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How to improve River Basin Management using integration of various policies?

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View from the 'outside'

- Sociologist with an interest in the institutions of water management and governance of WFD
- WFD is part of wider socio-ecological system
 - one piece of complex & crowded policy landscape





Overview of Talk

- What is the problem?
- What improvements are we seeking?
- What do we mean by policy?
- What do we mean by integration?
- Which policies?
- Which type of integration?
- What do we know about how integration works?
- Concluding discussion

What improvements?

- What improvements are we seeking?
 - Challenges identified in 2010 remain (Hering et al., 2010)
- WFD = sustainability directive (Kallis and Butler, 2001)
- Ecosystem Approach: delivering multiple benefits
- Beyond **core** environmental improvements to wider **co**-benefits
 - Linking GES to well-being & growth
 - Improving engagement
 - Focus on management & monitoring

Blackstock et al. (2015) in *Water Ecosystem Services*, CUP.



Why do we need policy integration?

- Ambition of WFD mismatched against means to achieve this ambition
- Spatial Planning problem
 - Been around for awhile
 - Based on People in places

WFD RDP FD Energy Econ Dvmt



- Need to use other policies to help deliver GES
- More effective and efficient

What is policy?

- Policy is a common term with multiple aspects
(Althaus et al. 2007)
- WFD has many vertical layers of policy:
 - EU Directive
 - Member State transposing primary legislation
 - Multiple River Basin Management Plans
 - Each RBMP contains programmes of measures
 - Programmes of measures will include multiple policy instruments
 - Regulations (via secondary legislation); Incentives (via secondary legislation); guidance, advice and extension for voluntary action, including other (non-WFD) catchment plans

What other policies (could) integrate with RBMP?

- Two types of policies
 - Environmental policies (Floods Directive, Habitats Directive, Marine Strategy Framework Directive) - synergies
 - Those that act on the environment (e.g. transport, urban planning, energy) – trade-offs
- Common Agricultural Policy as “special” case
 - Provisioning goods = more pressures
 - Increased attention to “public money for public goods” (EC 2017 Future of Food and Farming)
 - Contains environmental policy instruments (incentives and regulations)

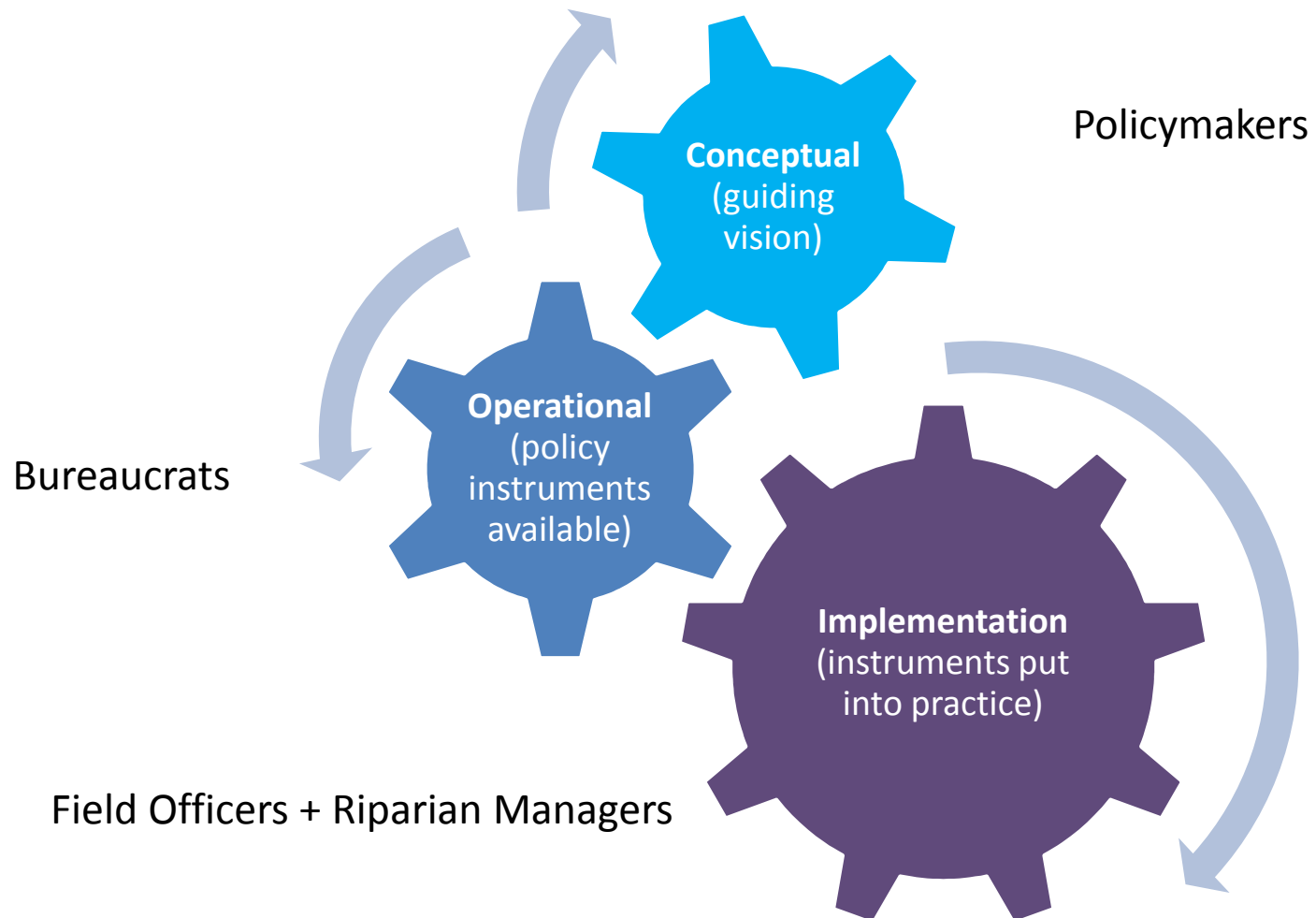
What type of policy integration? (I)

- Policy studies discuss Inter- or Intra- ‘integration’
(Ugland and Veggeland, 2006)
 - Inter meaning between policy domains (e.g. water and urban planning)
 - Intra meaning within water policy domain (e.g. WFD and Floods Directive)
- Tends to be strong agreement with concept, poor record of delivery (Jordan and Lenschow, 2010)

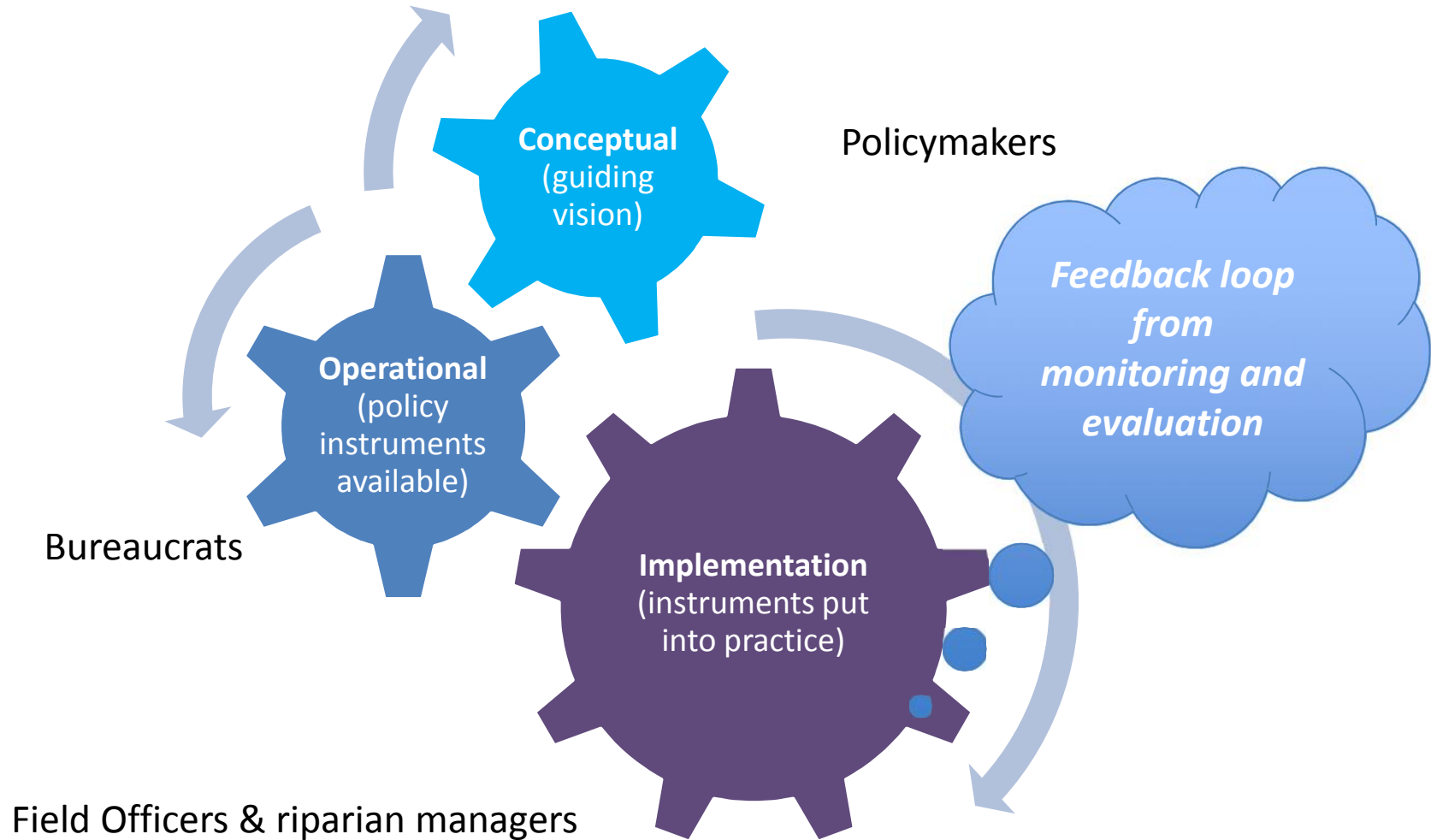
What type of policy integration? (II)

- Policy integration as spectrum:
 - From coherence between policies to full legal integration as one piece of primary legislation
- Horizontal or vertical integration
 - Need for vertical consistency (Briassoulis, 2005)
 - Need to connect horizontal network of policy sites
- Conceptual integration, operational integration and implementation integration in Ecosystem Services literature (Kettunen and Ten Brink 2015)

Vertically consistent policy integration?



Vertically consistent policy integration?





**What we have learnt is
based on work in progress**



Is there a vision and high level guidance?

- Yes, desire for intra- and inter-policy integration
 - EC guidance (2014) for ‘water’ directives
 - Particularly with CAP and renewable energy
- How?
 - Policy statements
 - e.g. Agriculture and Sustainable Water Management in the EU
 - Procedures & Metrics
 - e.g. Inter-service groups, impact assessments



Are appropriate policy instruments available?

- Yes, by coordinating RBMP and FRMP Plans
- How?
 - Some integrated plans (e.g. Flanders)
 - Evidence of integrated planning e.g. shared consultation, Czech Republic
 - Mutual references RBMPs & FRMPs are brief and lack detail about how to make interactions work



Plans guide choice of measures implemented

- Yes, some measures have multiple benefits
- Which?
 - Conditional incentives e.g. CAP greening
 - Cross-compliance soil management measures
 - SWRM with impact on ecology and flood risk

Are integrated measures implemented in practice?

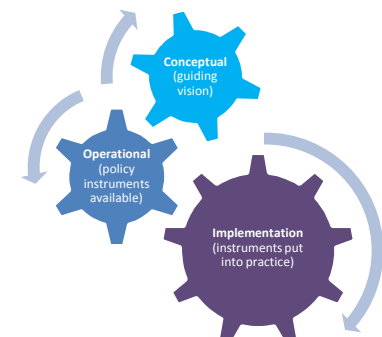
- Sometimes
 - Within WFD working well
 - Controlled Activities Regulation → Water Env Fund
 - Alignment with CAP cross-compliance and Flood prevention more difficult to operationalise
- How?
 - Guidance, extension, relationships, resources



Do we use knowledge from implementing measures to improve vision and instruments?

- Yes, part of RBMP cycle
- How? Unclear!
 - Hard to trace how monitoring data is used to evaluate measures
 - Monitoring data not always accessible or meaningful to stakeholders

- Focus on vertical consistency - not just more policies
 1. Need a common framing narrative & vision
 2. Need substantive integrations in plans
 - With roles, responsibilities, resources
 3. Need policy instruments that deliver 'core' & 'co'-benefits
 - Guidance, incentives, regulations
 4. Need monitoring data to assess effect of measures not just state of the environment
- Importance of 'human' element
 - Implementation requires action not just words
 - People, not policies, take action



Concluding Discussion

- Many opportunities are available for RBMP
- Policy integration amplifies existing challenges
- Focus on all policy levels; formal and informal processes (cf. Rouillard et al., 2013)
- Learn from spatial planning (and IWRM)
 - More (scientific) evidence useful but not sufficient
 - Need political will; public scrutiny and support; resources for implementation; and evaluation
 - What is role for scientists?



Thank you for your attention

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<http://www.hutton.ac.uk/research/srp2016-21/theme-1-natural-assets>



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<http://www.hutton.ac.uk/research/projects/monitoring-and-evaluation-ecosystem-management-meem-comparing-theory-and-practice>



- This presentation draws on the expertise of many colleagues, as acknowledged in the citations, but the errors and inaccuracies are my own.