

THE ROLE OF POWER RELATIONS AND DELIBERATIVE DEMOCRACY IN THE DECISION-MAKING PROCESS OF WATER MANGEMENT: The case of the Lake Tämnaren Water Council in Uppland, Sweden.

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Dedication

For the family union of EPIEPANG and EWANE.

List of Abbreviations

Abbreviation	Full Meaning
SIDA	Swedish International Development Agency
UNDP	United Nation Development Program
SEPA	Swedish Environmental Protection Agency
SGU	Swedish Geological Unit
NORDREGIO	Nordic Centre for Spatial Development
WFD	Water Framework Directive
RBD	River Basin District
NGO	Non-Governmental Organization
CAB	County Administrative Board
RBA	River Basin Authority
EU	European Union
RBMP	River Basin Management Plan
WC	Water Council
LT	Lake Tämnaaren
SHMI Institute	Swedish Hydrological and Meteorological
WA	Water Authority
RBD	River Basin District
RBDA	River Basin District Authority
RBMP	River Basin Management Plan
PP	Public participation
EU-WFD	European Union Water Framework Directive
DD	Deliberative Democracy

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Abstract

This thesis is an examination of the manner in which the European Union Water Framework Directive (EU-WFD) has been implemented in Sweden. This policy document that aims at improving water quality for Europe came into operation in December 2000. In 2004, Sweden went on the stage of implementation that eroded its national water management policy. An innovation that received much emphasis from this policy framework was the concept of public participation in the management of water resources in all member state countries.

Sweden in the course of the implementation process created different water management institutions among which were Water Councils (WCs) at the local level. These water councils are made up of representatives from different interest groups from both the public and private sectors like Water Authorities, Municipalities, farmers, landowners and some organizations. According to the guidelines on public participation, decisions on water management must be made in a participatory process with water authorities taking into consideration the views presented by all those present on the decision-making table. The guidelines on public participation according to the WFD stipulate that there must be “integration” of decision-making levels and values for the effective management of all waters.

This thesis takes a case study design with an examination of how the concept of public participation has been practiced in the Lake Tämnen Water Council. After having identified the problem which centered on “integration” of power and values, I considered two different levels of public participation which are power and deliberative democracy on which I developed theoretical concepts. Since the research took a qualitative approach or strategy, empirical data was collected through interviews with semi-structured and unstructured questions. The research found that power disequilibrium among the different actors in the WC and the fact that the WC has not yet been able to serve as a forum for deliberative democracy has hindered the “integration” of decision-making levels and values and as such public participation has been more of the information and consultation forms as water authorities are unwilling to relinquish power.

CHAPTER ONE

1.0 Guidance

This introductory chapter begins with an overview of the European Water Framework Directive and how the directive is being implemented in Sweden. It highlights participation as a major innovation brought by the directive. The chapter wraps up with a problem formulation, the subsequent research questions and the aims of the study.

Introduction

1.1. The Water Framework Directive (WFD)-A Tool for better Water Management in Europe

In the year 2000, the WFD was published in the official journal of the European Communities and thereby entered into force (IUCN Water Program, Chave 2001, European Commission 2002, NORDREGIO REPORT 2007:2, Slu-Uppsala University Environmental Assessment Report 2004:13 and <http://www.nordregio.se/EJSD/>). Taking an integrated approach to water management, the WFD establishes a framework for the protection of all waters in Europe namely inland surface waters, transitional waters, coastal waters and ground waters. The overall objective of the Directive is to achieve good ecological and chemical status of all waters in Europe by 2015 (NORDREGIO REPORT 2007:2, Adolfsson et al, 2000, Chave, 2001, European commission 2002:2; 2008 and www.vattenmyndigheterna.se). Member states of this directive must ensure that the implementation of the WFD's provision have to achieve this purpose. According to Adolfsson et al, (2000), European Commission (2002) and Slu-Uppsala University Environmental Assessment Report (2004:13), the WFD aims to achieve the following;

Firstly, to ensure sustainable water use in the future. Both surface and groundwater should reach good status by the year 2015. This is the first time that the connection between quality and quantity of water is taken into account. Good status is defined as the absence of damaging pollutants as well as a sustainable flow and recharge. It furthermore implies both low levels of chemical contamination and the presence of a flourishing ecosystem.

Secondly, in order to stimulate a more rational and sustainable water use pattern, it will make those who pollute pay the cost of the damage they cause. This is the beginning of an integration of the full cost of water use into the price paid for the water. Costs should not be borne downstream by the rest of society or by future generations.

Thirdly, member states must co-ordinate their actions in each river basin in order to ensure that all measures on water policy work together coherently. The result of

all these activities must be set out in a River Basin Management Plan (RBMP), which will be developed with full public participation and was to be presented to the public not later than December, 2008 (European Commission, 2002 and European Environment Agency, 2009). Involving the public in making decisions on water management was seen by Chave, (2001), as a major innovation of the directive.

In an attempt to achieve the aforementioned objectives, the WFD proposed an administrative and geographical structure of water management based on the concept of river or drainage basin management. According to the WFD, a river basin is viewed as “*the area of land from which all surface run-off flows through a sequence of streams, rivers and, probably lakes into the sea at a single river mouth, estuary or delta*”(Chave, 2001 and NORDREGIO REPORT 2007:2). Each river basin management must have its own administrative arrangement which is contained in article 3 of the WFD. This article specifies that member states should, by December 2003, have identified individual river basins and assigned them to River Basin Districts (RBDs). A RBD is defined as “*the area of land and sea, made up of one or more neighboring river basins together with their associated groundwater and coastal water, which is identified under Article 3(1) as the main unit for management of river basins*”(NORDREGIO REPORT 2007:2). Within each RBD as a spatial management unit, a characterization in terms of pressures, impacts and the economics of water usage should be carried out (Article 5), and a program of measure for achieving environmental quality standards drawn up as prescribed by Article 11 of the WFD (NORDREGIO REPORT 2007:2, Adolfsson et al, 2000, European Commission, 2002 and <http://www.nordregio.se/EJSD/>). The end result of this will be the production and publication of the RBMP, which will need to be updated in a six years cycle (European Commission, 2002), and the final results of the work are reported back to the European Union (Adolfsson et al, 2000 and www.vattenmyndigheterna.se). This shall be the responsibility of a competent body called the River Basin Authority (RBA). The RBMP gives a detailed account of how the objectives set for the river basin are to be reached within the six years time scale of the management cycle. According to Adolfsson et al., (2000), the plan will include the results of an analysis showing:

- the river basin’s characteristics
- a review of the impact of human activity
- an estimation of the effect of existing legislation
- the remaining “gap” to meeting the objectives set
- a set of measures designed to fill the gap
- an economic analysis of water use.

However, these institutions which will be responsible for the implementation of the WFD in the RBDs are to be identified by the member states and the list given

to the Commission. The institutional structures of the RBA vary widely depending on the respective national capacities and organizational style of administration.

In situations of transboundary river basins, the states concerned should jointly establish an International River Basin District, and the corresponding RBA. The directive requests member states to coordinate all programs of measure where use of water may have transboundary effects. Thus the neighboring states are encouraged to collaborate and put up a common strategy to assess and address water resource management challenges. These states must set up organizations capable of dealing with international negotiations, necessary to achieve the objectives of the WFD (Chave, 2001). Besides, a list shall be established containing the information on the legal status, competences and international cooperation of the competent authorities (Adolfsson et al, 2000, European Commission, 2002 and NORDREGIO REPORT 2007:2).

The legislation of the WFD prescribes that all interested parties are fully involved both in the discussion and preparation of the RBMP. The competent authorities of the RBDs are obliged to grant the public access to the draft river basin plans and also allowing for comments to be made (Chave, 2001). Chave added that all background documents and information must be made available to the public, in a participatory process. Although the directive does not prescribe how the process should be carried out, it rather outlines a consultation process that starts three years before the final version of the management plan for the RBD is set (Chave, 2001 and <http://www.nordregio.se/EJSD/>). This is the public participation requirement. According to Adolfsson et al (2000:134) and later emphasized by the European Commission (2002), the two main reasons for public participation are firstly, to balance the interest of various groups and secondly for enforceability of the decisions arrived at by member states and individuals. The former further added that, the greater the transparency in the establishment of objectives, the imposition of measures, and the reporting of standards, the greater the care member states will take to implement the legislation in good faith. This, in turn will increase the possibilities of the citizens to influence the direction of environmental protection through consultation or through complaint procedures and courts, should consultation fail. Better still, it has also been acknowledged by Chave, (2001) that consultation and the participation of all interested parties is necessary because the establishment of the RBMP may affect the life of people who live in the RBDs through, for example, the adoption on stricter controls for their activities or the need to pay for remediation or improvement work.

In summary, the guidelines on public participation as provided by article 14 of the WFD must take into account the following:

- Integration of all water uses, functions and values into a common policy framework.
- Integration of disciplines, analysis and expertise.

- Integration of stakeholders and ‘civil society’ in decision-making, by promoting transparency and information to the public, and by offering a unique opportunity to involve stakeholders in the development of RBMPs.
- Integration of different decision-making levels that influence water resources and water status be they local, regional or national, promoting the effective management of all waters.

The WFD contain guidelines for the work required. The environmental objectives for a RBD should be realistic, operational, and measurable and based on regional and local conditions. This is to give the great majority of the European states the same basic administrative structure and same basis for decision-making on water issues. This inevitably eroded national traditions of water management practically in all member states, as it does not start out from municipality, county or national authorities for administration but, on the other hand, with the water situation, that is to say the catchment area.

Two reports, one by the European Commission, (2002) and the other by the Department of Environmental Assessment at the Swedish University of Agricultural Science (Report 2004:13) noted that “the EU Member states, Norway and the European Commission have jointly developed a common strategy for supporting the implementation of the WFD. The main aim of this Common Implementation Strategy (CIS) is to ensure a coherent and harmonious implementation of the Directive. Focus is on methodological questions related to a common understanding of the technical and scientific implications of the WFD”.

Generally speaking, the WFD will be remembered to be one of the most significant and powerful legal instrument yet adopted (Chave, 2001) in the environmental field as it directs how an environmental sector is to be managed, both geographically and institutionally and also it is the only directive that takes into consideration both quality and quantity of the water status.

One very important thing to note is the fact that the WFD gave important deadlines (European Commission, 2002; 2008) to be respected by member states. Although the directive will have a unique implementation, it was however, not implemented by the different member states the same year it was enacted in force by the European Parliament. Work for its implementation into national administration and legislation is different in year and pace in various countries who are signatories to the directive.

1.2. Sweden’s Implementation of the Water Framework Directive

Formally, Sweden had rather much of a “wait-and-see-attitude” towards the implementation of the WFD (http://www.ksla.se/sv/retrieve_file.asp?n=1014). However, in 1998, a Parliament Commission published a report that proposes

several steps to implement the directive (Adolfsson et al, 2000:133). This change in attitude led to the evolution of the national strategy for implementing the WFD. It consists mainly of three elements:

In the first place, an administration as small as possible, makes maximum use of existing structures and resources.

Secondly, integration with ongoing work related to water management and environmental objectives.

Lastly, long-term commitment for the benefit of sustainable water management rather than a “quick and dirty-attitude” aiming only at fulfilling the reporting requirements using as little effort as possible (http://www.ksla.se/sv/retrieve_file.asp?n=1014).

The Swedish Government implemented the WFD as a tool by which some environmental targets could be attained. The WFD was partly transposed into the Swedish legislation, primarily through an amendment of the Environmental Code, and a special Regulation on the Administration of the Quality of the Water Environment (http://www.ksla.se/sv/retrieve_file.asp?n=1014 and NORDREGIO REPORT 2007:2). Thus in 2004, the WFD was incorporated into Swedish legislation (<http://www.nordregio.se/EJSD/> and www.vattenmyndigheterna.se).

At the governmental or national level, a series of legislative changes, introducing in particular the environmental quality standards and programs of measures in the environmental code, have been undertaken. The state has a strategic role to play in formulating the quality requirements/levels for water creating the prerequisites for water use and management. The state also acts as in a monitoring role as regards the implementation of the WFD (NORDREGIO REPORT 2007:2). At this level therefore, the implementation of the WFD is the responsibility of the Ministry of the Environment (<http://www.sweden.gov.se>). However, the Swedish Environmental Protection Agency (SEPA) and the Geological Survey of Sweden (SGU) have the right to decide upon regulations within their area of responsibility in order that Swedish work on the WFD is performed (NORDREGIO REPORT 2007:2).

The SEPA works on different national natural science and technically-based documents relating to the implementation of the WFD concerning surface water. It also represents the Swedish water authorities in international meetings as the regional water authorities do not as yet have an umbrella organization representing them. The SGU has a corresponding responsibility to providing data and guidelines for water authorities in respect of groundwater (Ibid). The SEPA has produced guidelines for the water authorities concerning how to formulate background descriptions, define preliminary environmental objectives, classify which water occurrences should be observed as artificial or strongly adapted,

implementation of special exemptions when environmental objectives are to be decided and in respect of undertaking economic analyses.

At the district or regional level, Sweden has been partitioned into five regional RBDs. They include Bothnian Bay, Bothnian Sea, Northern Baltic sea, Southern Baltic Sea and Skagerrak and Kattegat RBDs (NORDREGIO REPORT 2007:2 and www.vattenmyndigheterna.se). Each RBD drains into one of the major sea basins surrounding Sweden. A competent authority responsible for putting the regulations of the WFD in place was appointed to each district. Accordingly, five out of a total of 21 County Administrative Boards (CABs) namely, Norrbotten, Västernorrland, Västmanland, Kalmar and Västra Götaland have been appointed the Regional Water Authorities (Adolfsson et al 2000, NORDREGIO REPORT 2007:2 and http://www.ksla.se/sv/retrieve_file.asp?n=1014). The five water authorities are in the CABs of:

- Norrbotten-Bothnian Bay Water District.
- Västra Götaland-Bothnian Sea Water District.
- Västmanland-Northern Baltic Sea Water District.
- Kalmar-Southern Baltic Sea Water District.
- Västernorrland-Skagerrak and Kattegat Water District.

These are responsible for regional environmental monitoring and supervision of all waters and for inspection and enforcement of all activities that may have an impact on water quality or water resources. These authorities have been given the mandate for the administration and implementation of the directive in each district (<http://www.nordregio.se/EJSD/>). They operate exclusively from government coordination. According to the regulation on the administration of the water environment (NORDREGIO 2007:2), the water authorities are responsible for;

- Characterizing water districts, mapping them out and making analyses,
- Registering protected areas,
- Defining quality requirements for surface and ground water and protected areas,
- Deciding on exceptions for the quality requirements,
- Deciding on a management plan and setting up and defining a program of measures,
- Creating a program for the monitoring of the water environment and conducting it,
- Reporting on a management plan, a program of measures and possibly other tasks, for the SEPA.

The SEPA and the SGU are the only central agencies that have a specific role in the implementation process. Even so, there are of course many other central agencies and government bodies that must contribute to the work if the aims of

the directive should be reached. It has been a strategy among the water authorities to identify relevant government bodies and initiate a dialogue with them, aiming at defining areas of responsibility. Some examples are the Swedish Board of Agriculture, the National board of Fisheries, the National Board of Forestry and the Swedish Meteorological and Hydrological Institute (SMHI) (http://www.ksla.se/sv/retrieve_file.asp?n=1014).

At every River Basin District Authority, there is a Water District board that makes decisions on the authority's various fields of responsibility. This board which is chaired by the county governor is made up of experts from different fields and is appointed by the government (Ibid).

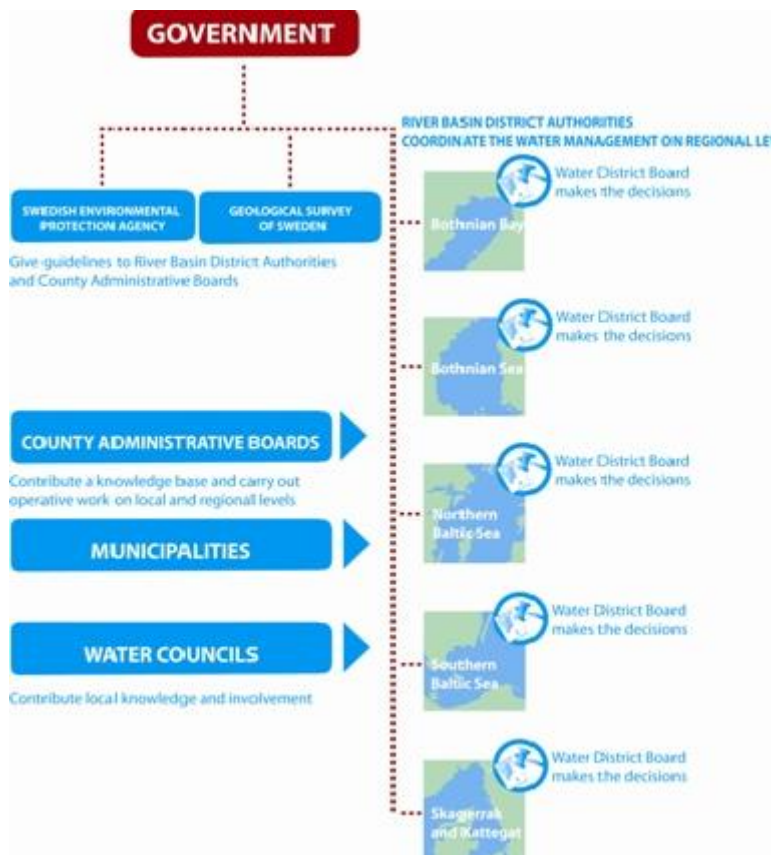


Fig. 1: Water Management in Sweden.

Source: http://www.lst.se/vattenmyndigheten/in_english/organization.htm

The members of the committee are appointed on non-political basis. These committees are exclusively responsible for decisions on environmental objectives, program of resources and river basin management plans in their respective RBDs.

In like manner, each water authority has a secretariat led by a water management director. Their task specifically is to do preparatory works for decisions in the committees and to organize the work within the district. All RBDs are subdivided into two or more districts with a county responsible for organizing the work

within each. All counties have obligations, equal on all levels, being responsible for information and contributions from their own counties.

The water authority organize the work on district level, developing guidelines and strategies with input from other authorities and consultative groups representing different areas of interest. The county administrations are responsible for collecting necessary information within their districts, and for initiating regional and local cooperation and engagement in water councils (http://www.ksla.se/sv/retrieve_file.asp?n=1014). Thus distributing information and involving all interested parties in the water management are important tasks for the River Basin District Authorities. Formal consultations and public participation will be carried out prior to major decisions, such as decisions on environmental quality standards, programs of measures and RBMPs. All parties, individuals and organizations alike shall have the opportunity to offer comments on the suggestions that the Water District Board will decide upon. (NORDREGIO REPORT 2007:2, Adolfsson et al, 2000, <http://www.nordregio.se/EJSD/> and www.vattenmyndigheten.se). As a matter of fact, the WFD is to strengthen already Sweden's existing legislation on public participation on the administration of the water environment. It was emphasized that water authorities are to consult and cooperate with other authorities, municipalities, organizations and other actors like water quality associations that are influenced by the authorities' decisions in a district. In this light, water authorities must produce a working plan which will indicate how and when different cooperation is to occur and where, in general, the work to produce management plans and programs of measures for the district can be followed. It was however cautioned that representatives from organizations outside the water authorities can participate in working groups, reference groups or steering groups (NORDREGIO REPORT 27:2). In the words of Bo Sundström "let stakeholders, non-governmental organizations (NGOs) and authorities sit around the same table discussing common water issues-the counties propose, the delegation decides" (Norrbotten County Board of Administration).

There is a disagreement between the municipalities and the government on where the final decision on classification is to be taken¹. Today, the RBDs and their respective committees are in charge, but the last word on this has not yet been said. The National Organizations of municipalities have the right to appoint members to the committees, but have not yet done so. Their claim is that if they should be on the committee, they should be in power, which is having the majority, because they are the ones that eventually would have to pay much of the costs of measures taken. Their position is that either they should be given the authority, or all decisions regarding monitoring, objectives and measures should be taken on the governmental level (http://www.ksla.se/sv/retrieve_file.asp?n=1014).

¹ This is interesting but it is not the focus of my thesis. However, I would want to recommend for another research to explore it.

1.3. The Emergence of Water Councils (WCs) in Sweden

Pre-dating the implementation of the WFD in Sweden, there existed Water Quality Associations or Associations of Water Management. These were monitoring associations formed by municipalities and companies whose activities might affect the water. The associations carried out monitoring on behalf of their members. The bulk of the local and regional monitoring, which in WFD wording is called operational, was performed by the water quality associations. (http://www.ksla.se/sv/retrieve_file.asp?n=1014). At the implementation of the WFD, it was expected that existing water quality associations could be developed into WCs, at least in the south. In northern Sweden, there were very few water associations, and here new WCs had to be created (Ibid). However, my understanding is settled on the fact that the central idea behind the creation of WCs in Sweden was to include public participation at the lowest level in the management of water resources as legislated by the WFD. Based on the understanding that the WFD will not be successfully implemented if not all parties, stakeholders as well as the public are 'engaged' in the process, Sweden's strategy of public participation was through the establishment of more of these WCs at local and regional levels to serve as collaborative bodies for knowledge and involvement. From the foregoing therefore, reference conditions and good ecological status will be defined in dialogue with WCs using national information, based on existing environmental quality criteria as well as regional and local information (IBID). It was prescribed that WCs engage all stakeholders within their area that is, the RBD. This consists of representatives from municipalities, industries, landowners and interest groups and functions as an important partner to the River Basin District or water Authority (www.vattenmyndigheterna.se and (http://www.ksla.se/sv/retrieve_file.asp?n=1014). Large municipalities or group of municipalities may initiate the up building of the WCs or it can be initiated by the county administration or the water authority (http://www.ksla.se/sv/retrieve_file.asp?n=1014). The level of engagement of the councils will vary due to different conditions, but it is essential that they at least to some degree engage in the entire process, from characterization to the evaluation and reporting (www.vattenmyndigheterna.se). Thus members of the WC can, at an early stage, participate in preparations for and discussions on how local water resources are to be managed. As a result of local knowledge and experience, the authorities can ensure that the right measures are carried out in the right place (Ibid). It has been supported by Olsson and Folke, (2001) that people living in a local environment possess valuable knowledge about the management of their local ecosystem (<http://www.nordregio.se/EJSD/>).

1.4. Problem Formulation

From the context of the WFD, it is very clear that public participation in water management has been emphasized, and is seen as a major challenge to power holders in the decision-making process of water management. The competent authorities of the RBDs have the legislative power of ensuring the public access in any decision that has to do with water management in their respective areas of jurisdiction. The guidelines on public participation as mandated by article 14 of the WFD focuses a lot on ‘integration’ at various levels, such as different decision-making levels and ‘values’ However, it must be underscored that these terms (integration and values) were not given any specific meaning. In this light, integration of power among the different actors involved in water management is seen as being paramount in enhancing public participation. It is very clear that water authorities have the legitimate power that allows them to take whatever decision they want, but at the same time they have been guided by the policy document to grant the public ample opportunity to influence decisions prior to implementation. This means that neither the water authorities nor the public can take and implement decisions in isolation of the other. This either limits the power of the water authorities or lends some of its power to the public. In this way both water authorities and the public end up having the same influence. Thus public participation is a means of empowering the different actors involved in the decision-making process of water management. The different actors will be empowered in the sense that those who hitherto had no involvement and influence will be given the chance or opportunity to influence decisions.

There is also the issue of integration of “values”. As stakeholders in the domain of water management, there is bound to be conflict of “values” which affects the process of participation. The different actors having values which they want to uphold and as such they are often pulled in opposing camps. From theoretical understanding, a deliberative decision-making process of participation should be embraced by the various actors involved. This process will provide a framework for the recognition of each other’s value that will provide a forum for a common value that will satisfy the needs of all the actors concerned. For this process to succeed, citizenship became a key issue. As citizens in water management, the various actors consider themselves as agents of transformation for the common benefit of society (that is common societal value), as opposed to stakeholders with different stakes for individual benefit. Much focus will be laid on this (power and deliberation) in my theoretical chapter.

From the above scenario, perhaps one of the greatest challenge and the starting point in water management is the identification of reference conditions and good ecological status. This has to be attained in a participatory process among the various actors concerned. It must be recalled that the WFD legitimized participation as a tool for water management. According to Chave, 2001; Breit, et

al. 2003 and later emphasized by official publication of the European Communities, 2003, public participation must among other things ensure:

- Integration of stakeholders and the civil society in decision-making, by promoting transparency and information sharing,
- Involving the public in making decisions on water management,
- Allowing the public to have access to the draft RBMPs,
- Giving six months for written comments to be made by the public before the draft RBMP is modified to its final state,
- Providing ample opportunity for the public to make their views known before any plans are adopted by the competent authorities,
- Providing the general public with rights of participation in planning processes.

In this light and expanding from the above, it is obliged for the competent water authorities to see into it that all those involved in the decision-making process of water management must participate as a right and not as an opportunity. During this process, both the “powerful” and the “powerless” should have their voices felt/heard in the same magnitude and influence, so that the final decisions should be a reflection of the input of all the actors present. By the “powerful” I mean the water authorities since they have the legal right and by the “powerless” I mean the rest of the actors who have to be involved in the decision-making process. Some of these actors in the latter category of this study include the local population who are mostly landowners and/or farmers, the municipalities, organizations and the civil society, who are all represented in the WC. This will instill a spirit of consciousness and responsibility in the minds of all the actors who are/were involved in the deliberation. This is because all the actors will consider the decisions as being very transparent and more informed. Everyone uses water and therefore everyone directly or indirectly affects water quality. So responsibility for achieving success lies within us all (www.doeni.gov.uk/niea/tallships/011_water_framework_directive.pdf).

However, there are two problems to be identified from the above. The first is that for the voice of WCs to be heard in the decision-making process, there ought to be equal power relations with water authorities, the local community and within its various ‘internal’ organizations. It is through this that the decision-making process will be on the same platform. This will ensure proper design, implementation and enforceability of the decisions. But once the power relations between the WCs, its organizations, the local community and the water authorities is asymmetrical, in favor of the superior, being the latter, the meaning of participation in the decision-making process is thwarted and thus there is a lapse in the design, implementation and enforceability of the decisions. In this context, power means the ability to influence decisions. Power relation thus signifies the existing interaction in a decision-making process between two or more actors such that each actor has similar strength in influencing the decisions of another actor.

The second problem is that WCs must adopt a citizen oriented type of participation in order to attain integration of values and decisions as demanded by the WFD. Given that water councils are made up of citizens who are often pulled in contradictory directions, appealing to values that they find difficult to reconcile, participation has to take another dimension. In other words to enable WCs respond to this contemporary challenge of value-pluralism in the decision-making process, participation has to go beyond information and power sharing to a more pluralistic approach – which is deliberation. If participation is practiced as a legislative right, then the WC in serving as a democratic local water management institution must create the space or forum for deliberation and judgment that reflects the plurality of citizens' values in the decision-making process. This is the only way through which enforceability of decisions arrived at in the decision making-process can be achieved by the citizens of the WC.

1.5. Research Questions

The research questions resulting from the above problem formulation and which this study seeks to answer include;

- 1) What is the power relation existing between the?
 - water council and water authorities,
 - water council and local community including some local organizations.
- 2) How has the water council been able to serve as a forum for deliberative democratic process taking the values of the citizens into consideration?

1.6. Aims of the Study

The aim of this study is twofold.

Firstly, to examine how the concept of public participation as prescribed by the WFD has been implemented in Sweden.

Secondly, to examine if local water management institutions have been able to integrate the values of the different actors for effective decision-making in water management.

CHAPTER TWO

2.0 Guidance

This chapter is based on the development of theoretical concepts used in this thesis. The focus is on participation and other related concepts.

2.1. Theoretical Concepts

The major theoretical concept of this thesis is *participation*. The term participation in the sense of this project relates to the role it plays in the decision-making process of water management. The project centers on theory verification because of its qualitative strategy and flexible design.

2.2. The Concept of Participation

White, R. et al., (2003) recognized that participation is a political concept and is related to other concepts like democracy, liberation, freedom, justice and equality. From this view, the different approaches to democracy can be divided into four categories:

- The **constitutional approach**, focusing on democracy protecting the rights of individuals within society.
- The **utilitarian approach**, focusing on democracy to fulfill most peoples' preferences (preference aggregation).
- The **participatory approach**, focusing on the establishment of the "common best of society" through the participation of the citizens of the society.
- The **deliberative approach**, focusing – like participatory approach on the deliberative side of democracy, but combining it with the constitutional perspective.

In fact, the democracy practiced in liberal societies includes elements of all four categories. The first two categories express the representative – or vertical – side of democracy, while the last two represent the more deliberative – or horizontal – side of democracy. According to these categories, if participation is to have any role in democracy, it is within the participatory and deliberative aspects of democracy that participation should most contribute in contemporary society (Ibid). Truman et al., (1987) noted that in a democracy, it is the public that determines where it wants to go, and the role of its representatives and bureaucratic staff is to get them there. In other words, *ends* should be chosen democratically even though *means* are chosen technocratically.

From conceptual evidence, participation is more than consultation and information sharing. Power sharing and deliberation as a process are the two levels of participation which I am going to expand on in the different theories I will explore.

In 2010, Robert Cox defined public participation as the ability of individual citizens and groups to influence environmental decisions through; access to relevant information; public comments to the agency that is responsible for a decision and the right, through the courts, to hold public agencies and businesses accountable for their environmental decisions and behaviors. Public participation is the belief that those who are affected by a decision have the right to be involved in the decision-making process.

Public hearings, workshops, and meetings are the more common modes of participation by ordinary citizens in environmental decision making at both the federal and state levels. Typically, these are forums for public comments to an agency before it takes action that might significantly affect the environment. In soliciting public comments, the agency normally conducts scoping sessions (workshops or open houses) and public hearings to establish a record of public comment. The public hearings and meetings to address environmental questions usually involve an exchange of information. Typically, an agency will inform citizens about its proposed action, and citizens are then provided an opportunity to express their opinions about the proposal.

The communication at public hearings may be polite or robust, restrained or angry, as well as informed, opinionated, and emotional. The range of comments reflects the diversity of opinion and interests of the community itself. Officials may urge members of the public to speak to the specific issue that is on the agenda, but the actual communication often departs from this, ranging from individuals' calm testimony, emotionally charged remarks, and stories of their family's experiences to criticism of opponents or public officials. Some people may denounce the actions of the agency or respond angrily, even theatrically, to plans that affect their lives or community.

In 1969, Arnstein published an article called *A Ladder of Citizen Participation*, in which participation was viewed as a ladder that has rungs and is divided into three broad categories, starting with a category from the bottom extreme called non-participation, to degree of tokenism and to the top extreme called degree of citizen power. It shows that participation is a process in which power is in transition, shifting from the 'haves' or powerful to the 'have-nots' or powerless. It is for this reason that Arnstein defined participation simply as, the redistribution of power between the 'haves' and the 'have-nots'. Accordingly, citizen participation is citizen power. Therefore a participatory process should lead to the redistribution of power, such that the hitherto powerless citizens can induce significant socio-

political reform which would enable them to share in the benefits of the affluent society. This is shown in the table below.

Table1. A ladder of citizen participation ([Arnstein, 1969](#), pp. 217–224).

Citizen Control	These two highest levels allow the have-nots to have major decision-making or full managerial power.	Degree of Citizen Power
Delegated Power		
Partnership	Allows the have-nots to negotiate and engage in trade-offs with traditional power holders.	
Placation	Ground rules allow the have-nots to advise, but retain for the power holders the continued right to decide.	Degree of Tokenism
Consultation	Allow the have-nots to hear and to have a voice. However, “they lack the power to insure that their views will be heeded by the powerful”.	
Informing		
Therapy	Real objective is not to enable people to participate in planning or conducting programmes, but to enable power holders to “educate” and “cure” the participants.	Non-participation
Manipulation		

Source: Habitat International, issue 3, July 2011.

Arnstein stresses that the success of public participation depends on the power to influence decision-making. The table above reveals eight different forms of participation according to the degree of participants’ power to influence decisions. This hierarchical form of participation illustrated in a ladder pattern reveals two major types of participation-weak and strong participation. Weak participation involves “informing or consulting” without any power to influence the outcome of decisions while strong participation involves “partnership or ceding control” with

absolute power to influence the outcome of decisions. Thus all participants (both the rich and the poor, legitimate and illegitimate power holders) must belong in this second type of participation in order to reap the benefits of their effort. Thus using Arnstein, a participatory process is one in which power must be distributed or shared among its various participants. This means that there should be equality in power between the haves and have-nots so that they both have equal opportunity in influencing decisions and as such reap similar benefits in participation. It is only through this that better and more informed decisions on water management can be formed.

Peter Schubeler, (1996) saw the necessity of participation in urban infrastructure management. He says participation in infrastructure service management is a process whereby people as consumers and producers of infrastructure services and as citizens influence the flow and quality of infrastructure services available to them. Participation is based on voluntary relationships between various actors, which may include government institutions, individual infrastructure users, community-based organizations, user groups, private enterprises, and non-governmental organizations. While this definition is limited to the management of infrastructure service, it nevertheless expresses a concept of participation that is somewhat broader than that commonly employed. With regard to the context of participation, the concerned actors, orientation toward processes, and the nature of relationships that it involves, its implications may be described briefly:

Context: Participation is not limited to development projects but includes many activities that take place in normal day-to-day city life outside of the project context. These range from micro-scale, including public support for government-sponsored environmental protection programs.

Process: Participation refers to a process and not a product. What counts, in other words, is not simply the share of benefits that participants receive but the role they play in determining the evolution of delivery of infrastructure services.

Actors: The participants concerned are not limited to residential communities; they may be any grouping of infrastructure users or even individual users and also include private sector enterprises in particular.

Relations: Participatory infrastructure service management depends on voluntary relationships between two or more groups, actors, or stakeholders. This implies that participation is a two-way process; it is concerned not just with the inputs of beneficiaries to a project or program with the interaction on a continuing basis between beneficiaries, government, and others. Participatory relationships are voluntary and their effectiveness will depend on each stakeholder being convinced that the process serves his or her interests.

This description points to the political significance of participation. Through participatory activities, people obtain a great voice in the allocation and use of

resources. Participation thus alters the relationship between individuals and communities, as well as between communities and the government. These newly established relationships often persist; the impact of participatory infrastructure development thus goes beyond the immediate situation to enhance people's capacity to manage their own affairs and confer a greater voice in other areas of civic life. Participation is inseparable from empowerment.

Moreover, Jassey, K. et al, (2004) figured out that participation which is often linked to development programs has at least four different significant meanings emerging from it.

The first meaning is "participation from below: as the demands of the excluded-the organized efforts to increase control over resources and regulative institutions on the part of groups and movements heretofore excluded from such control". This view of participation is about challenging power (e.g. control) by socially excluded groups. It sees participation as more than consultation with random individuals or loosely defined communities. Rather it sees the participation of the excluded as being given voice through organized groups and social movements, which have the awareness and capacity therefore to articulate and negotiate their demands.

The second meaning views participation as involvement of beneficiaries and users of development projects. This approach is found in the strategy for rural development of 1981 by the Swedish International Development Agency (SIDA). It centers on the importance "of...the involvement of local, target populations in the planning and implementation of rural development activities". The emphasis here has often been less on shifting power relations, and more on increasing the effectiveness of development projects. Through involvement of beneficiaries, the conventional argument goes, projects may be better targeted and more appropriate to the needs of the local population, ownership can be built, resources contributed, and projects and programs may become more sustainable over time. In this sense, participation often takes the form of users' committees or groups, sometimes as formal members of development projects, sometimes through more randomly sporadic consultation. The 'spaces' for participation are often at particular moments in the project cycle: thus participation could be assessed by understanding the levels of involvement by people in project appraisal, planning, implementation, monitoring or evaluation. While opening up space for people's knowledge and involvement in development planning and implementation, this beneficiary approach still often positioned people more passively as 'users and choosers' in externally defined and led initiatives, rather than as 'makers and shapers' of their own policies, programs or futures.

The third meaning is where they see participation as 'stakeholder' involvement. "Participation is a process through which stakeholders influence and share control over development initiatives and the decisions and resources which affects them".

This version of participation was developed by the 1994 World Bank Participation Learning Group. A shift in the level of political influence is somewhat striking in this definition. It is worth noting the shrinking scope of participation: to influencing and sharing, rather than increasing (popular) control, and over development initiatives, decisions and resources' rather than in society as a whole. Moreover, the term stakeholder is somewhat ambiguous. Often in a practical sense it came to mean representatives of the civil society, private sector, government and donors, but not necessarily with any view to whether they indeed represented the poor or excluded *within* these sectors. While some argued for modifying this definition to include 'primary stakeholders', by which is usually meant the poor or those directly affected by development processes at the grassroots level, this version is rarely used in official documents or practices. Rather, with the development of the Poverty Reduction Strategy papers, emphasis is shifted more to national 'ownership', which usually was interpreted to mean the involvement of all sectors of society in national programs and policies, rather than a focus on the grassroots actors within each sector at the local level.

Lastly, by the late 1990s, this school of thought declares that there was a dialectical response to the growing neutrality of the way that the term participation was being used by powerful development actors, who began to see the re-emergence of discourses of participation as a 'right' of citizens, rather than as an 'opportunity' given to 'beneficiaries', and a renewed emphasis on the inclusion of the marginalized in development processes. In 2000, for instance, DFID's document on realizing rights for poor people talked about the importance of "enabling people to realize their rights to participate in, and access information relating to, the decision-making process which affect their lives." They added that this requires other conditions, including:

- Democratic institutions and organizations of the poor who can represent their collective interests;
- Inclusion, based on values of equality and non-discrimination;
- Obligations, that is, strengthening accountability of institutions to protect and promote rights.

Similarly, the 2000 United Nations Development Program (UNDP) Human Development Report argues that 'the fulfillment of human rights requires democracy that is inclusive'. For this, elections are not enough. New ways must be found to 'secure economic, social and cultural rights for the most deprived and to ensure participation in decision-making'.

The idea of participation as a right also invokes a move from participation of 'beneficiaries' or 'stakeholders', to the more political idea of participation of 'citizens', who themselves bear both the right and responsibilities. In this sense, the participation discourse begins to enter the governance field, and begins to link the participatory development, participatory democracy and participatory

governance agendas. Citizenship itself, it is argued, is a status which is attained through practice and engagement, not simply bestowed by law, though the state may of course enable (or inhibit) that attainment. As they suggests, ‘the right of participation in decision-making in social, economic, cultural and political life should be included in the nexus of basic human right... Citizenship as participation can be seen as representing an expression of human agency in the political arena, broadly defined; citizenship as rights enables people to act as agents’.

Over time, then, we see a shift in the meaning of the concept participation. Within the discussions on mainstreaming participation, governance and citizenship, we begin to see a redefinition of the concept of participation, such that it moves from only being concerned with ‘beneficiaries’ or ‘the excluded’ to a concern with broad forms of engagement by citizens in policy formulation and decision making in key arenas which affect their lives. This is shown in the figure below.

FROM	TO
Opportunities	Rights
Beneficiaries	Citizens
Projects	Policies
Consultation	Decision-making
Micro	Macro

Figure 2: A shift in participation

Source: Jassey, K. et al., (2004:11)

Cook Fay Lomax et al (2007) noted that Deliberation means somewhat different things to different people, but generally it refers to a public discussion that is “reflective, open to a wide range of evidence, respectful of different views. It is a rational process of weighing the available data, considering alternative possibilities, arguing about relevance and worthiness, and then choosing the best policy or person”. Deliberation ideally, is a process of communication in which people must address needs and perspectives quite different from their own. Those needs and perspectives are conveyed through reasoned arguments that are universal and generalizable, drawing on basic understandings with which other participants can agree. Here the focus is placed specifically on the expectation that deliberation can lead people to better empathize with the other, including with those who have less privilege. Empathy in this context is seen as the willingness to adopt the perspectives of another and to understand the reasons for the other’s view. They further noted that in the most formal sense, public deliberation is “discussion that involves judicious argument, critical listening, and earnest decision-making” and that in modern, mass democracies deliberation is largely

“mediated” through professional communicators “who not only help policy experts communicate with each other, but also assemble, explain, debate, and disseminate the best available information and ideas about public policy, in ways that are accessible to large audiences of ordinary citizens”

Koh H.H., et al (1999) Constitution of Deliberative Democracy is dominated by a contrast between the pluralist model of democratic decision-making and their favored deliberative conception. The prime virtue of deliberative democracy, according to them, was its capacity “to transform people’s interest and preferences” through the mechanism of collective deliberation. The method of deliberative dialogue and majority decision-making has, they said, “a greater tendency to impartial solutions than any other method of reaching decisions which affect the group, such as that provided by the reflection of an isolated individual”. In a democracy, everyone is entitled to a hearing. In a democracy organized around the idea of deliberation, the advancement of one’s interest must be accompanied by an account of their importance which might conceivably appeal to others (i.e. by something approaching a justification). This gives deliberative democracy what they call an “epistemic edge” over its more familiar pluralistic rival.

The above theories highlight two different levels of participation which are in line with my focus. The first set of theories is focused on participation and here power distribution has been identified as a very important ingredient in the process of participation. There is a situation in which those who are initially excluded from the decision-making process of water management are challenging power holders such that their influence can be felt. In this sense, such group of persons are seeking to be in the same influential position as those who are included, that is policy makers. By so doing, their voices can also be heard. Also, participation can also be taken in another sense to mean the involvement of the local, targeted population in water development projects, such as at the planning and implementation phase. Since such a local population is often the beneficiary of such projects, they should also participate in the provision of resources, skills and time in order that such water development projects became sustainable. The reason for the involvement of the local population is because such development projects are meant to stay with them so they must participate by being involved in the design and implementation of decisions. Also, participation is seen as involvement of stakeholders who have the capacity to influence and share control with other authorities over development initiatives and decisions which affect them. Such stakeholders in water management must be able to influence the decisions of water authorities in order to attain equity in the entire process of participation.

The second set of theories focus on deliberative democratic process as a level of participation. These models postulate that in the field of water management, there is bound to be conflict of values among the different actors concerned. In a

deliberative democratic process, these actors whose values are at odd with one another must undergo a transformation from being stakeholders to becoming citizens such that as citizens their destination is one, - to transform their numerous impartial interests and/or values to one partial solution for the common good of society. Therefore deliberative democracy aims at fighting against value pluralism which has been seen as a stumbling block in ending the journey of consensus building during the decision-making process of water management. This process has been seen as a mechanism through which participants input which is their partial interests may lead to a successful output which is just one correct impartial position. These citizens in a deliberative democratic process must be able to exercise their rights while respecting the norms of open mindedness, sincerity, truth telling and objectivity. Deliberative democrats in water management must be willing to surface their values and to exchange reason with their interlocutors while accepting the force of the better argument. This places moral demands on citizens since the balance of reason might lead to outcomes less favorable to the interest of a particular citizen. Water management decisions resulting through this process are likely to be more informed, more legitimate, more effective, more reasonable and more politically viable since they represent the views, values, interest and perspectives of all deliberating citizens. This will lead to the creation of a stronger, stable, vibrant and democratic society/institution that would better protect human rights. However, the role of mediators during the process of deliberative democracy is seen as being paramount if it must succeed. Although professionals in the communication field do not force consensus among citizens, they assist participants in identifying a common ground by helping to transfer information between citizens who are technicians and those who are not. They help in passing forth the views of participants that will enhance understanding thereby providing a platform for rational decisions.

From the above theories, it is clear that my boundary on participation has been delimited at two levels-power and deliberative democracy. However, there is a nexus between these two levels as will be seen before the end of this chapter. The role of power is very important during the process of participation. The emergence of new actors in the management of water resources be it from the private or public sector means the birth of new ideas and voices. These new breed of policy makers can only have their influence felt if they have been empowered by power holders to do so. This means power redistribution among the actors concerned in the decision-making process. No actor during this process should be more influential than another. This will lead to equality in voice and opinion and consequently there will be freedom of expression as all the actors involved will have a feeling of equality in the presence of one another during public hearings or workshops. When power has been successfully decentralized, the hitherto non-powerful actors will feel comfortable to make their opinions felt and at the same time nurture the courage to criticize public officials for any unpopular policy or idea tabled during such public hearings. If all the actors in the domain of water

management acquire influence in the decision-making process through power sharing, then this puts in them a spirit of consciousness and responsibility in the respect of the law in which they took part in formulating. As a result of this, all the actors are equal in front of the policy or law and are accountable in its implementation.

Power and deliberative democracy are levels of participation that have a meeting point in the decision-making process of water management. Power relation among the different citizens greatly determines the process of deliberative democracy. Power sharing among the different actors involved in the management of water resources can be considered as political rights, while deliberation leading to citizenship can be considered as welfare rights. From here, it is clear that political rights enhance the exercise or expression of welfare rights if processes of political decision-making are to count as legitimate. Thus the process of deliberative democracy should be free from power imbalances. This will help prohibit inequality among deliberating citizens. This will instill a spirit of equality among participants during conversations as they will feel secured in expressing perspectives and testimonies. It is only when deliberative democrats enjoy balance in power can they always exercise their rights that would lead to genuinely deliberative outcomes. Such a situation where rights to participate through deliberation are met with equality in power, will lead to a society in which the common values would match the concerns of individual citizens in such a way that no member of the society would be denied the opportunity to earn esteem for his or her contribution to the common good. In this way, participation can serve as an opportunity for democratization.

The WFD has led to the liberalization and a corresponding shift of water management from government to governance in EU countries. This has witnessed the emergence of new set of actors in the decision-making process of water management. For instance the private sector made up of both individuals and organizations has surfaced not only as a new but also as a powerful, player in the field of water resource management and distribution. These complex set of actors has led to the multiplication of power centers and values at which decision-making is exercised in the water sector. The active participation of the public in the decision-making process of water management ushered in two sets of power holders namely, the legitimate and illegitimate power holders. The former who are the public authorities are according to the policy framework charged with the responsibility of drawing up the RBMP but at the same time must release some power to the latter to influence the outcome of the RBMP. According to my understanding, the rationale behind this is that the EU Parliament foresaw potential opposition or conflict and put forward practices of incorporating the opposition group of actors into the decision-making process, thus opening a dialogue which can potentially diffuse conflict at its infancy stage.

The WFD was transposed into Swedish legislation in 2004, one year behind the deadline prescribed by the policy document. In line with this, the Swedish Government has put in place a new water management organigram that eroded the previous one. From its bottom was the creation of water councils. This is a mechanism to ensure extensive public participation in the decision-making process of water management, as this will bring both public and private actors together. These are actors with different power relations, values and interests which may impact participation. But homogenizing power, values and interest is seen as democratization which can best be attained through the process of deliberative democracy.

The importance of these theories to the WFD is that it would provide a new vision to the European Commission (EC) on how the question of public participation can best be viewed from the dimension of integration of values and different decision-making levels in the management of water resources. The multiplicity of actors has a direct relationship to the multiplicity of power and values. This inevitably leads to differing voices of opinions and influence. In order to uphold the principle of consultation, participants should not be robbed of their voices, but rather should have their words and ideas put into context. Both the powerful and the powerless actors should be able to reap the benefits of their efforts. Through this, the EC may strengthen institutional regulation that will define the roles and/or functions of the various political actors at the local, national and international scales and also on how to converge the interests of these groups of players in the domain of water management. This will define and delimit the level and extent of influence each actor has and as such avoids a dissymmetry in participation. The theories have also exposed a mechanism or tool on how the process of integration of values could best be achieved. This has just been mentioned in the policy document, without taking into consideration the difficulties entailed in its realization, since it brings the concept of citizenship anew which has not been mentioned by the directive. In this light, deliberative democracy has been considered as a process for the exercise of democratic rights that takes the value of all the actors into consideration.

CHAPTER THREE

3.0 Guidance

This chapter focuses on method. It examines the purpose, approach, design and how the data was collected. It gives a detail analysis of each of these concepts and reasons attached to each respective choice. It also highlights the interview as the major technique for data collection and the different ways it will be employed. Finally, there is a pathway to explain how the research ensures ethical consideration.

3.1. METHOD

Saunders et al, (2009:5) defined research as something that people undertake in order to find out things in a systematic way, thereby increasing their knowledge. This definition captures two important phrases: “systematic way” and “to find out things”. “Systematic” suggest that research is based on logical relationships and not just beliefs (Saunders and Thornhill, 2009). “To find out things” suggests there are multiplicities of possible purposes for your research. These may include describing, explaining, understanding, criticizing and analysis (ibid).

3.2. Research Design

A research design provides a framework for the collection and analysis of data. A research design relates to the criteria that are employed when evaluating social research. It is, therefore, a framework for the generation of evidence that is suited both to a certain set and to the research question in which the investigator is interested (Bryman, 2008). Colin Robson (2002:79) remarked that design is concerned with turning research questions into projects (Yin, 2009). There are five prominent research designs, but my thesis will be on the case study design.

Case study design involves the detail and intensive analysis of a single case. Case study research is concerned with the complexity and particular nature of the case in question (Bryman, 2008).

Therefore the case study design is one of the methods of carrying out research in social sciences. Others include; a survey, a history and an analysis of archival records (Yin, 2009). Each is a different way of collecting and analyzing empirical evidence, following its own logic. Equally, each method has its own advantages and disadvantages. The condition when to use each method depends on (a) the type of research question(s) posed, (b) the extent of control an investigator has over actual behavioral events, and (c) the degree of focus on contemporary as opposed to historical events (Ibid :8). These three methods can be used for all three purposes- exploratory, descriptive, and explanatory.

Definition of case study: Case study is the development of detailed, intensive knowledge about a single “case”, or of a small number of related “cases”. The details of the design typically “emerge” during data collection and analysis (Robson, 2002). Case study is a strategy for doing research. Robson (2002), also placed emphasizes on empirical investigation of a particular contemporary phenomenon within its real life context in the definition of a case study.

Thus the most common use of the term “case” associates the case study with a location, such as individual, community, group, organization (Robson, 2002 and Bryman, 2008). Such a detailed location study may possibly lead to external generalizability, which is generalizability beyond the setting studied. This may be thought of as the development of a theory which helps in understanding other cases or situations, sometimes referred to as analytic or theoretical generalizability (Robson, 2002 and Yin, 2009). “Here the data gained from a particular study provide theoretical insights which possess a sufficient degree of generalizability or universality to allow their projections to other contexts or situations” (Robson, 2002:177).

The reasons why I think case study should be the best research strategy for writing this thesis can therefore be summarized as follows;

1. There is a tendency to associate case studies with qualitative research method (Robson, 2002; Bryman, 2008 and Yin, 2009). Exponents of the case study design often favor qualitative methods, such as participant observation, and unstructured interviewing, because these methods are viewed as particularly helpful in the generation of an intensive, detailed examination of a case. This study will mostly dwell on unstructured interviewing as a technique to acquire data relevant for the study. This will be detailly examined under data collection.
2. The research questions which are linked to the research problem are mostly oriented on the “why” and “how” type as prescribed when conducting a case study research. Since the problem is one in which participation (as the theoretical concept) should lead to deliberative democracy among citizens of the water council, the questions should be on “why” has this not been possible and “how” can it be made possible.
3. The research takes a “snapshot” with the detail examination of the problem within the context of the lake Tämnaaren water council, which is just one among the water councils in Sweden. This is very peculiar with a case study research strategy. In so doing, my goal will be to expand and generalize theories (analytic generalization). The goal of a case study research is to do a “generalization” and not a “particularization” analysis (Yin, 2009).
4. There are six major types of case study; individual case study, set of individual case studies, community study, studies of organizations and institutions and studies of events, roles and relationships. The lake Tämnaaren WC (just like any other water council in Sweden) has a legal recognition. It serves as a local and/or community water management institution assisting the water authority in water management. Thus this research falls within the confines of at least one of the typology of case studies, which is a study of organizations and institutions.
5. This study takes a flexible design approach. Many flexible design studies, even though not explicitly labeled as such, can be usefully viewed as case studies. (Robson, 2002:185). They typically take place in a specific setting, or small range of settings, context is viewed as important, and there is commonly an interest in the setting in its own right (Ibid).

3.3. Research Purpose

There are three research purposes as also identified and emphasized by Robson (2002) and Yin (2009):-explanatory, descriptive and exploratory.

Explanatory research establishes causal relationships between variables. It seeks an explanation on the causes of a problem or situation, while identifying relationships between aspects of the phenomenon (Robson, 2002). It may be of flexible and/or fixed design.

Descriptive research is to portray an accurate profile of persons, events or situations (Robson, 2002:59). It requires an extensive previous knowledge of the situation to be reached or described, so that you know appropriate aspects on which to gather information. Description may be an extension of, or a forerunner to, a piece of exploratory research or, more often a piece of explanatory research (Saunders et al, 2009). This means that if a research project utilizes description it is likely to be a precursor to explanation. Such studies are known as descriptor-explanatory studies (Ibid :140). Thus, such a research may be of flexible or fixed design.

Exploratory research is a valuable means of finding out “what is happening; to seek new insights; to ask questions; to assess phenomena in a new light and to generate ideas and hypotheses for future research” (Robson, 2002:59).

Exploratory research is exclusively of flexible design and adaptable to change (Robson, 2002 and Saunders et al, 2009). “If you are conducting exploratory research you must be willing to change your direction as a result of new data that appear and new insights that occur to you” (Saunders et al, 2009:140). The flexibility inherent in exploratory research does not mean absence of direction to the enquiry. What it does mean is that the focus is initially broad and becomes progressively narrower as the research progresses (Adams and Schvaneveldt 1991 emphasis, and Saunders et al, 2009)

This research has more of an exploratory purpose, than the two others explained above. The design is very flexible and the data to be collected from different sources will be adaptable to change in order to achieve convergence in results. The entire research started from a broad source outside the matrix of the study and will transcend in a progressively narrow manner until the findings are concluded. However, the purpose of the research may overlap, especially into the explanatory category owing to the nature of my research questions-the “why” and “how” questions in case study research. Saunders et al, (2009:146) emphasized that the case study strategy is most often used in exploratory and explanatory research. In this light, this research may have more than one purpose. Robson (2002) supported that “the purpose of your enquiry may change over time”.

3.4. Research Approach/Strategy

A research approach/strategy simply refers to the general orientation to the conduct of social research. There are basically two types of research approaches/strategies, the quantitative and the qualitative.

Quantitative research approach/strategy is one in which data are almost always in the form of numbers. Thus quantitative research can be construed as a research strategy that emphasizes quantification in the collection and analysis of data.

Qualitative research approach/strategy deals with data that are typically non-numerical (usually in the form of words). Thus qualitative research can be construed as a research strategy that usually emphasizes words rather than quantification in the collection and analysis of data.

From the above distinction, this study will dominantly focus on a qualitative approach/strategy. Almost all of the data will be non-numerical and in particular the theoretical concept so highlighted has witnessed a shift in context.

3.5. Data Collection

Since this research employs a case study strategy, in order to substantially improve its quality, I intend to use and triangulate multiple sources of data. Triangulation refers to the use of different data collection techniques within one study in order to ensure that the data are telling you what you think they are telling you (Saunders et al, 2009).). For the purpose of this study, and given the resources available and the constraint on time, I have decided to dwell on one technique-the interview to acquire primary source data. This will still ensure the credibility of this research. Robson (2002:270) confirms that interviews can be used as the primary or only approach in a study. However, questionnaires may only be used as a second technique for data acquisition if found invaluable to the success of this research.

This study makes use of two different types of data - raw data from primary source and processed data from secondary source. The former will be based on interview. The reason why I chose this method for data collection is among other factors because the water council is a local water management institution that has aspects of a human activity system. The “humans” of this system are categorized into segments, with a complex behavioral pattern ranging from differences in values, feelings, perceptions and so on. So interviewing could be the best method in carrying out a study that has to do with relationship in a human activity system. Robson (2002) guides that to find out what people think, feel and/or believe, use interviews, questionnaires or attitude scales. The latter will be through books, articles, journals and electronically. However, I must acknowledge the fact that no related work from this area has yet been published. For this reason, the extent of the secondary source data is constrained to a certain dimension.

3.6. Interview

An interview is a purposeful discussion between two or more people (Kahn and Cannel 1957 emphasis, and Saunders et al, 2009). The use of interview can help to gather valid and reliable data that are relevant to research question(s) and objectives (Saunders et al, 2009). The nature of any interview should be consistent with the research question(s) and objectives, the purpose of the research and the research strategy that has been adopted (Ibid).

This study will focus on semi-structured and unstructured interviews, which are non-standardized forms of interview. Semi-structured and unstructured interviews are widely used in flexible designs. They both deal with open-ended questions. They are often referred to as ‘qualitative research interviews’ The

advantages which this present study expects to benefit by using open-ended questions during such an interview include:

- To ensure flexibility in the nature and type of questions;
- To allow more depth and/or clear up misunderstandings;
- It enables the testing of the limits of a respondent's knowledge;
- It encourages co-operation and rapport;
- It creates space for me to make a truer assessment of what the respondent really believes;
- It can equally produce unexpected or unanticipated answers.

I will be conscious to guide against its major disadvantages which are loss of control on my part and the fact that the data obtained is much more difficult to analyze than with the case of closed questions.

The interviews will be conducted in two main ways- as a focus group discussion and as an individual interview. Interviews may be conducted on a one-to-one basis, between the researcher and a single participant, either by meeting the participant face-to-face or by telephone or electronically via the internet or an organization's intranet; and there may be other situations in which a semi-structured or in-depth interview may be conducted on a group basis where the researcher meets with a small number of participants to explore an aspect of research through a discussion that he/she facilitates (Saunders et al, 2009).

I started by getting in touch via email messages and telephone calls with the chair person of the water council who forwarded to me the list of members of the water council on which their telephone numbers and e-mail addresses were inscribed. I wrote to them, and some replied within two days, asking me to give them a call so that we can arrange for the time and venue of the interviews. Arranging for a date was not easy and after one failure, I successfully arranged for a meeting with some of the members. In all, I held one focus group discussion and three individual interviews. The others most of whom complained of being very busy turned down my request. One would-be interviewee reluctantly gave a date, time and venue that were not convenient for me at all and as such I turned down the appointment.

3.6.1. Focus Group

This is an interview technique involving the interviewer (usually the researcher) and more than one, at least four interviewees. It is a well structured participatory group process in which the researcher has pre-knowledge about the various segments of the groups, population or better still citizens. Each group in the focus group interview has a particular characteristic, feeling, perspective and value orientation. This means that the members in the focus group are involved in an interactive process with a common sense of interest and purpose. For this reason, there is an emphasis on the questioning tilted towards a defined interest or topic so that there is a joint construction of meaning. Yin (2009), noted that the interviews may still remain open ended and assume a conversational manner, but you (the researcher) are more likely to be following a particular set of questions derived

from the case study protocol. The major purpose of such an interview might simply be to corroborate certain facts the researcher already thinks have been established (but not to ask about other topics of a broader, open-ended nature) (Ibid). I carried out one focus group discussion. Although traditionally focus group discussions are made up of at least four members in each focus group, this study experienced three members in the focus group discussion. However, this is not how I designed it to be, but unfortunately one member was unavoidably absent, of which I was informed by the other members only at the opening session of the discussion. The last session of the discussion was reserved for probes during which interviewees provided detail and useful suggestions.



Figure 3: Focus group discussion.

The focus group interview was done in a homogenous segment. This was to ensure that there is no dominance and conflict caused by power struggles among participants. Such a homogenously structured group has a common background, position or experience which according to Robson (2002:286);

- Facilitates communication;
- Promotes an exchange of ideas and experiences;
- Gives a sense of safety in expressing conflicts or concerns;
- May result in 'groupthink' (unquestioning similarity of position or views).

I realized that one member during the focus group interview was not very familiar with English language which was used as the language of communication during the interview. In this way, pauses were made after each question as another member had to translate such that there was a common sense of understanding

and the response was jointly constructed. This however increased the duration the interview was supposed to last.

3.6.2. Individual Interview

Individual interview was conducted, for two basic reasons. The first reason is that the water council is made up of representatives from different sectors of the water district, some of whom have just one representative. For instance, the municipalities and the County Administrative Board (CAB). Another reason for the individual interview was to target members of the civil society and the research team at the Swedish University of Agricultural Sciences. This latter reason depended on a sample. This was based on those members of the civil society and of the research team who attend meetings/workshops organized by the water council. I interviewed one person from the research team. I equally intended to interview at least one politician from the civil society. Unfortunately, all attempts to do this ended in a failure because there was no such person on the list of members I worked with.



Figure 4: individual interviews.

In some situations, especially when more clarification is needed during data analysis and I find it difficult to have a second round physical contact with the would-be respondent(s) or interviewee(s), telephone and/or email interviews will supplement.

I did the interview manually, without the use of a recording device such as an audiotape. This is because I witnessed during my bachelor thesis that interviewees are not comfortable in its presence, and secondly it served as a source of distraction on my part since it was the first time I used it. That notwithstanding, I had an audiotape with me so that if preferred by an interviewee to my preferred method, I could switch immediately. As a substitute, I took down summaries of the interviews manually, during which I pre-informed the interviewee(s). At the

end of each interview session, I was open for suggestions from the interviewee(s) on other persons to interview as well as other sources of evidence. I hope to honor such suggestions whenever need arises in the course of this work

All the interviews were conducted in the month of May 2011. The first interview, which was an individual interview, was carried out with a member of the CAB in a seminar room of the building. It lasted for an hour. The second interviews, one focus group discussion and one individual interview were organized in the same day in the public library of Carolina Rediviva in Uppsala. The former, which was the first to be held, lasted for one hour thirty minutes while the latter, which took place one hour after the former lasted for an hour. The last interview was held with a researcher in his office who happens to be a professor at the Swedish University of Agricultural science in Uppsala.

The different theories highlighted could be linked to the empirical data. It will be seen later in the empirical data that in the WC there are two types of power holders-the haves and the have-nots. The former is occupied by CAB while the latter is occupied by the rest of the members in the WC including the local community. Both of these power holders are expected to have an influence in the drawing up of the RBMP for the lake, but unfortunately the views of the WC have not been inclusive since CAB is not willing to ensure equity by releasing some of its power to the WC. In the struggle for the WC to make its voice influential so as to achieve a flat or horizontal power structure, there is bound to be disagreement among the different actors. Thus CAB has failed to view or make participation as a right to WC members.

Also, from empirical data, it will be seen that the different members of the WC have different values and perspectives. For this reason, they are stakeholders still waiting to be transformed into citizens. This is because their individual values still keeps them adamant as they find it difficult to reason beyond their self values and preferences. It is only through citizenship which can only be acquired through practice and engagement can these members reason in an inclusive manner that will lead to a common plan of action aimed at restoring the lake. Here the role of a mediator who has to be a professional from the field of communication is required to get members engaged through a well structured social learning program.

3.7. Ethical Consideration

I want to ensure that this research is done in an ethical and responsible manner, especially as it depends mostly on primary source data.

Firstly, there is need to inform the major actors in this research project, for it very much depends on their availability and willingness to serve as participants. In this case, I am mostly referring to members of the WC, and to the research team at the Swedish University of Agricultural sciences who have been engaged in the area. In order for them to take part actively in this exercise, I gave them prior information about the importance of the study and their role in it. This information diffused to them through phone calls and by email messages. Through this, I was able to book for interview appointments with some of the members.

Secondly, I assured the participants on respect for anonymity of information for respondents who wished it to be so. Since the purpose of this case study is to portray an “ideal type”, (Yin, 2009) as such there is no reason for disclosing the true identities of participants. However, there might be instances in which anonymity may become justifiable. For example, there may be a compromise in which I might be tempted to name an individual, organization or institution but without disclosing the name of the participant who made a particular point of view or comment, thereby allowing the case itself to be identified accurately. This will mean protecting the confidentiality of specific individuals or institutions. Given that a particular point of view may be attributed to a given institution or organization during the presentation and analysis of empirical data, members of the WC may be able to make out the specific name to a particular point of view since the pictures of most of those interviewed is embedded in this work. This means that anonymity cannot completely be obtained within the WC itself meanwhile it can be assured more out of the WC that is to the rest of the general public.

CHAPTER FOUR

4.0. Guidance

The first part of this chapter focuses on a description of the study background while the second part is a presentation of empirical data from the field.

4.1. Background for empirical study

4.2. Lake Tämnnaren

The concept of participation and its two different levels will be studied in the case of my research area, at the Lake Tämnnaren WC. The first time I ever heard of Tämnnaren was in November, 2009 while in the course of Stakeholding and Social Learning with Sriskandarajah Nadarajah, a Professor in the unit of Environmental Communication at the Swedish University of Agricultural Sciences, in Uppsala Sweden. After some weeks, the chairperson of the WC honored the invitation for a brief description of the lake and the WC. We later visited the site of the lake and to meet with some stakeholders of the WC. We had rounds of interviews with them in which we were interested in some biophysical issues of the lake. In January 2010, we made a second visit which was destined to present the results of our findings. After our presentation, the members of the WC became very impressed and the chairperson remarked;

“We have other interesting issues of which we are encouraging any of you to work with during your master thesis.” This was how I gained interest in this area of research.

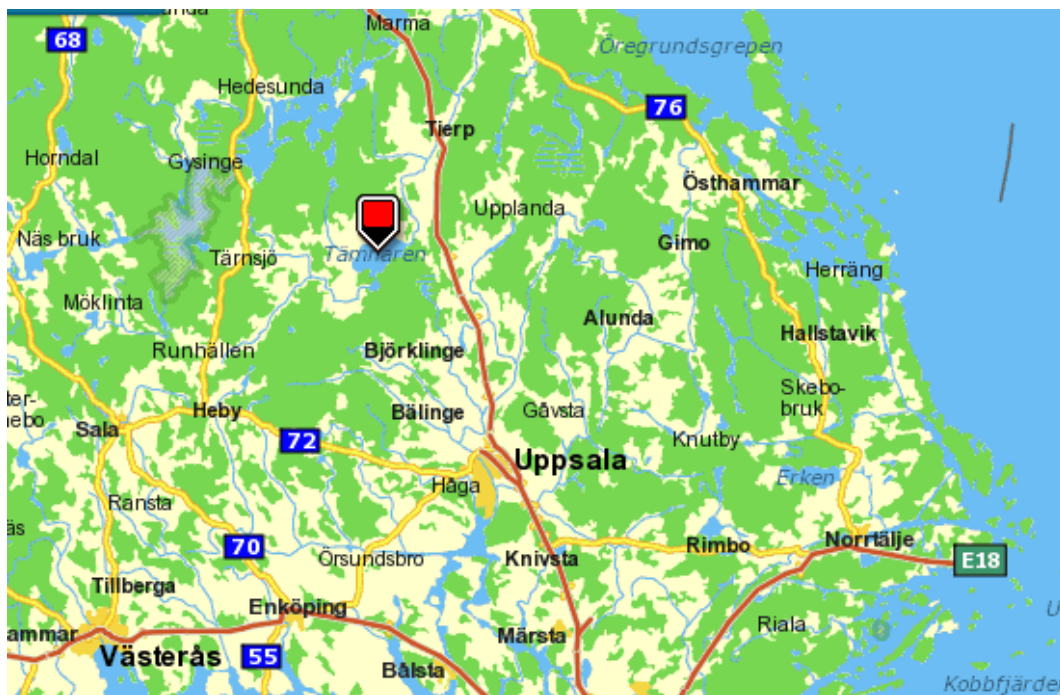
Lake Tämnnaren is located in the Uppland Province, about 40km northwest of Uppsala city in Sweden. It is Upland's largest lake having a surface area of approximately 38km² (down from 70km² previously), with average and maximum depths of 1.0 meters and 1.7 meters respectively (Tämnnaren WC, 2007). This shallow lake is fed by two large streams namely, Harboån and Åbyån. Har boån (Vretaån) begins in Huddunge, runs through Harbo and out in Sörsjön. Åbyån originates from the lake Toften and runs through Östervåla community. River Tämnnaren, through Tierp, runs out from the lake which later drains into the Baltic Sea.

Lake Tämnnaren was some 1000 years ago been used for navigation by Viking ships, especially in the transportation of timber from Tämnnaren to the Baltic Sea. The water level of the lake has until 1976 been unstable. To this effect, the water level has been lowered twice and increased once through the enactment of different water judicial decisions. However, in 1977, the water level was increased as a supplement for drinking water to Uppsala.

Today, the southern part of the lake called Sörsjön which occupies 3km² is mostly used for farming by Nolmyra farmers. Due to the high level of chemical fertilizers

(phosphorus and nitrogen), this area has been overgrown with reeds. The ground level of the lake ascends caused by sedimentation, resulting from ooze, mud and rotted plants and reeds. This has occasionally led water overflowing the banks of the lake thereby leading to flooding of most farmlands especially those in the southern part since this is below sea level. All of this has led to very little access into the lake, in the form of roads, paths and open places. Some 19 bird species have also been threatened since it is a migratory tract for birds.

Figure 5 shows the location of Tämnnaren in relation to the three municipalities and the Baltic Sea. The Baltic Sea is located to the right of the map.



Source: Google map, September 2011.

The whole of Tämnnaren was in 1973 designated a Natura 2000 and so many areas around the lake have been reserved. In this light, both organizations and the local population aimed at protecting and preserving the natural amenities, the environment and the interest of recreation since it has an international recognition for tourism. There are increasing fears that if nothing is done, this natural aquatic haven will disappear in the next 100 years to come.

Therefore, it goes without saying that Lake Tämnnaren is one of the river basins in Sweden. It is a river basin in the Northern Baltic Sea Water District. This water district is bordered by three municipalities namely Herby Municipality, Tierp Municipality and Uppsala Municipality and one County Administrative Board or water board called Västmanland County Administrative Board which controls the entire RBD (www.Vattendigheterna.se). It has a water council called the Tämnnaren Water Council (TWC).

In January 2007, Uppsala CAB conceived the idea of a WC for this lake and after negotiations, in June 2007; The Lake Tämnaaren WC was formed (researcher, May 2011). This WC has a population strength of 12. This consists of stakeholders around the whole sea or district as landowners, water organizations, water adjustment organizations, environmental protection organizations, ornithologists, farmers' organization called LRF, interest organizations, municipalities and CAB (Tämnaaren Water Council, 2007). The TWC will help the CAB with improving the water quality of Tämnaaren. The main aim of the TWC is to investigate the possibilities to improve and to develop Uppland's biggest sea and its immediate surroundings (ibid). This is to ensure that the lake lives for at least one hundred additional years.

Faced with these aforementioned problems, it requires the intervention of some water management actors for restoration. This has to be done in a participatory process among the citizens of this RBD. In this sense, I am referring to the water authority, the municipalities and the WC.

4.3. Presentation of Empirical Data

The empirical data has been presented in the form of themes to match the structure of the research questions. This has made the data to be arranged into basically two different themes. The first theme is on power while the second theme is on values.

In this RBD, the RBA is represented by the County Administrative Board (CAB) Known in Swedish as Länstyrelsen and is based in Uppsala. It is one among the five CABs that make up the Västmanland Water Authority.

4.3.1. Power

The functions of CAB are data status classification, writing water management plan, undertaking water chemistry, carrying out biological samples, doing priorities, identifying biggest problems in water, identifying pollution input such as phosphorus and nitrogen and pollution output and suggesting solutions to make the lake better. This is delivered to the RBA who do the final plan for the district. It is the responsibility of CAB on behalf of the WA to do the status classification and reference condition determination.

“No other actor in the water council has been part of this. I think it is the right way to do it. I do everything on this in my office alone and only present the result to the water council. People accept our measures and they agree with it, they are always satisfied with the result, it is better to do it this way than to ask people, since they will always disagree” (CAB).

CAB offers advice to farmers who are the main polluters, on how to control pollution. Most often CAB only informs the members of the WC on whatever thing they want to do in LT. This is because;

“Some people hate authorities. Don’t come here and tell us to do this” (CAB).

CAB has the technical know-how, the legislation and the funds which have made them to be very powerful and/or influential. CAB also has the knowledge to hire experts from any field and in any part of the world. The WC listens to CAB because it has a lot of knowledge and the law regarding the management of water in this RBD. The WC is not comfortable having CAB as a member, but rather it should be an external consultant whose services may only be needed when need arises.

CAB is more interested now on issues concerning the lake than before because of the WFD. However, CAB has not been very regular in meetings or workshops organized by the WC. CAB has the pre-conception that the WC is doing well even in its absence. At the same time CAB holds that it can be invited by WC for questions whenever it finds it necessary.

There is much doubt or wonder among the members of the WC as to who has the power to make decisions. While the WC feels that it has the power to make decisions, CAB on the other hand claims that decisions about this lake rest in its hands. This often creates conflict of opinion among them during the decision-making process. So their ideological relationship within the decision-making process has not been very smooth.

The Lake Tämnaaren WC was created by CAB in 2007 in accordance to the WFD. Prior to its inception, conflicts in this RBD were many than they are today. But the WC has not been able to decide on issues that are central to the lake like raising the water level. It is the municipalities or CAB

“We are the environmental police” (CAB).

CAB often allows members of the WC to propose measures because some of them especially landowners like farmers often have a habit of saying;

“It is our land and water and so we should be allowed to use it the way we want” (CAB).

The local population is many and they are influential. They are often allowed to say whatever and CAB only takes care of those suggestions. This local population is dominated by landowners in the area.

All the members in the WC should have their voices heard in order to facilitate the decision-making process.

“Incorporating all voices is very essential” (Researcher).

Some of the voices are more influential like that of CAB and some local organizations while others are less influential like that of the WC.

CAB tells farmers to suggest measures of which they can only support and at the same time often reminds them to respect the rule of law in whatever they do. The farmers are often allowed to take over responsibility of whatever they do in order to avoid legal sanctions or restrictions from the government through CAB.

The WC needs more resources like finances and as such it lacks financial independence. If this is done it will have more authority. But the Swedish government has failed to give it more resources, as opposed to what is stipulated in the policy framework. It depends on external funding. In 2009, it received one hundred thousand Swedish kronor (100,000kr) and fifty thousand Swedish kronor (50,000kr) from the WA and CAB respectively. Today, the WC has plans in embarking on biogas production so as to raise funds. However, this has been very controversial among its members. It needs more cooperation from the top, bottom and interest organizations.

There is freedom of expression among the members of the WC. They always talk and discuss freely.

“I am often allowed to say whatever I want, that is often given the opportunity to express my views but there is no total agreement” (CAB and LRF Organization).

The members of the WC often disagree because no one wants to listen from the other. So far, the only area where they have agreed is to cut the grass growing in the lake.

The landowners constitute the majority in the WC. They are quite strong. They think some members of the WC like CAB do not know how to handle new water issues found in the WFD, since they don't always take their views into consideration.

CAB has the legal authority of instructing the three riparian municipalities on regulating the lake. CAB only sits and watches these municipalities carry out task assigned to them in the right way

These municipalities can merge to channel a revision of the water level to the government, but they are reluctant to do so for fear of cost. Among these three municipalities, Heby and Tierp are more active and have very good relationship with the WC while Uppsala which is the largest is very lukewarm. The latter's fear is that if the water judgment is revoked they will pay a lot and secondly they are more preoccupied with the Fyris River.

“Uppsala municipality is stubborn because they don’t want to spend a single krona to change the situation of the lake” (CAB and WC).

These municipalities are responsible for the establishment of waste treatment plans. They are legally in charge of watching people who do not dispose their waste in the right way. For this reason, LRF has set up a plan called *“grasping pollution”* which has also gained much support from the government. This plan is meant for household waste management around the lake. The farmers are well informed of this plan. For this reason, CAB only informs the farmers on whatever they want to do and is ready to welcome them.

Most people around the lake do not understand legal sanctions especially about their waste water which is hard work for the municipalities to force people to do it. Members of the WC who reside around the lake dispose their waste water at randomly as they do not obey instructions on how to dispose their waste water.

Some conflicts in this River Basin are very old. For instance, the issue of water level is 25 years old conflict and which;

“I think it cannot be solved due to the attitude of the Nolmyra farming population who leave in the southern part of the lake. It can only be solved naturally if this generation of ‘troublesome’ farmers passes out. We want higher levels in winter which will not cause any harm to farmlands but farmers especially the Nolmyra farmers do not want to hear anything about it” (CAB).

All members of the WC with the exception the farmers want that the environmental court decision be changed to favor increased water level for the lake. For this reason, Nolmyra farmers often refer to the water court decision in order to maintain the level of the lake. This often creates opposing camps in the WC with each camp struggling to be more influential over the other.

Some members of Nolmyra farmers are also members of LRF organization and this has also contributed in making the latter the most powerful organization around the lake. The members of this organization have agriculture as their major and/or lone source of livelihood.

The Nolmyra farmers are weak in terms of power, but they can always protest especially through email messages should the water level be increased.

The local population is allowed to take care of some of their issues;

“I like the way the local population work with some of their issues at Tämnaaren. Big conflicts should be asked to be solved by professionals” (CAB).

The WC needs more and open communication from Uppsala municipality. The former has in several occasions asked the latter to attend their main meetings but

their request has not yet been granted. The WC feels that Uppsala municipality is not very much informed about current issues in the lake. Unfortunately, this municipality has not yet opened up to the WC request and because of the municipality's influential position; the process of restoration is delayed.

Just few members of the WC are more enthusiastic about its functioning or running. Most members of the WC have little or no concern about its functioning and this is noticed by the fact that they do not mostly attend meetings or workshops and other activities organized by the WC.

“WC members should be more interested than leave it in the hands of only some members” (LRF organization).

Most members of the WC get their income by working in the non-agricultural sector. Just few of them are farmers. Non-farmers do not feel the same as farmers when it comes to issues central to the lake as the latter is more unsecured.

The success that has so far been registered by the WC is due to the different workshops that have been mediated by communication experts from the Swedish University of Agricultural sciences in Uppsala. These experts are trying to get members involved through the different workshops on social learning and interaction organized by them.

The above theme on power reveals that there is power struggle caused by power imbalance among the members of the WC. While CAB and the local community including some local organizations have been very influential in decisions leading to the drawing up of the RBMP for the lake, WC is not very much aware and satisfied with the institution that has the power in making decisions since its influence has been relegated to the background first by CAB and then by the local community including some local organizations. This unequal power structure among WC members has resulted in much ideological squabbles that have led to ineffective decision-making and as such retarded the restoration process of the lake.

4.3.2. Values

The lake is needed for ecology so as to serve the interest of both the present and future generations.

“In this way we need the lake for recreation so it has to be sustainable” (CAB).

The lake is used for both national and international tourism and this potential according to CAB has to persist for the future.

Lake Tämnaaren is Uppland's biggest lake, so it is quite strategic in the area. It is therefore very symbolic in Sweden in general and in Uppland County in particular. So the WC wants it restored so that it can continue to occupy this position right into the future.

The lake is also needed to generate funds through biogas production.

“We want to produce biogas for economic reasons instead of just using the lake for fishing or swimming” (LRF Organization).

The LRF and farmers in general think that one of the ways through which the WC can generate funds is to use the sediments at the bottom of the lake for biogas production which can be commercialized.

The Nolmyra farmers have quite a different value attached to the lake as opposed to the rest of the local population and/or members of the WC. All the actors in the WC have not been able to expose their values.

“All actors in the WC should have their values surfaced by good and open communication. The facilitation should be done by external help from professionals” (Researcher).

Farmers in the WC do not want the lake's level raised while non-farmers want it raised.

Moreover, farmers have been blamed for the greatest pollution in the lake and this has equally created a cloudy atmosphere among WC members. The emission of chemical fertilizers into the lake leads to pollution and fertilization of its water which has created a favorable ground for the growth of reeds and water lilies, thereby reducing access into the lake and also increasing its level of sedimentation. The farmers are very informed and aware of this via their representative in the WC who has often made them to understand that WC members do not need water from their farmlands into the lake.

The surface of the lake is reducing caused by geomorphic factors. It was formally 70km² and now it is 38km². The reduced portion of the lake is used for farming. There are fears among WC members that should this trend continue, the lake may disappear in the nearest future.

Much expert knowledge is needed, like that on saving the lake and on farming and many more. This expert knowledge is expected to come from different fields like water, environmental, agricultural and communication professionals. If all these expert knowledge is brought together actors will have a common vision.

“It is easier to get people involved if results are produced and published. The result should be published on annual basis, so as to set the target

for the following year. This will make more members around the lake interested on issues of the lake (LRF Organization).

There is an indication of the fact that not all members of the WC are informed about the progress result of the lake meanwhile everyone has expressed the desire to have access to it.

There is need to get more members around the lake interested in issues of the lake. Small groups should be formed so that each group talks about what is important and the others listen. From there, groups will inculcate a new way of thinking.

Most members of the WC do not know about the process of deliberation leading to citizenship;

“I suppose I could become a citizen if I knew how to do. Someone could teach me on how to become one” (CAB).

This is quite a new concept to most of them. Some are getting it for the first time and have expressed their willingness to get deep into it.

All the members in the WC should have their voices heard. More workshops and ideas from experts in the communication field so that members will be educated on how to become citizens.

“Citizens will be active, while stakeholders are passive.” (WC).

They need more workshops with the Swedish University of Agricultural Sciences in Uppsala. These workshops will be a method to build and enhance democracy especially with CAB and the local population and to get members engaged for a common value. At the same WC thinks that democracy should emerge from the bottom and then move to the top (bottom-top democracy). Through this the influence of the WC can be felt.

There should be a compromise between the conservationist and the protectionist. There is need to widen the scope of some actors like environmentalists who are against dredging.

More cooperation and dialogue, especially between the WC and CAB;

“We expect that CAB and the municipalities should be ready to listen from us in order to achieve good water status by 2015” (WC).

The WC should be able to come out with an agreed action plan for the lake with or without university assistance. The WC should be able to provide a conducive forum for all its actors without necessarily getting input from experts in the University. Consensus building through shared values can only come from within its members and not from without.

The WC is requesting of EU funding for a big project on social learning that will bring all actors involved, to share their values for lasting solutions.

From the above theme on values, it is very clear that the different members in the WC have conflicting values which inevitably leads to clash of perspectives. It is seen that while some of their individual or group values has placed a black cloth on their face thereby preventing them from seeing beyond, some still have theirs stuck in the throat which further exacerbates the complexity of value pluralism. Also, the concept of DD leading to citizenship is like a myth to WC members, reason why they have not been able to reason for the general interest.

CHAPTER FIVE

5.0 Guidance

This chapter attempts to analyze and to discuss the data obtained from the field. In doing so, it will establish a balance among the research questions, the theory and the empirical data.

5.1. Analysis and Discussion

The management of water resources in Sweden is the legal responsibility of the WCs, the municipalities and the water authorities, with the latter being the highest authority after the central government. The LT RBD is managed by the lake Tämnaaren WC, three riparian municipalities (namely Uppsala, Tierp and Heby) and a County Administrative Board (CAB) known in Swedish as länsstyrelsen. This CAB is one among the five CABs that make up the Västmanland Water Authority which is in charge of the Northern Baltic Sea Water District.

However, it should be noted that although Uppsala Municipality is the largest and most influential among the three municipalities, they are the least active in the management of LT. This is because, in the first place it is more concerned with the Fyris River and secondly it is scared of financial involvement. For example the municipality is very reluctant to engage in the plan of grasping pollution in the area and channeling a revision of the water court decision to the government.

There is a situation in which the various actors of the WC exercise different degree of power in the decision-making process of the lake's management. The study reveals the relatively less powerful and those with dominating power. CAB is seen to have the strongest influence in the formulation of decisions than any other actor in the WC because of the following reasons:

Firstly, they have the legal backing as seen from the WFD and as such are putting it into practice. They together with the municipalities are given the appellation "*the environmental police of Sweden*".

Secondly, they are the financial engine in the entire RBD and as such are financially dependent. For this reason they can hire experts. The WC has to pass through them for financial support from the government. In 2009, the WC received fifty thousand Swedish kronor as financial support from CAB. WC is still asking for more of this financial assistance. For this reason, CAB thinks the WC cannot effectively function without financial support from them and as such WC must always take from them.

Thirdly, since some people do not like authorities, with water authorities inclusive they believe that some decisions have to be taken without the consent of the general public. The local populations who form the majority in the WC have always claimed ownership of this aquatic ecosystem and are not ready to welcome CAB and its policies. For this reason CAB only instructs them of what is required to be done in the lake without being given WC the opportunity to influence such policies.

Moreover, they have the expertise and/or technical knowledge required to do whatever is needed in the RBD. CAB has experts in all fields who can come out with a RBMP for the lake without any support from any other actor in the WC be it the landowners, organizations or recreational users.

Lastly, they think it is what is done in most countries who are signatories to the WFD, in which some RBD decisions like that on status classification are done without the involvement of the general public. This is because according to them the public will often disagree and as such will delay the entire process. So CAB claims that the best way to facilitate the process is to avoid the consent of the general public and only inform them at the end with the final results.

The second most powerful actor in the WC is the local community including some local organizations like fishery, ornithologist, recreational users, and LRF. The local population is very influential not only because of their numbers but most especially because of their close attachment through historical rights of the lake. They have a habit of saying;

“It is our land and water and so we should be allowed to use it in our best possible way”.

LRF is the most influential organization followed by recreational users. The first is an association of farmers who claim ownership of the the lake most especially as their livelihood also depends on it. The representative(s) of this organization express farmers' view of the lake to the WC and vice versa. Because of the value of the lake to their livelihood, they are very sensitive on decisions about the lake, especially on that concerning raising the level of water. Both CAB and the WC have not had it easy with these organizations on decisions about restoring the lake.

The WC is the least influential in the decision-making process. The reason why it is less influential is because it is constituted by a collection of different stakeholders who are often pulled apart by conflicting interest. This has led to a situation in which most members are less enthusiastic in its operation thereby making its functioning to be championed by just few devoted members. It is held that most of those who make up the WC earn their income from non-agricultural activities and as such most people of the local population who are mostly farmers find it as a threat to their livelihood in whatever proposition is made by the WC which is contrary to their views or expectations. For example, LRF most often

reject proposals made by the WC and CAB like that on raising the level of water in the lake. Another reason why the water council is less powerful is due to the fact that it lacks financial independence and has not got experts of its own. This has made it to be very vulnerable and porous, especially at the mercy of CAB.

All the actors in the WC exercise freedom of opinion and expression, but this does not necessarily mean that all of them have their views taken into consideration. Most of them especially the WC have not been empowered such that their voices have little or no influence and cannot impact on decisions taken by CAB. In the course of this struggle for empowerment and influence, there is always disagreement among CAB who is the power holder and the WC who is the non-power holder. It is because of this voice without influence that the members of the WC are less enthusiastic in the running of its affairs. This has led to a situation in which just few members are very pushy to the success of the WC. The other members feel that since they cannot reap the benefit of their efforts in participation, it is useless wasting their economic time and may be money (in the form of transport and fuel costs) to always attend forums organized by the WC. However, they are very aware of the fact that through phone calls and the internet (email messages) they can pass through their views and still be informed on the decisions that have been taken by CAB.

The legal authority bestowed on CAB as the governing body of water management has meant limitless power in the exercise and execution of their functions. It is clear that most often CAB comes to decision-making forums with a lot of presumptions and iron stamp options which they are not ready to alter or deviate from. This means that the rest of the actors discuss on options presented by CAB and although given the opportunity to make their own points, most often such points are not taken into consideration. Also, CAB's attendance to such forums is very irregular;

"I think they are doing well without me. They can often invite me for questions".

On this note, CAB feels that they can only attend whenever they are needed and just to give instructions, clarify and answer questions to decisions already taken behind closed doors.

The WFD did not differentiate water management issues into big and small. This is rather subjective or relative and has got a serious impact among the different actors in the decision-making process. CAB holds that the WC can only decide on small issues while big issues about the lake can only be decided by them. Meanwhile on the contrary, it has been proven that the actors have seldom agreed let alone to clear off the grass growing in the lake. It is partially for this reason that most of the problems affecting this lake are perennial. CAB only sits and watches on how the local population handles some of the issues and only informs/reminds the latter on legal sanctions if any of their activities around the

lake contradict the rule of law. At times some actors in the WC like farmers are given the upper hand to suggest measures of which other actors like the CAB and the municipalities think they can only support, be it in input or output to such measures.

The local community including some local organizations already mentioned above believes that the WC cannot in any way influence the way in which they use the lake. The farmers have admitted the fact that their agricultural activities pollute the lake but at the same time decisions on this are difficult to be arrived at. This is because; the farmers claim that they listen to both CAB and the WC but they don't listen to them. Thus the two way communication which is supposed to create mutual understanding for better policies is rather hindered. This has made the farmers to believe that whatever decisions are taken, they are not to their taste and thus such decisions are less effective since they are often violated by those who were not given the opportunity to share in their construction.

Furthermore, there is much doubt and wonder among the various actors of the WC on who has the power to make decisions on the management of the lake. This has greatly eroded trust and reduced the relationship which hitherto existed among the actors. This has been noticed in various aspects of disagreement among the different actors involved. In the first place, all members of the WC want the lake's level increased except those of Nolmyra farmers who reside in the southern part of the lake and feel that such increased levels may flood their farm fields and as such pose a threat to their major source of livelihood. Also the local population listens to the CAB but the latter does not in return do same to the former. The CAB has on several occasions rejected the WC's proposal on dredging which could be used to generate funds through biogas production. This will help the WC generate funds thereby reducing their financial dependence. The WC listens to LRF but they do not agree in all matters. Some members of LRF have it that the WC is a long arm to the CAB. The WC feels that they should listen to CAB just because they have much knowledge, finance and are the executors of regulation. However, since CAB has the knowledge and financial resources, they stand on the advantage during the participatory process.

Members of the WC feel that although the CAB listens to them and is more interested now in water management than before (because of the WFD), the latter does not in any way know how to handle/interpret new water issues found in the WFD. Perhaps the future of the WC may be bright if the CAB should cease from being a member of the former and should rather play the role of an external consultant. However, it must be mentioned here that, CAB cannot be an external consultant because its representation in the WC has been made legal by the policy framework as it has to foresee the implementation of the directive and most especially it sits in for the government with the specific case of Sweden. Also, even if CAB becomes an external consultant, the problem of unequal power in the WC will not be solved because the local population including LRF and

recreational users still has more power than the WC. In theory, the WFD holds that all actors in water management have equal access to participation, but in practice and as proven by theory and further confirmed by this study, actors with limited power, financial resources and technical know-how have structural disadvantages in the participatory mechanism. It is for this reason that the WC needs CAB more as an external consultant as money from the government for the restoration of the lake is directed through CAB coupled with its technical know-how and ability to hire experts whenever need arises. However, the WC is on the standpoint that CAB can still carry out same role by serving as external consultant without necessarily being an actor of the WC. Accordingly, it is only through this that the existing cloudy relationship between CAB and the WC will one day be smooth. As of now in 2009, the WC received two financial supports one from the water authority and the other from CAB amounting to 100.000 and 50.000 Swedish kronor respectively. It hopes for more in the future.

The municipalities also exercise much influence in the decision-making process. It must be underscored that Uppsala municipality which is the biggest and most powerful among the three riparian municipalities has been very evasive in issues concerning the lake. The WC has a couple of times asked them to attend their main meetings so that they can be informed on contemporary issues about the lake, but they are reluctant to open their doors. This has very much delayed decisions on the lake's restoration. This power disparity even among the three municipalities affects decisions concerning the lake. The two interested municipalities (Heby and Tierp) which unfortunately are less powerful cannot proceed on decisions central to the lake without the presence of Uppsala municipality. For example, the three municipalities can combine to channel a revision of the water level to the government but Uppsala municipality is lukewarm for fear of cost. It must be remarked that the lukewarm attitude by the representative of this municipality in the water council was equally noticed by the researcher during the fieldwork of this study. All attempts to get in contact with the representative for interview ended in a total failure for lack of interest to participate.

In all CAB has the over-riding power over the WC. It is unwilling to share or distribute power with the WC so as to ensure equality in the decision-making process. As such, it has not been open to alternative possibilities or views since with the much power and expertise knowledge CAB knows that everything they do is right. Though the WC knows that its views must be considered in decisions concerning the lake, its participation has rather been more of an opportunity and not as a right as it is most often forced to welcome decisions whether or not to its favor. Participation in this sense takes the weak type which is in the form of information sharing and consultation since the WC lacks the power to ensure that its views are taken into consideration.

Also, there is a similar power struggle between the WC and the local community including some of the local organizations. Such continuous power squabbles has often heightened disagreement thereby hindering decisions that otherwise would have better enhanced the restoration of the lake. Neither the WC nor the local community is prepared to take the views presented by each other. Thus participation between them is still in the form of informing sharing and consultation.

The actors of the WC have different values which are often in conflict with one another. Some of them need the lake for recreational activities, some for biogas production, some for agricultural activities and some for sustainability notwithstanding what is taking place in the lake. The situation of value pluralism is equally noticed between farmers and non-farmers in the WC. While the former favor low water level, the latter is in serious objection as they favor high water level in the lake. Also some of the actors like Nolmyra farmers have maintained sealed lips on their values, thereby making the situation of value clash to move from bad to worse. In this way, the different actors are driven by their impartial interests that make it difficult for partial solutions that will favor consensus building and thus better informed and value shared decisions. It is only through shared values that lasting decisions that will favor the restoration of the lake can be made.

Most of the actors in the WC know very little or nothing about the process of deliberation leading to citizenship. The actors are however interested in the process of deliberation. The various actors must have their values surfaced since this may serve as a gateway to such a democratic process. As citizens, they will be more active as opposed to being stakeholders wherein they are very passive. In the former situation, their interest is out to follow and defend a common value for the good of society since their action as agents of transformation will be in high esteem. However, this can only be possible if experts like those from the Swedish University of Agricultural science hold more workshops with WC members as this will serve as forums to build up democracy with the local population so as to achieve a common value. Through this method, democracy could be built from the bottom. The following field recommendations have been highlighted to facilitate the position of the WC as a forum that would construct deliberative democrats for consensus building through shared values;

- There should be more dialogue among its members,
- More and better cooperation with the two universities in Uppsala since as professionals, they provide scientific knowledge and a social learning medium and can equally fine the right way for funding,
- More people around the lake be sensitized,
- All its members should have their values surfaced,

- Its Members should visit other similar workshops in other parts of Sweden or countries so that they can learn.

Such a deliberative democratic process requires interaction among the actors involved. It is for this reason that the WC is asking of European Union funding for a big project on social learning. It equally views the close ties with the two universities in Uppsala not only as an opportunity for providing professionals for workshops on social learning and scientific knowledge, but also as a means through which it can get financial support from companies and interested organizations. These workshops will serve as a medium of providing more information to the WC and a better understanding of the complexity surrounding them. This will get more people around interested and engaged and more local and expert knowledge will be generated about saving the lake. All this knowledge and values converged; will give actors a common vision in restoring the lake. Admittedly, no one is born a democrat; no one is born a good citizen. It is through hard work and education that WC members can learn on how to value democratic institutions which can ensure their freedom and safeguard their rights. It is for this reason that the development of a deliberative democratic personality requires a well designed educational project.

CHAPTER SIX

6.0 Guidance

This chapter concludes this project work by providing answers to the research questions. It begins with a restatement of the research problem and questions. It ends up with suggestions for future research.

6.1. Conclusion

This research work took off with a problem formulation and the accompanying research questions that I find necessary to repeat here. I identified two problems which included;

The first is that for the voice of WCs to be heard in the decision-making process, there ought to be equal power relations with water authorities, the local community and within its various 'internal' organizations. It is through this that the decision-making process will be on the same platform. This will ensure proper design, implementation and enforceability of the decisions. But once the power relations between the WCs, its organizations, the local community and the water authorities is asymmetrical, in favor of the superior, being the latter, the meaning of participation in the decision-making process is thwarted and thus there is a lapse in the design, implementation and enforceability of the decisions. In this context, power means the ability to influence decisions. Power relation thus signifies the existing interaction in a decision-making process between two or more actors such that each actor has similar strength in influencing the decisions of another actor.

The second problem is that WCs must adopt a citizen oriented type of participation in order to attain integration of values and decisions as demanded by the WFD. Given that water councils are made up of citizens who are often pulled in contradictory directions, appealing to values that they find difficult to reconcile, participation has to take another dimension. In other to enable WCs respond to this contemporary challenge of value-pluralism in the decision-making process, participation has to go beyond information and power sharing to a more pluralistic approach – which is deliberation. If participation is practiced as a legislative right, then the WC in serving as a democratic local water management institution must create the space or forum for deliberation and judgment that reflects the plurality of citizens' values in the decision-making process. This is the only way through which enforceability of decisions arrived at in the decision making-process can be achieved by the citizens of the WC.

The research questions resulting from the above problem formulation and which this study seeks to answer include;

- 1) What is the power relation existing between the?

- water council and water authorities,
 - water council and local community including some local organizations,
- 2) How has the water council been able to serve as a forum for deliberative democratic process taking the values of the citizens into consideration?

To begin with the first question on power relation among the different actors of the water council, the research concludes that there is unequal power relation. The various actors such as CAB, the local community including some local organizations have more power than the WC. Also, CAB is the most powerful player in the decision-making process. The local community including some local organizations is the second most influential actor while the WC is the least influential. This gives a situation of the most powerful actor and the least powerful actor. Participation has thus failed to empower the different actors symmetrically. This has led to a dissymmetry in participation, thereby making decisions to be lopsided and as such PP which is supposed to be equal to public influence is not the case. Such lopsided decisions have often failed in their implementation since the WC whose views are not often taken into consideration feel neglected and as such is neither willing to implement nor to respect such decisions.

Participation in the context of the WFD meant integration of decision-making levels wherein all participating actors could voice their opinion and consult CAB, and the latter takes on board suggestions and views put forward by all those involved. To the WC which is the least powerful, the question of participation has been that of dissemination of information and consultation. This is because CAB has failed and is unwilling to release power in order to share with the WC. Therefore, the extent of public participation in the decision-making process of the lake's restoration can be classified as the informing and consultation forms in Arnstein's (1969) ladder of citizen participation. The consultations done by CAB and the local community including some local organizations to the WC is more or less tokenistic, as the latter only has the right to know and express rather than the power to make their views integrated. Therefore, given CAB's and the local community's reluctance to cede power and the willingness of the WC to take it (seen in the way they disagree on different issues) it can be concluded that the participation practiced is limited to the information and consultation stages, the lowest rungs of the ladder, an area Arnstein (1969) rated "phoney participation". With this type of participation, the WC is not apathetic, but can be frustrated

into thinking that nothing ever changes, notwithstanding the time, effort and resources earmarked for participation.

As regards the second question, momentarily, the WC has not gained the impetus to serve as a forum for deliberative democracy that integrates all the values of its members. Most members of the WC are new in the concept of deliberation leading to citizenship. Their individual values and perspectives still presses on them as some still consider it as the expression of right and self esteem. The members have not yet gained empathy and a common ground to share their values. For this reason there is always a dissension and as such decision-making is not effective.

However, the members of the WC are willing to be transformed into citizens through this process since they hope for a common vision that will lead to a common and favorable action plan for the lake. This common vision is that of making the lake sustainable to serve the needs of both the present and future generations. However, the research found that such a forum for deliberative democratic process that would take the values of the members into consideration can best be attained if;

- There is more dialogue among the members,
- More and better cooperation with the two universities in Uppsala since as professionals, they provide scientific knowledge and a social learning medium and can equally fine the right way for funding,
- More people around the lake be sensitized,
- All the members of the WC should have their values surfaced,
- Members of the WC should visit other similar workshops in other parts of Sweden or countries so that they can learn.

Having mentioned earlier that there exists a strong positive relationship between power and deliberative democracy, the question now is; which one should be tackled first? From this study and coupled with knowledge gained from the different theories, my answer to this question is that if the WC can successfully build up deliberative democrats through the process of deliberative democracy then the issue of power imbalance among the different actors will be indirectly resolved. So, it is only by deliberation can these actors be able to overcome their power, moral and ethical differences.

6.2. Future Research

The result of this study has been obtained with a single case study. However, I want to suggest that the same problem and questions could be undertaken by another research in a different RBD. This will give the would-be researcher the

opportunity to explore and meet with a new water authority and water council. From there, the results can be compared with this study and conclusions drawn aptly.

Also, I will be very impressed to have an understanding through any other research of the same context in any other country of the EU. This will help compare the country with the case of Sweden. From there both the EU Parliament and the general public will be able to know if it is a problem of interpretation of the concept public participation or a problem of the directive itself.

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<http://www.lansstyrelsen.se>

www.tamnaren.se

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http://www.lst.se/vattenmyndigheten/in_english/organization.htm

www.tamnaren.se

Appendix

1. An Interview Guide

Introduction

I am called Epietang, a final year master student, studying integrated water resource management at the Swedish university of Agricultural Sciences, Uppsala in Sweden. I am carrying out a research on the management of Lake Tämaren. I wish to have an interview with you. I want to assure you that your identity will not be disclosed in any case and no record of the work will be kept with your name on it. With your permission I will like to either audiotape or take down notes during the interview. The questions I am going to ask you are divided into two groups.

POWER RELATION

1. What is your role as a member of the water council?
2. Have you always been attending council meetings or workshops?
3. How frequent are you given the opportunity to express your opinion during council meetings?
4. What contribution in the form of idea and/views have you made in the management of the Lake?
5. How often have such contributions been accepted or rejected?
6. Are there situations in which some members are very influential than others during the decision-making process?
7. What do you think make them more or less influential?
8. What do you think can be done to facilitate the decision-making process of the Lake's management?

VALUE OF CITIZENS

9. How is the lake important to you?
10. Have all the members been able to expose their values?
11. How do your values conflict with those of other members in the water council?
12. Do you think some members have strong values and others weak values?
13. What do you think can be done for the water council to satisfy the values of all the members?
14. How possible it is for you to become a citizen of the water council and not a stakeholder?
15. Anything more that you will like to share with me on these two topics?

Thanks very much for your permission to serve as a participant in this research. I hope with your permission to contact you again in case I find it very necessary. Thanks and Good bye.

2. Contact Address of Tämnaaren Water Council Members.

Ledamot	Organisation	Adress	Telefon	E-post
Kiell Tofters	Östervåla Utvecklingsråd	Bragdebo Gård	029210077	
- ordförande		740 46 Östervåla	0706647405	
Lars Ingeberg	Tämnargruppen	Ingeborgbo	0292-22148	
- sekreterare		740 46 Östervåla	0708248418	
Torgny Lindgren	Tämnarens Sänknings-företag & Fiskevårdsomr	Persbo 108	0293-54013	
		815 95 Månkarbo		
Eva Lena Eriksson	Nolmyrafastigheternas	Gustavsbro 314	018-376057	
	Intresseförening	743 71 Björklinge		
Per Möller	Vretaåns Sänkningsföretag	Åby 1106	0292-50046	
		740 45 Tärnsjö	0706661770	
Nils Öman	Markägare	Hermansveden	0292-21012	
		740 46 Östervåla		
Birgitta Olsson	Markägare	Öndbo 206	0292-22214	
		740 46 Östervåla	0292-71424	
			0736929942	
	Naturvård/Ornitologi			
Henrik Waern		Huggle	0292-30045	
		740 46 Östervåla		
			0292-30157	
	Markägare		0705841781	
Gunnar Axelsson		Harbonäs Säteri	0187274337	

Kjell Söderberg	Heby Kommun	740 47 Harbo		
		Kvarsta	0293-18203	
		740 47 Harbo		
Anders Larsson	Uppsala Kommun		018-195015	
		VA- och avfalls- kontor, Uppsala		
Göran Carlsson	Tierps Kommun			
		Samhällsbyggnad		
Gunilla Lindgren	Länsstyrelsen C län	815 00 Tierp		
- adjungerad	LRF-Regionen Mälardalen			
Per Nyström				
- adjungerad				