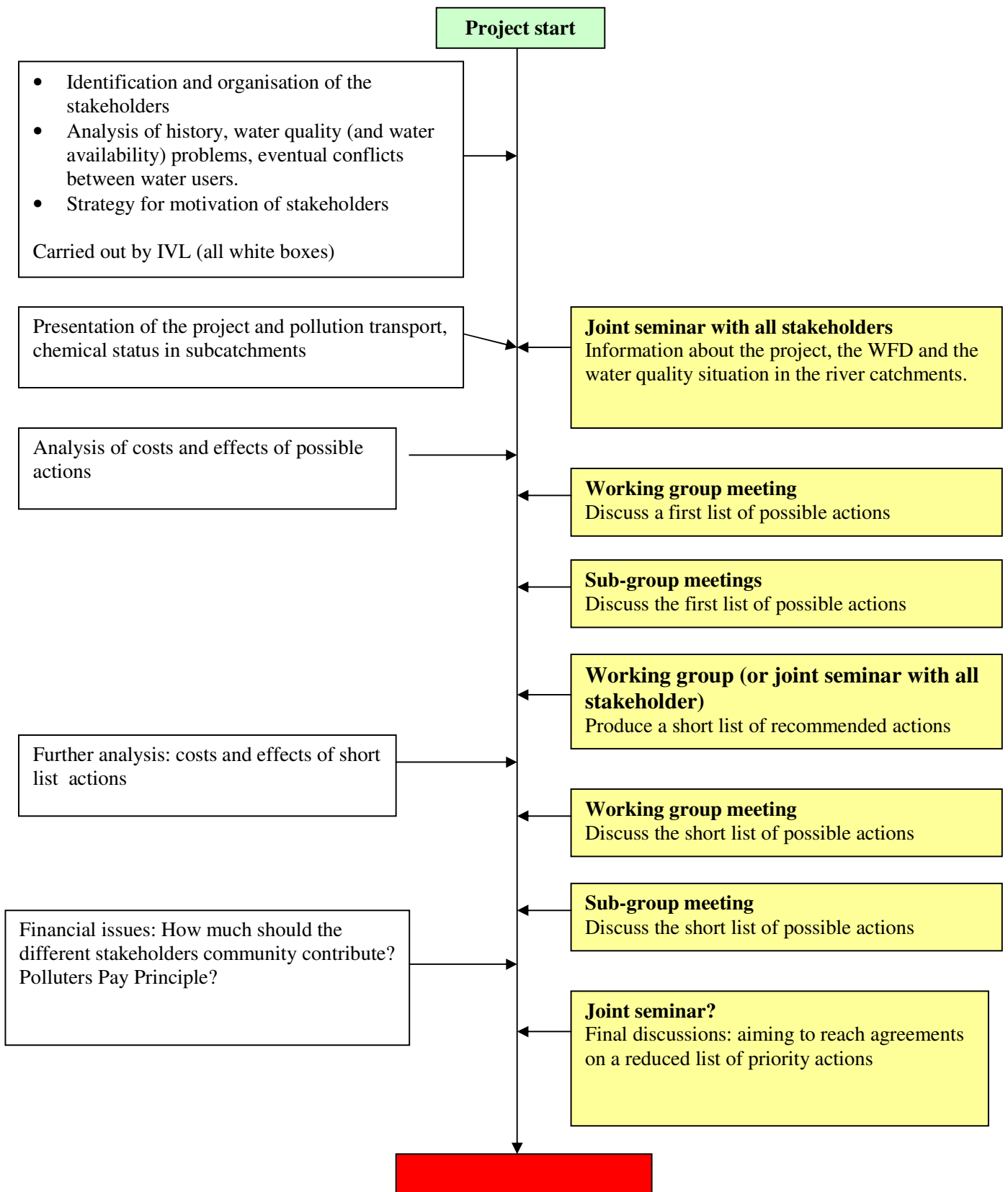


Figure 1 Outline of consultation plan

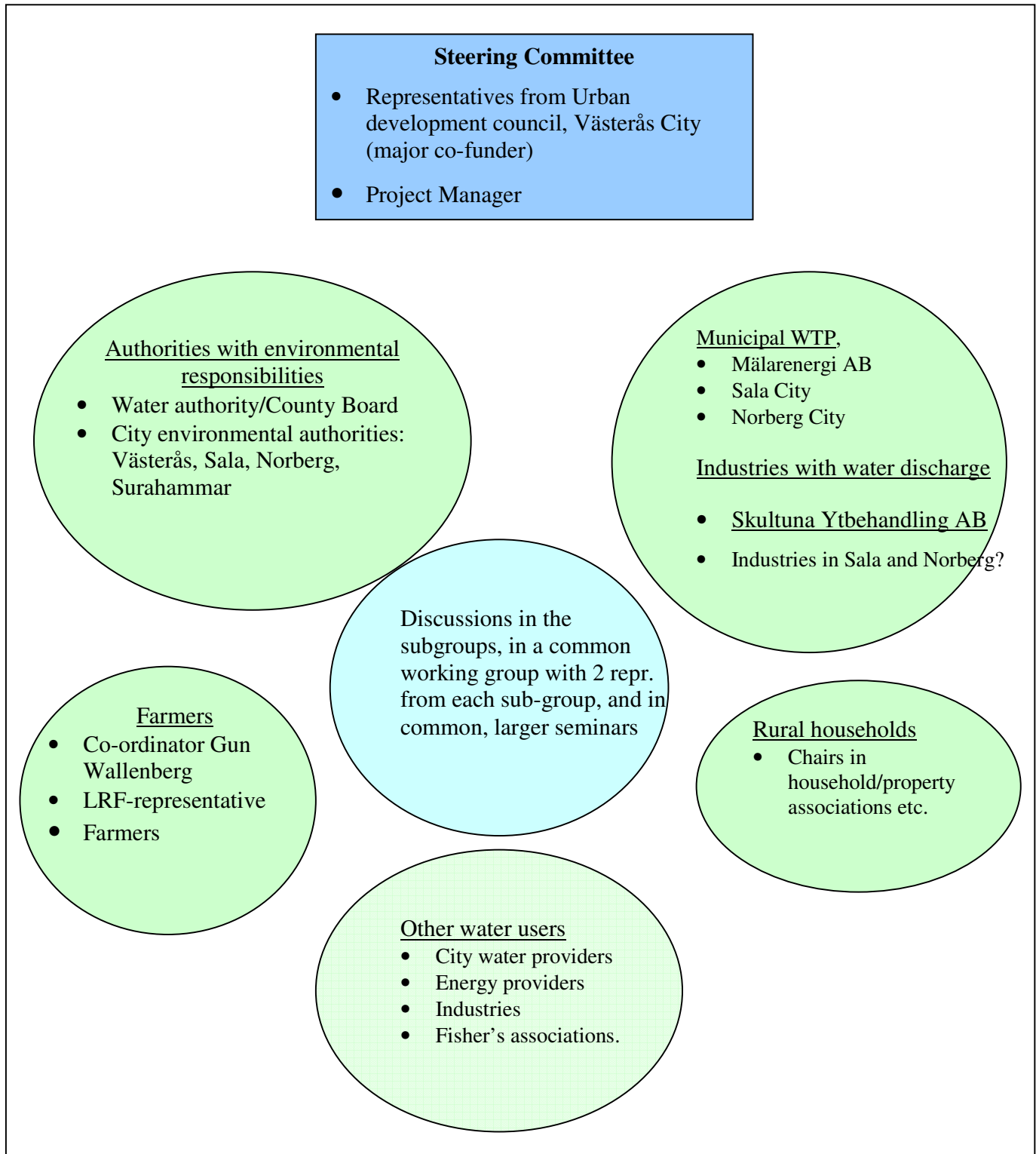


Figure 2: Organisations of stakeholders in Svartån/Sagån

