

## A case study

# The Tullstorp Stream Project

-success factors, challenges and recommendations for  
improvement of agri-environmental projects



## Baltic Compact

*Baltic Compact is an extension stage project to the strategic pan-Baltic project Baltic COMPASS. It promotes a balanced agro-environment governance approach: sound regulation and economic incentives in parallel with supporting local level collective management. Baltic Compact invests in demonstration of sustainable biogas production and advanced field drainage technologies as potential measures the value of which can be increased through multi-stakeholder local planning. Baltic Compact supports implementation of the EU Strategy for the Baltic Sea Region and HELCOM Baltic Sea Action Plan on the macro-region level and foresees its benefit in adaptation of the Rural Development Programmes on the national level. The project's seven partners feature authorities, farmers' organization, research and innovation institutes and a farm, in Sweden, Latvia, Denmark, Germany and Finland. The project runs through 2013-2014.*

The Baltic Compact project would like to thank all the stakeholders who shared their ideas and experiences with us during this case study.



## Foreword by author

During the Baltic Compact project it has become clearer that the interest in active involvement from farmers and collaboration is growing and that it is considered one of the main keys to successful agri-environmental projects. At the conference Greener Agriculture for a Bluer Baltic Sea (GABBS) in Warsaw 2014, Otto von Arnold, the chairman of the Tullstorp Stream Association and speaker at the conference said that “*top-down is dead, active involvement of farmers and bottom-up approach is the only possible way forward*”. This is easy to say but it is a long way left before we are fully there. But more and more examples turn up from around Europe. Collaboration is on the agenda and discussed more, for example in the context of the Rural Development Programmes.

The findings of this case study are not revolutionary, but worth showing over and over again by giving new or more detailed examples of how projects are structured.

- A good project management and clear goals and visions are needed to be able to navigate through the jungle of legislation, sources for funding and actions to implement.
- Agencies and external experts need to discuss new ways of interpreting legislation and implementing actions to be able to get further.
- There is a need, not only for farmers, but also for agencies and policymakers from different sectors to communicate and collaborate more.

Each project is unique and this makes it difficult to copy the structure of an ongoing project. Hopefully there will be more projects with holistic approach on catchment area and perhaps the Tullstorp Stream Project and other ongoing similar projects can have a mentor role for new projects in the future.

This report is the author’s interpretation of the dialogues and of other material and experiences related to the Tullstorp Stream Project and similar projects.

Photos and figures are by the author, if no other source is mentioned.

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## Abbreviations

CAB- County Administrative Board

LOVA- Local water management projects

RDP-Rural Development Programme

SBA- Swedish Board of Agriculture

SwAM-Swedish Agency for Marine and Water Management

TSA-Tullstorp Stream Association

TSP-Tullstorp Stream Project



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## Introduction

### Objective

The main objective of this case study is to present an example of a collaborative agri-environmental project with focus on reducing the flow of nutrients to the Baltic Sea. What kind of success factors and challenges exist? How can national and regional agencies work to improve the effectiveness in this kind of project?

### Methodology

The criteria for the case study were that the project should be an ongoing collaborative agri-environmental project with focus on improving the water quality. There should be a connection to the Rural Development Programme (RDP). The project should also be considered complex, in this case meaning funding from several sources, several stakeholders involved, use of new methods etc. After a discussion with the County Administrative Board (CAB) in Skåne, the Tullstorp Stream Project, (TSP), which started in 2009, was chosen.

The project was studied by reading reports found on the project's website and through dialogues with some of the stakeholders. The stakeholders are presented in table 1.

The dialogues focused upon;

- role of and relation between the stakeholders
- motive for taking part in the project
- responsibilities and tasks of the stakeholders
- change of behavior and constellations during the project
- success factors and possible reasons behind them
- funding
- recommendations in the report Collaborative agri-environmental measures - strategies for inspiration (Ljung et al, 2013)



Organization and name of stakeholder	Role	Background
Johnny Carlsson, TSP)	Project manager	Involved since the start of the project. Former employee in the municipality of Trelleborg and there working with inventories on wetlands and ponds in the area from 2005 til the start of the project.
Otto von Arnold, (TSP)	Chairman of the TSP association, landowner and farmer.	Involved since the start of project.
Gösta Regnéll, Fishing and Water Pollution Unit at the Department of Environmental Affairs. Other stakeholder departments (CAB)	The department coordinates environmental efforts, provides information and administrates funding from RDP, Marine Environment Grant and LOVA. CAB administrates water legislative matters to a certain extent. CAB is also invited as adjoint members to some of the TSP board meetings. Other departments are also involved partly in the project but are not interviewed here.	Marine Environment Grant, LOVA and RDP are the major funding of the project. The County Board has been involved since the start of project.
Tuve Lundström, Naturvårdsingenjörerna AB	Consultant, preparing applications (water legislative matters) including calculations, maps etc. for the physical actions in the watercourse.	Involved since the start of project and even before due to his role as an advisor in the advisory service "Greppa Näringen" within the area.
Rigmor Sylvén, LEADER Söderslätt	Manager of LEADER-programme, LEADER Söderslätt. Coordinator and financier.	LEADER Söderslätt. Rigmor have been involved since the start of the implementation of the actions. For example financing the information boards at the demonstration zone and pilot studies of how to increase the attractiveness of the area are financed by LEADER.



Urban Emanuelsson, Swedish University of Agriculture Science (SLU)	Expert on biodiversity and history of the agricultural landscape	Involved since 2012. First by an invitation to join a project meeting and after that hired to do a report with suggestions on how to construct or reconstruct biotopes on land along the stream.
Thomas Johansson et al, Department for Marine and Water Management, Swedish Agency for Marine and Water Management (SwAM)	The department coordinates, promotes and support the project in order to achieve the objectives for marine and water environmental policies. Responsible for the administration of Marine environment grant (formerly at the Swedish EPA).	The TSP has received money in several steps since 2008 from both Swedish EPA, SwAM and through CAB
<p>There have also been discussions with colleagues at the Swedish Board of Agriculture, especially regarding water legislation matters and support for collaborative initiatives.</p> <p>The author has had an earlier relation to the project and has been involved in discussions regarding the use of funding from RDP and its combination with national funding.</p>		

*Table 1. Stakeholders and their role.*





## Background reports

Three reports were mainly used as background material for this case study.

- *Miljöåtgärder i samverkan - strategier för att inspirera till miljöåtgärder i jordbruket*, (Collaborative agri-environmental measures - strategies for inspiration) M. Ljung et al., 2013. This report was ordered by the Swedish Board of Agriculture to be used as a collection of examples of collaborative initiatives, success factors and recommendations on how to enhance collaboration within the agri-environmental field of RDP.
- *Multifunctional wetlands and stakeholder engagement: lessons from Sweden*, K. Andersson, 2012. This report gives a brief introduction to the administrative processes and available funding for creation of wetlands in Sweden. It is recommended to read this to get the full view of the context that TSP navigates within.
- *Utvärdering av projektverksamhet av havs- och vattenmiljöanslaget 2007-2012*, (Evaluation of the Marine Environmental Grant 2007-2012), Swedish Agency for Marine and Water Management, SwAM, 2013. This report evaluates and discusses improvements of the Marine Environmental Grant.



## Introduction to the project

The Tullstorp Stream is located in the most southern part of Sweden. The length of the stream is 30 km and the catchment area is 63 km<sup>2</sup>. It is located in one of the most intensive agricultural areas of Sweden where 85 percent of the land is arable and in a nitrate vulnerable zone. The approximated transport of nutrients every year is 250 tons of nitrogen and 4 tons of phosphorous. The main objective of the project is to reduce the outflow of nutrients into the Baltic Sea. Other aims are also to reduce problems with erosion and flooding, reduce the need for maintenance of the stream and to promote biodiversity by, for example, recreating a valuable fish community. This is to be done by creating wetlands and restoring the stream by different measures. The TSP is operated by an association of all landowners along the stream. There are around 150 private properties along the stream. More information can be found in the attached leaflet, appendix 1.

Reports and more information about the measures and progress of the project can also be found on <http://www.tullstorpsan.se/rapporter.php>.

There are around 600 house properties in the catchment area, most are permanent residents. Approximately 200 of these are not connected nor planned to be connected to the municipality sewage treatment (Nilsson, 2009).



Figure 1. Map with the catchment area drawn in red. The Baltic Sea is in the lower right corner. From <http://www.tullstorpsan.se/bilder/karta%20avrinningsomrade.pdf>



## How did it all start?

### The idea and the goal

The initial idea for the project was a result of many years' discussions in the area. When working for the municipality, 2005-2009, Johnny had discussions with the landowners in the area about for example the Water Framework Directive, the national environmental objectives, about creation of wetlands and the state of the Baltic Sea. An outcome of this was that Johnny and later also Tuve, who got involved by advisory service in the area, got to know the area and the landowners. No one knew then that this was the initiating steps to a project of this size. The landowners along the stream also knew of each other and had had some experience of working together in different constellations and on different occasions.

The discussions and advisory services led to an interest in creating wetlands from individual landowners. The reasons varied, from childhood memories, improvement of hunting and fishing, to creating a more visually attractive landscape. At the time there were problems with erosion and maintenance of the steep slopes of the ditches. Occasional flooding had negative effects on the stream and on adjacent fields. There was also an uncertainty as to how legislation (WFD etc.) would affect farmers. All this, together with a polluted Baltic Sea around the corner, stated that it was high time for action.

The mindset was to be ahead of legislation and therefore the idea came that they would try to coordinate the measures and look at the whole watercourse instead of each single farm. Johnny and Tuve, together with a few landowners was the engine behind this process.

No agency was involved at the start but the project still had to consider legislation, policies and agreements saying that actions for reducing the eutrophication of the Baltic Sea are needed. There was and still are possibilities to get funding for measures going beyond legislation. So the idea was roughly put on paper and presented to the local and regional agencies in order to find appropriate funding to start a project. The idea was, and still is, to take a holistic view on the stream and catchment area, but also that farmers along the stream would be in control of the project.

There are quantified project goals such as reduction of nutrients and creating new areas of wetlands. On farm level the goals are to prevent flooding, reducing maintenance of the stream and a continued high production on arable land..



## Implemented measures

Early in 2009, the Tullstorp Stream Association (TSA) was funded and this was also the start of the TSP. In autumn the same year the demonstration zone, 2 kilometer long, was constructed. This was an important milestone and it has since then served as a proof that it is possible to change a straight deep ditch into a more meandering and “living” stream with natural buffering capacity and mixed vegetation along the stream. Apart from this zone another 2 kilometer long stretch of the stream has been partially restored, including for example two-stage ditches. See appendix 1 for more information about the measures and areas of special interest along the stream.

Since 2009, 35 wetlands have been created, several inventories have been made, reports on possible actions have been produced and many other activities with connection to the project have taken place. At this moment, the project is waiting for a legal permit from the Land and Environment Court stating that they can start with the measures in the watercourse downstream of the demonstration site. Without this legal permit it is not possible to proceed with any actions in the watercourse.

## The future

The idea is now to repeal the permits for the two ditching organizations along the stream and to give the TSA full responsibility of the watercourse. The TSA will then apply for the agri-environmental payments from the RDP for maintenance of the land along the watercourse. If the TSA is the only beneficiary along the stream it would simplify the management instead of each landowner maintaining their own stretch.

*“This is the general idea but at the moment it is not clear whether this will be possible or not. Perhaps a new ditching organization is needed”* says Otto von Arnold, chairman of TSA. How this will be handled will hopefully be made clear within the permit from Land and Environment Court.

The project has increased in size over time. The actual stream and its close surroundings are still in focus but the geographical area for activities has grown to include all of the catchment area. Apart from this it seems that the initiative has changed people’s mentality by raising knowledge about the area, the environment and each other.

Several spin off initiatives have evolved during the course of the project and they are proceeding in their own directions. One spin off initiative is for example a LEADER-project with focus on creating a more attractive area for residents and tourist. Another possible spin



off effect is that a local water board was formed in 2013 with several streams in the same area as Tullstorp Stream included.

Spin off effects that no one thought of or dared to think of are slowly becoming reality. The project manager say that there is a need to find solutions for how to take care of these spinoff effects in the best way, some new ideas can perhaps develop in a better way if they are taken care of by someone outside the TSP. The idea is that the TSP should finish in 2-3 years and after that the TSA has to handle the management of the measures in the stream and perhaps also develop the spin off effects further.

To follow the improvements of the water quality there are yearly measurements on the water. Apart from this regular measurements there are other interested parts looking closer at the TSP. For example a project called Soil2Sea, financed by the EU BONUS programme, use the Tullstorp Stream as a case study. This study include so called tracer test on the stream ([http://www.soils2sea.eu/about\\_uk/main.html](http://www.soils2sea.eu/about_uk/main.html))

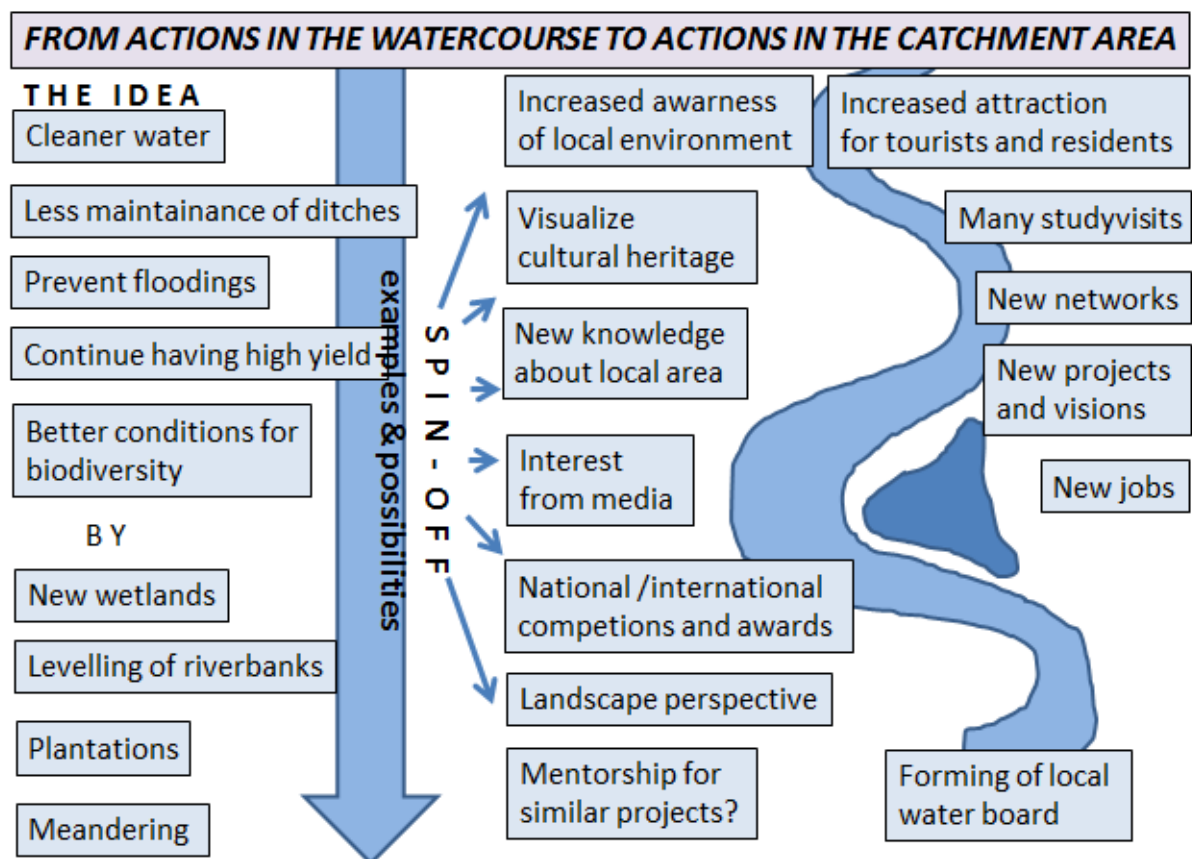


Figure 2: The figure shows the original idea and measures of the project with examples of spin off effects. The TSP is not just one project anymore, it has grown into several projects but with the same project coordinator and the TSA at the center, how this will develop in the future is yet not clear.



## Organization and funding

### Funding

Organizing and running a long-term and holistic project like this is expensive. Assessments and other background material need to be produced, administrative processes need to be dealt with, communication and coordination is needed, actions need to be implemented and effects need to be measured and evaluated.

The initial funding came from a recycling project in the Municipality of Trelleborg which in turn was funded by the Marine Environment Grant. This funding made it possible to employ a project manager and to develop the idea further. The main funding for the project since then comes from the Marine Environment Grant, including Local Water Management Projects (LOVA) and the RDP. The municipality is not financially involved.

### What are the actual costs for a project like this?

The estimated cost for the measures and the management of the project is somewhere around 60 million SEK. At this very date (October 2014) there is funding of around 30 million SEK. Apart from the resources used by the project organization itself, the applications and permits are administrated, often in several steps, by agencies on different levels. The actual cost of the project is therefore much higher than only costs for the project itself.

For 2013, the average administrative cost at CAB for handling an application (investment from RDP) varied between 2 900 SEK and 7 200 SEK. The cost varies however depending on the kind of investment. In some cases the average administrative cost can be 20 000 SEK. This cost does not include support and maintenance of IT-system and updating of regulations, routines, information and discussions that has been needed for the application to be handled in a correct way (report 2014:10 from SBA). For a project with the size of TSP, the average cost of an application is most likely to be among the more expensive. Also it is necessary to take into consideration that a project like this has resulted in many applications, not just one.

Spending this much money on a single project naturally raises a lot of questions - have the money been used in an efficient way? How should a project like this be evaluated? Is it possible to reduce the costs by changing administrative routines or legislation? Some of these questions are discussed in chapter How to improve effectiveness in agri-environmental projects.



## Organization

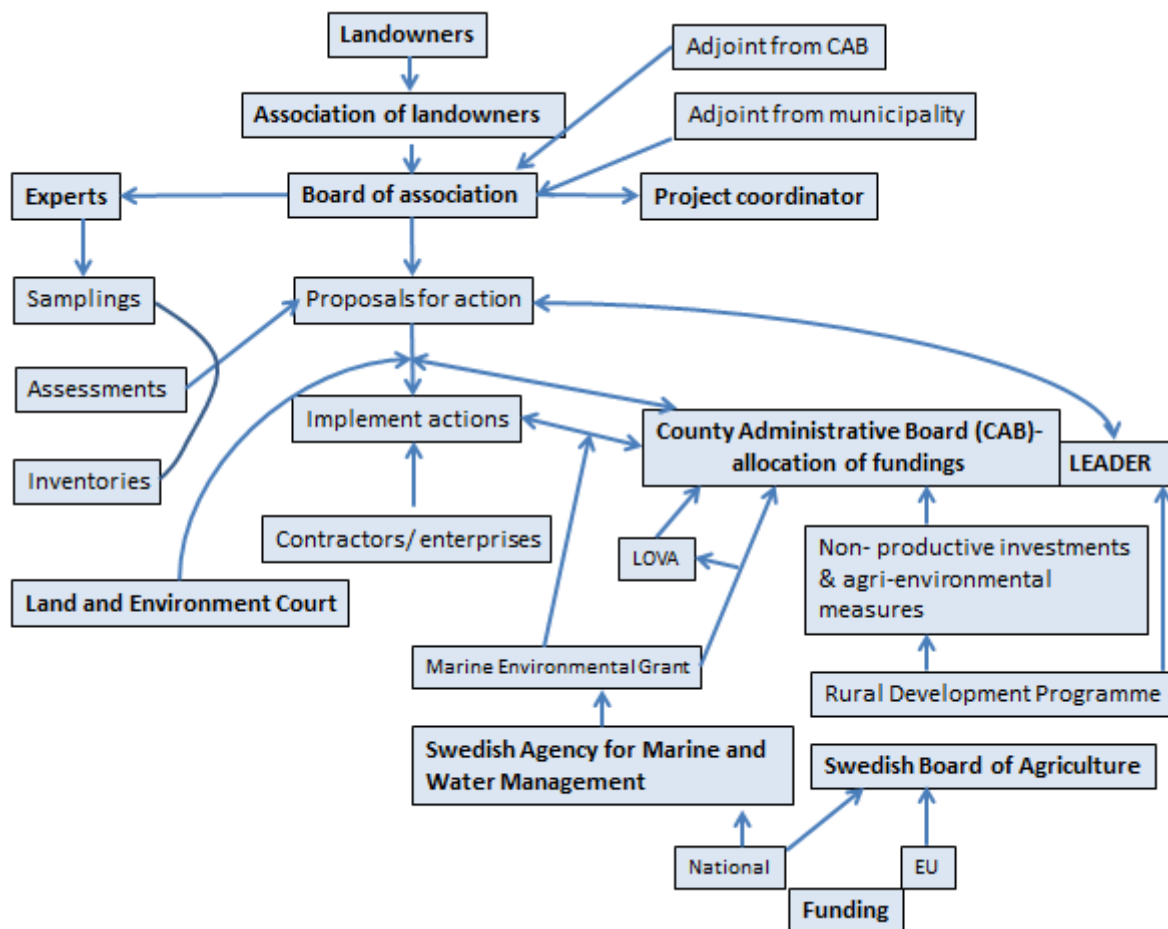


Figure 3: A simplified sketch showing the organization and funding of the project. Note that both a representative from the local government and from the CAB is invited to some of the meetings of the board. Some members of the board have a double role, for example both landowner and representative for Farmers Association or Drainage association.

The landowners and tenant farmers along the stream and within the catchment area form an association, the TSA. Membership is open for all landowners and other interested parties.

All of the landowners along the stream, approximately 45, have signed an agreement saying that the TSA have the right to dispose a stretch of adjacent land along the stream. The landowner still owns the land and can use it as long as it is not contrary to the signed agreement or the intention and statutes of the TSA. The agreement is individual and was created and signed by the landowner and the TSA in accordance with the grand plan for the area.



The measures have been and are designed after discussions and proposals from experts. The board of the TSA or the individual landowner then send an application of funding with proposed actions and costs for them that the CAB (or LEADER, SwAM) has to approve before anything can be done. In some cases a permit from the Land and Environmental Court is needed before any actions can be done. Finally contractors implement the actions, for example the digging of wetlands.



*Figure 4: The demonstration zone. The map to the left shows the demonstration zone and the photo on the right shows the stream at the site of the red dot on the map. Along the stream are several information signs. The signs give information on wildlife management (birds, fish etc.) and actions taken for better water quality. The information is also available in Swedish on the projects website <http://www.tullstorpsan.se/skyltar.php>*



## Success factors and challenges

### Characteristics and reasons for success in the Tullstorp Stream Project

Here is a list of characteristics and reasons for success that were pointed out during the dialogues with the stakeholders.

- The participation and involvement in the project from all landowners and tenant farmers along the stream. This form the base of the project.
- The members of TSA seem to have a complete picture and understanding of the goals and visions of the project.
- Good internal communication and a tight constellation of participants.
- Continuity when it comes to key persons that have been involved since the start, both within and outside the project. Most important to mention here is the project manager.
- A demonstration zone that was created early in the project. It is very useful to have something real to show stakeholders and other interested parties.
- The project has arranged a wide range of activities that involve the general public, such as study visits from a school nearby and public “opening” of a new wetland.
- A close relationship between the project and external experts and regional agencies.
- The TSP ties experts to the project when needed and are open for new ideas.
- The involved stakeholders have a broad network on all levels of society that they use.
- The TSP is persistent and creative. They explore the legislation and find pragmatic solutions to difficult problems.
- There is endurance in the project that is found on several vertical levels in the form of key persons that have a long term view on the project.

### Discussion: success factors and challenges

Appendix 2 is a summary of success factors and challenges often seen in collaborative projects (Ljung et al. 2013). This chapter contains a discussion around the characteristics and success factors mentioned in the list above and in relation to success factors and challenges mentioned in appendix 2. The bold words are success factors mentioned in appendix 2. To follow this discussion it is recommended to first read appendix 2.

#### Success factors

It seems as if the project has found a well-defined and suitable **geographical scale** and **strengthened the social identity**. The members of the TSA share identity and knowledge of



the area and the environmental problems. It is easy to get an overview of the stream from the source to the Baltic Sea without really leaving your neighborhood.

The attention from external experts, media and general public has made the project aware of the possibilities and potential that the area has, for example its cultural heritage. This awareness has led to new ideas and spin off effects.

There has been access to **coordinators** on different levels, both agency and LEADER but also the same internal project coordinator throughout the project. Stakeholders mention this coordinators as perhaps the most important factor. Together they have managed to find **start up funding** for the project and also funding to keep it running.

The TSP has also found the right amount of stakeholders involved and the right **balance** between them. Several key persons have been involved since the beginning of the project. These key persons are from different vertical levels; landowners, project management, experts, authorities etc. These key persons have helped the project to find solutions to various challenges. An example is the exploration of legislation. If the solution is not to be found on local level they will continue to national level to look for a solution. The stakeholders gain new knowledge when proceeding a little further instead of accepting a no at an early stage. For example, legislation might be interpreted in a new way which also may profit other projects.

At the beginning there was a reference group connected to the project. Unfortunately the arrangement did not work the way the TSP expected and the group was dissolved. The project now **external support** in the form of experts that are called upon when there is need. To some meetings a representative from the local government is invited and during the project this has been more or less the same person. There are positive things about continuation but it is asked for a broader interest from the municipality and therefor it could be that the role as representing the local municipality should change over time.

Originally the main purpose was to carry out actions in the actual watercourse. Over time, due to an open mind, **enthusiasm** and willingness to learn from experts, the project has developed and now look into the whole catchment area with a holistic view



There are **well defined roles** and clarity about mandates and responsibilities among the TSA, the chairman and the project coordinator and external stakeholders. An example is the **formalized agreements** between landowners. All funding also come with agreements. Some actions are performed on farm level and some activities are done collectively through the TSP.

There have been clear goals and **visible win-win situations** for the stakeholders from the start and the members of the TSA are made aware of ongoing internal and external processes that may have an impact on the project result.

Another contributing factor is the **trust** between the stakeholders and the **constructive atmosphere** within the project. There have been conflicts and new might come, but these have been dealt with and the people involved have come to view it as learning and developing process. It is mentioned that during conflicts new arguments and facts are searched for and this has led to a deeper understanding and more respect and trust within the group. It is important to make a final agreement upon a solution that everyone accept even though not everyone has changed their mind.

In the end one should remember that every project is unique in the sense that it contains of people with different background and possibilities. One issue that matters a lot is the the access to the land where the implementation will take place. Stakeholders might act differently depending on their background and relation to the land they use. Depending on ownership or tenancy, the willingness to and possibility of implementation of different measures varies. For example the Tullstorp Stream is situated in an area with long farming traditions and relatively large and similar holdings that are run by the owners, which can be considered as a success factor in this project.

### Challenges

Out of the challenges mentioned in appendix 2 the **time span** and **resources** seems to be the most difficult to handle. The experience from this case study is that the time it took to mobilize stakeholders was relatively short, most likely due to the bottom up approach of the project. But the major challenge seems to be the constant pressure of finding funding and finishing the actions before the deadline.

It also seems as the legal procedures such as for the permit from Land- and Environment Court is the most hindering factor at the moment. The Land- and Environment Court has received an application for permit from TSP but if the application needs to be complemented,



the Land- and Environment Court can order an outside expert to do the calculations etc. that Court state is necessary. That means a new processing of the application is needed which is expensive, often take a long time and is heavy to administrate and costly.

In some cases it is possible to proceed without a permit, but this procedure called notification, does not give the landowner or the ditching organization any safety if something unpredicted happens. In such a case there is a risk that the action must be “unmade” and the area restored to its original state. To find out more about the process when creating wetlands in Sweden read *Multifunctional wetlands and stakeholder engagement: lessons from Sweden* (K. Andersson et al. 2012).

The TSP has used the notification process for a few wetlands and for the demonstration zone, but a permit is now needed for the major part of the stream.



*Figure 5: Bushes and trees have been planted along the stream inside the demo zone*

## How to improve effectiveness of agri-environmental projects?

A question often asked is how national and regional agencies can make improvements that would support the effectiveness of agri-environmental projects in different ways.

In reviews made within the BALTIC COMPASS project, challenges for implementing agri-environmental measures such as adaptability, coordination between agencies, participation, insufficient compensation and administrative hurdles are mentioned (N Powell et al. 2012).

In this chapter the challenges “coordination” and “administration” will be discussed as well as the challenge to evaluate agri-environmental projects.

During BALTIC COMPACT and this case study there have been discussions with stakeholders on how national agencies can improve their work to support and encourage agri-environmental projects and how to overcome these challenges. The framework of the discussions has been the legislation on EU-level and national level of today.

The chapters that follow are summaries of the discussions with the stakeholders on the recommendations that you can find in appendix 3. It is recommended to read the appendix 3 before reading the chapters below.

### Administration

#### Simplification

Project owners often say that the administrative burden is too heavy and that the processes need to be simplified. When discussing and designing agri-environmental measures for the Swedish RDP 2014-2020, simplification was looked upon as experienced simplification and measured as an actual cost. Experienced simplification has to do with for example the information and support a beneficiary receives while applying for a grant or having controls. Working at an agency means that you should be service minded, this includes listening and to have a positive attitude. This attitude is also connected to simplification since the applicants might get a positive feeling and therefor might find it easier to go ahead with the idea.

For a farmer, it is rarely a single application form or legislation that makes the burden to heavy, it is the sum of several legislations that has to be considered. Therefore different sectors need to cooperate more in order to find solutions. An example of this is a recently



introduced project at the Swedish Board of Agriculture called “Förenklingsresan” <sup>1</sup>. The aim of the project is simplification for farmers. Several agencies and the Farmers Association are working together to collect practical examples of rules or routines that can be changed to simplify the daily life for the farmer.

When simplification is measured as a cost the question to be answered when designing a measure is: How much time will be saved for the authorities and for the applicant when processing the application if we do it this way instead of that way?

### Documentation and reporting

Simplification has to be weighed against evaluations and audits done saying that the documentation and reporting need to be improved. One thing often pointed out is that the documentation regarding prioritization between projects at agency level is deficient. This is stated in the evaluations of both the Marine Grant and EU audits on RDP. There is a need for a more transparent system where it is easier to follow how each application is prioritized. This will most likely create more administration in the initial phase.

With the RDP period, 2014-2020, Sweden has developed the system for selection criteria that each project should be valued by and prioritized by. This will hopefully lead to better transparency, showing why a specific project is granted support. Selection criteria is regulated in the article 49 of the new Rural Development Regulation (EU) 1305/2013 and the aim is to ensure equal treatment of applicants, better use of financial resources and targeting of measures in accordance with the Union priorities for rural development.

Principles with regards to the setting of selection criteria is something that have to be described for each measure and sub-measure except from area based agri-environmental measures but for example for investments and non-productive investments.

There is also an argumentation that more specific and targeted measures will lead to higher administrative costs. This may be true, at least when looking at the first few years of implementation. It takes time to adapt to new systems but it should be weighed against the long term effects.

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<sup>1</sup><http://www.jordbruksverket.se/omjordbruksverket/forenklingsresan.4.2c4b2c401409a33493145ee.html>



### Administrative routines

One recommendation mentioned in appendix 3 is that the national and regional agencies develop administrative routines that simplify the administration for stakeholders who wish to collaborate. This is also stated as the most important recommendation in appendix 3 by the stakeholders interviewed. Mentioned especially while discussing this was the need for better routines between agencies when it comes to agri-environmental projects. This is closely related to coordination and will be discussed more in the next chapter.

### Other comments on administration

- Reduction of decision-making levels. One level less is motivated by lesser administration and more equal treatment, but it also means that there is a risk that the high competence on the level that will be reduced will not be used anymore and that there is a need for more competence at the level taking over the decision-making. *(Background: starting with the new RDP 2014, the decision-making when it comes to LEADER support will move from the CAB to the SBA in Sweden, this means a new role for both SBA and CAB)*
- The main reason for irritation is that the process is very slow and there is a lack of knowledge about “reality” among administrative officers. There is also an idea that the officers at the agencies sometimes do not have the proper education or the right approach. For example, it is experienced that officers cannot always explain the background to and reasons for certain rules or administrative processes and that the argumentation in those cases ends in “I forbid you”. It is of extra importance that routines and regulations for reporting, especially financial reporting, for each fund is made clear. The financial reporting is one of the most difficult and complicated administrative processes of a project.
- There is experience from similar projects but in different regions. The CABs have certain flexibility within for example the RDP and this can lead to different treatment of similar applications in different regions. It would be better if there was a clear national basic level as well as an upper limit of what an application should contain.

### Coordination

It is not easy to find a level of administrative burden that is an acceptable to all parties. Perhaps a coordinating function at regional level or more funding earmarked for administration within projects is a way to approach the challenge. One of the recommendations in appendix 3 is that regional and national agencies should have a coordinator focusing on collaboration. This can be needed both for the coordination of



external initiatives but just as important is the need for coordination of collaboration within the agency. The coordinator on regional level is particularly important in the planning and starting up phase of the project (Ljung et al. 2013). For example the coordinator can find and support the communication between potential project owners and existing project owners.

During the discussion with TSP stakeholders it was mentioned that it is highly recommended, useful and time saving if the different agencies in charge of the major funding agreed on a more similar system. It needs to be clearer who is responsible for what and agencies need to know more about each other's systems. In general, one could say that more coordination between different agencies operating within the same field is asked for. The evaluation of the Marine Grant states that more and better communication is needed and developing administrative routines between agencies is one example.

For example;

- The same or similar data might be requested from several agencies at different times. It would simplify the process if agencies agreed upon what data is needed so that the same data can be used by several agencies. For example, this could be done by developing a common reporting template.
- The timeframe for CAB to use the money is different for different funds and might therefore create a gap in the project. In long-term projects it might take several years to get all the permits and to implement the actions. If the timeframe for funding is not long enough it is a risk that the measures will not be implemented due to long processes.
- It is essential to have a simple and efficient system for organizing and handling the economy in this kind of project. The TSP has put a lot of effort into finding effective routines and to understand the different requirements of involved agencies.

On regional level a coordinator (in this case LEADER or CAB) would be the person who help out with connecting people, finding solutions, developing project ideas as well as someone who listens and gives input. It is also mentioned that this is not a position for just anyone, it takes a positive mind, a genuine interest and knowledge about different fields within the own organization and of other organizations. The regional agencies should take good care of those key persons already in existence and continuously educate new personnel for this role. However the use of a coordinator needs to be put in relation to the budget and focus on a specific field.





## Evaluation and monitoring

### When is a project successful?

A project can be successful in several ways for example when it comes to marketing the project and applying for money. The TSP can be considered successful in this case by looking at the list of study visits from different organizations at the demonstration zone and by the number of participation in conferences etc. where the project has presented itself. It can also be seen by the number of applications and amount of money that they have been granted so far.

A project can also be successful when it comes to social benefits i.e. new knowledge, new work opportunities and a new network of contacts, this can, however, be more complicated to evaluate. These and other factors needs to be quantified and evaluated by a counter factual comparison. This means a comparison between what has happened because of the project, and what would have happened without the project.

### Experience this far

Most grants for agri-environmental collaborative projects with focus on nutrient reduction are given for implementation of actions that will show a quantified reduction of nutrients from farmland. The quantification can be made in several ways, but to really know if it has been successful and improved the water quality, measurements must start before the beginning of the project and to be continued over a long period of time after the project is over.

Evaluation and monitoring is often coupled to a specific funding meaning that each funder does an evaluation or monitoring on what “their” money has been used for. For a project like TSP it would perhaps be more useful if the evaluation is done for the whole project instead of looking only into one source of funding at a time.

A holistic approach might lead to a deeper understanding of the different funding programmes and a possibility of finding the gaps in between the different types of funding. During this case study there have been discussions on how to do an evaluation on projects like TSP, perhaps with focus on social benefits and success factors coupled to organization and structure of the projects and continue deepening the findings in Ljung et.al (2013).

Reporting and documentation of projects is needed to be able to follow the effects in a better way. The evaluation of the Marine Environment Grant states that it is very difficult to draw any conclusions of the environmental effects of the projects granted money this far. One reason for this is that only a few final reports of Marine Grant projects show effects based on



measures before and after the actions were taken. A reason for this is often that it takes several years before an effect is visible. Often there is no money earmarked to do a follow-up after the actual project is finished, even though the legislation state that a follow- up should be done.

Not all projects must be monitored and evaluated but it is recommended that areas and projects for follow-up should be identified and that there is support for the planning and design of the measuring programmes from the start of the project. If monitoring and evaluation is asked for there is a need to earmark money at the start of the project or to finance it in another way.

Since each project is unique, stakeholders say that it would be more interesting to do in depth studies on a few projects rather than to use a standard template on all.

The evaluation of the Marine Grant also recommends that experiences from the project coordinators on how to solve problems are collected and discussed. Another issue that was raised is the need for a national approach on the legislation (Swedish water legislation) since all projects struggle with the same legislation. This is not a new viewpoint and it is described more in *Multifunctional wetlands and stakeholder engagement: lessons from Sweden* (K. Andersson et al. 2012).

It is important and would simplify the process if projects could learn from each other, both when it comes to how to interpret the legislation but also on organization, results etc. It is important that the experiences are collected and made available and used in the planning of actions on national, regional and local level. The projects that are part of the evaluation of the Marine Environment Grant are similar to the TSP in the way that they take a holistic approach and look at a catchment area or stretch of a river rather than just one spot. But the difference from TSP is that all of them are initiated and run by regional agency or municipality. Hopefully these and similar projects can be evaluated in a new and more holistic approach in the near future.



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### Interviews between 2013-12-01 -2014-09-31

Name	Organization
Johnny Carlsson	Tullstorp Stream Project
Otto von Arnold	Tullstorp Stream Project
Gösta Regnéll	County Administrative Board, Department of Environmental Affairs, Fishing and Water Pollution Unit.
Tuve Lundström	Naturvårdsingenjörerna AB
Rigmor Sylvén	LEADER Söderslätt
Urban Emanuelsson	Swedish University of Agriculture Science (SLU)
Thomas Johansson m.fl	Thomas Johansson and Johanna Egerup, Marine Spatial Planning and Maritime Affairs, SwAM Josefin Walldén, Marine and Water Administration, SwAM



## Appendix 1. Information leaflet

**Wetlands**

Wetlands have several important functions in the landscape. They take care of nutrients in a natural way and lessen the effects of flooding. Many animals and plants that have become rare in today's landscape, when natural wetlands are drained for agriculture, thrive near the remaining healthy water courses.


Water quality and biodiversity are promoted and erosion decreases when wetlands are created. They are also valuable for recreation and outdoor activities.



The amount of amphibians was greatly reduced during the 1900s when the landscape was drained. With wetlands now re-created they get a chance to return. The smaller water-salamander is found in several of the Tullstorps streams new wetlands.

**Caring for habitats and fish**

Fine areas of fast flowing water were destroyed when clearing out the ditches in the watercourse. Some of these areas can be recreated by placing stones and gravel in the stream and provide a positive environment for the insect life and for the sea trout which wander up the stream. The trout are dependent on the gravel for spawning and growing large enough before migrating to the sea where they reach their full size.




Sea trout menu: mayflies, caddisflies, freshwater staples, chironomid larvae.



Spawning sea trout

Newly hatched trout dig themselves out of the gravel.




A river that is unrestored

**Levelling the banks and planting trees**

Digging out the banks gives the stream a wider, flatter and more natural appearance. The result of this is that the water can flow more freely and the risk of flooding and erosion decreases. An additional effect is that more habitats are created in and around the watercourse. Tree planting is another important action to enhance the insect and animal life in the watercourse and to provide higher levels of oxygen in the water. In addition to this the shade from the trees restrains the amount of undergrowth which in its turn diminishes the need for clearing out the stream.

**Tree Planting**

Planting of trees is another important measure that contributes to the wildlife in the river, as well as to higher oxygen content in the water. Shade from trees inhibits the growth of vegetation, which reduces the need for clearing and maintenance considerably.



Edge sanding in one step



Lemon spotted White-faced Darter

**The Tullstorps Stream Project flows on**


In 2009, The Tullstorps stream project created a holistic approach to manage a 30km long stream. It would regain its old, more winding path and numerous wetlands would be built. It was a pilot project with potential to inspire and guide others.

And they have succeeded! In 2014, 5 years later, sunlight glistens on the surfaces of more than 30 newly constructed wetlands. The river flows smoothly and meander through the countryside, surrounded by a green buffer zone of grass, shrubs and trees.

You can already see results in water quality, as an example. The Water Framework Directive classification has improved from bad to moderate. In other words, more and more plants and animals are thriving in and around the Tullstorps stream.

**Ripple effect**

The Tullstorps stream provides a blue and green path through otherwise inaccessible arable fields. It creates opportunities for outdoor recreation and tourism. The plans are to create an information and visitor center, where people can learn more about the wildlife, geology and cultural history of the surrounding area.



Shelducks

**Re-meandering**

The shape and form of water courses have been altered dramatically in order to enhance agriculture production. As an effect, many valuable habitats and their functions have been lost. By constructing a meandering water course, a natural variation rich in micro habitats can be recreated. The meandering also contributes to less erosion and reduced transport of nutrients.

**Flooding areas**

Many water courses in farming landscapes are characterised by rapid flows, surrounding erosion and transport of large quantities of nutrients. These problems can be mitigated if the water course is allowed to flood low-lying, surrounding areas. The flooded areas can then become productive grazing areas and harbour valuable flora and fauna.



Swallow

**Project information**

The Tullstorps Stream Project is unique in that it is operated by an association of which all landowners along the stream are members. The project takes a holistic approach to the entire 6300 ha catchment area. One of the overall goals is to reduce the amount of nutrient's flowing into the Baltic Sea. By creating around 50 wetlands in catchment area of the Tullstorps Stream and restoring the water environment of the stream the targets are to:

- decrease the addition of nutrients to the Baltic Sea with 80 tonnes/year of nitrogen with 2.1 tonnes/year of phosphorus
- mitigate erosion and flooding
- reduce the need for clearing out the stream
- recreate a valuable fish community
- promote biodiversity
- improve cultivation and land yield
- attain good water status according to the Water Framework Directive


Tullstorpsån Ekonomisk Förening  
Support the association, pay 50 SEK to bank giro 397-0936 and you will be a member.

If you want to learn more:  
[www.tullstorpsan.se](http://www.tullstorpsan.se)

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Printing: Exaktaprinting, 2014



**The Tullstorps Stream Project**  
from source to recipient



A unique restoration project

**Welcome to the Tullstorps stream!**

In a long-term environmental project ancient wetlands along the Tullstorps stream are being restored, from the source at Alstad to Skateholm.

The project aims to capture nitrogen and phosphorus from farmland, thus preventing it from reaching the sea, whilst reducing the need for maintenance and helping to address flooding problems.

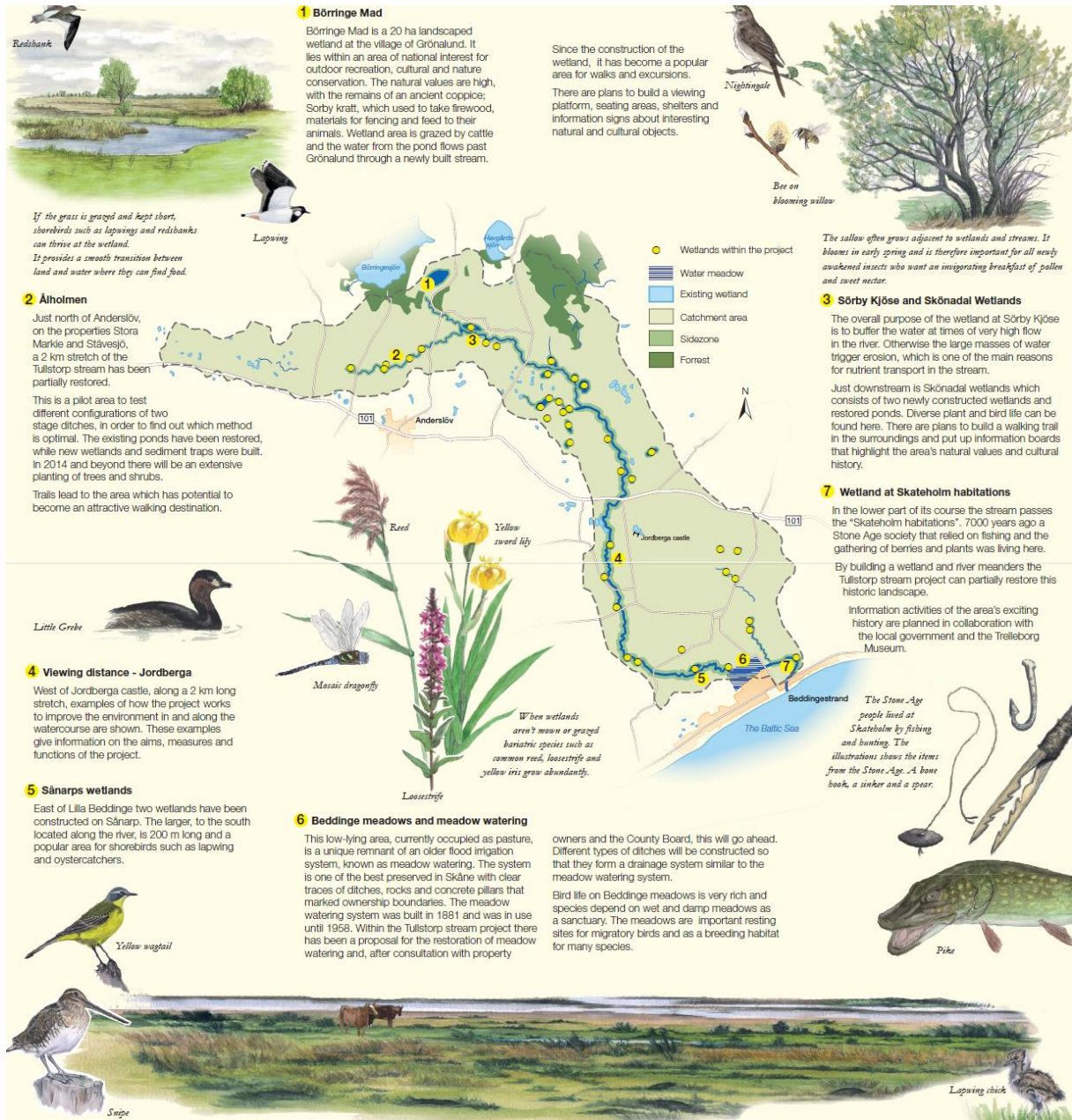
Additionally, erosion is reduced, valuable fish communities are recreated, biological diversity is increased whilst recreation and outdoor activities are encouraged.

If you want to see how it looks you are welcome to our viewing position at Jordberga, where illustrated information boards are also located.

**Facts about the Tullstorps stream:**

Catchment area: 63 km<sup>2</sup>  
Length: 30 km  
Nitrogen Transport: 250 tons / year  
Phosphorus Transport: 4 tons / year  
Status Class: Moderate (Water Framework Directive)  
Number of properties: around 150 along the watercourse





**1 Böringe Mad**  
Böringe Mad is a 20 ha landscaped wetland at the village of Grönlund. It lies within an area of national interest for outdoor recreation, cultural and nature conservation. The natural values are high, with the remains of an ancient coppice; Sörby kraft, which used to take firewood, materials for fencing and feed to their animals. Wetland area is grazed by cattle and the water from the pond flows past Grönlund through a newly built stream.

Since the construction of the wetland, it has become a popular area for walks and excursions. There are plans to build a viewing platform, seating areas, shelters and information signs about interesting natural and cultural objects.

**2 Åhölmen**  
Just north of Anderslöv, on the properties Stora Markie and Ståvesjö, a 2 km stretch of the Tullstorp stream has been partially restored. This is a pilot area to test different configurations of two stage ditches, in order to find out which method is optimal. The existing ponds have been restored, while new wetlands and sediment traps were built. In 2014 and beyond there will be an extensive planting of trees and shrubs. Trails lead to the area which has potential to become an attractive walking destination.

**3 Sörby Kjöse and Sköndal Wetlands**  
The overall purpose of the wetland at Sörby Kjöse is to buffer the water at times of very high flow in the river. Otherwise the large masses of water trigger erosion, which is one of the main reasons for nutrient transport in the stream. Just downstream is Sköndal wetlands which consists of two newly constructed wetlands and restored ponds. Diverse plant and bird life can be found here. There are plans to build a walking trail in the surroundings and put up information boards that highlight the area's natural values and cultural history.

**4 Viewing distance - Jordberga**  
West of Jordberga castle, along a 2 km long stretch, examples of how the project works to improve the environment in and along the watercourse are shown. These examples give information on the aims, measures and functions of the project.

**5 Sånarps wetlands**  
East of Lilla Beddinge two wetlands have been constructed on Sånarp. The larger, to the south located along the river, is 200 m long and a popular area for shorebirds such as lapwing and oystercatchers.

**6 Beddinge meadows and meadow watering**  
This low-lying area, currently occupied as pasture, is a unique remnant of an older flood irrigation system, known as meadow watering. The system is one of the best preserved in Skåne with clear traces of ditches, rocks and concrete pillars that marked ownership boundaries. The meadow watering system was built in 1881 and was in use until 1958. Within the Tullstorp stream project there has been a proposal for the restoration of meadow watering and, after consultation with property owners and the County Board, this will go ahead. Different types of ditches will be constructed so that they form a drainage system similar to the meadow watering system. Bird life on Beddinge meadows is very rich and species depend on wet and damp meadows as a sanctuary. The meadows are important resting sites for migratory birds and as a breeding habitat for many species.

**7 Wetland at Skateholm habitations**  
In the lower part of its course the stream passes the "Skateholm habitations", 7000 years ago a Stone Age society that relied on fishing and the gathering of berries and plants was living here. By building a wetland and river meanders the Tullstorp stream project can partially restore this historic landscape. Information activities of the area's exciting history are planned in collaboration with the local government and the Trelleborg Museum.

*When wetlands aren't mown or grazed herbatic species such as common reed, loosestrife and yellow iris grow abundantly.*

*The Stone Age people lived at Skateholm by fishing and hunting. The illustrations shows the items from the Stone Age. A bone hook, a sinker and a spear.*



## Appendix 2. Summary success factors and challenges

Summary of selected chapters in the Swedish Board of Agriculture report no 2013:31:

*Miljöåtgärder i samverkan-strategier för att inspirera till miljöåtgärder i jordbruket*

*(Collaborative agri-environmental measures-strategies for inspiration).*

*Summary made by Emma Svensson and Sofi Sundin, Baltic Compact, with assistance of Magnus Ljung.*

### Success factors

Collaborative efforts aimed at motivating environment measures can be analysed from several different perspectives or system levels e.g. external preconditions, internal factors, processes and activities. It is important that the different system levels are considered, since the reason why some projects succeed and others fail may have different reasons. Success or failure may have to do with external conditions e.g. available resources, competences, legal restrictions, traditions, culture and/or it may have to do with internal conditions e.g. the way you organize the work, allocate resources, and establish relations between the stakeholders. It may also have to do with what you do, if you carry out the "right" or "wrong" activities or processes. Various activities can either support or hinder collaboration between stakeholders. Some of the most vital aspects noted in the study are presented below.

#### External success factors

- **Start-up funding.** A collaborative effort normally requires some form of start-up funding to be able to create and maintain an arena, a process facilitator and necessary administrative functions. Without this financial security it is likely that needed efforts to get started become too complex to realise.
- **Coordinator of collaborative efforts.** It is a success factor that someone(s) with knowledge about collaborative learning is coordinating the initial work, builds relationships and formulates the initial ambitions. It is an advantage if this coordinator has some kind of authority among participants in the initial phase.
- **Well-defined roles, mandates and financial boundaries.**
- Willingness from local actors to **use private resources**, might it be manpower or money (directly and indirectly)
- **Suitable geographical scale:** the geographical scale is adapted to the stakeholder's shared identity, knowledge needs and the nature of the environmental problem. If the geographical area is too large it often leads to that the representatives are involved,



rather than the actual practitioners. This can lead to that the local knowledge to some extent get lost and that the representatives are not able to give enough feedback to the local groups.

- **Right amount and balance of stakeholders involved.**
- **Enthusiasts.** Enthusiasts are often needed and appreciated in a project. They keep up the pace and encourage the other stakeholders. There is, on the other hand, a risk that the processes needed for a good collaboration fade if the enthusiasts disappear.

## Internal factors and processes

### *Internal success factors*

- **Conscious process design and competent process facilitation**
- Formalized **agreements between stakeholders** that lasts for a **longer time span**
- **Clarity about mandates and responsibilities** of each stakeholder and the collaborative group as a whole **Continuous discussion about missing or marginalized perspectives** e.g. is any stakeholder missing in the **constellation that can** affect the understanding and/or result
- Initial **focus on win-win solutions** that benefits the local scale
- Room for **experimentation** and trial and error
- That the **stakeholders are aware of other ongoing processes** within and outside the project which might affect the outcome of the work.
- **Keep apart the questions** regarding who should take which action from the issue of environmental quality and who is to blame for its current physical / biological status. That is, do not involve the allocation of liability or symbolic punishment in action planning.
- **External support** in the form of for instance experts in different subject areas (if necessary)

### *Processes*

- Collaboration results to a greater extent in concrete changes if there is **trust between the stakeholders.**
- Collaboration that leads to a greater **sense of justice** motivates and engages to continued activity.



- Collaboration efforts should put **participation in focus** as participants prepared to participate in the development process often contribute to achieving what was agreed upon.
- Collaboration depends on that the participants have a **constructive approach** to each other, on the importance of conversation, the ability to make change etc.
- Collaboration is based on an **open and honest decision making**, where the way one makes decisions must be understood and accepted by all relevant stakeholders. This is so that the work will have legitimacy and lead to commitments under both the implementation period and in the continued management
- Collaborative efforts should **put learning at the fore** and highlight the different learning levels simultaneously: learning about the subject matter, learning about methods used, about each other, and by reflecting developing one's own thinking etc.
- Collaboration yields better results if there is a **willingness of participants to share their expertise, experiences, and values**; this enables a more balanced decision making.
- The collaborative process (f.i., a project) should, in one way or another, work through at least the following steps:
  - situation analysis
  - defining targets
  - action planning
  - implementation
  - monitoring

This should be done systematically and based on the participants' different perspectives.

- Conflicts of interest and potential **conflicts are taken care of** as part of the collaborative process.
- The process **strengthens social identity** among the actors involved, i.e. the outcome of the collaboration is perceived as identity strengthening and gives pride for the place you live in and what is done.
- A more creative and innovative process is developed if there is a **forum for informal conversations** and if the **access to information is good**





- Collaborative efforts results more often in feasible proposals and more sustainable use of natural resources if the process creates a better **understanding of the larger context** e.g. how different approaches can be designed and applied
- It is more successful if **realistic expectations** are set, especially with regard to the time it takes to build social relationships, managing conflicts of interest and to reach agreements.

## Challenges

This report describes five challenges. Of course there are many more obstacles and pitfalls but these are challenges that might be seen as universal. If handled right these challenges become success factors.

### Access to arena for high quality meeting

Arena for interaction and learning must suit all participants. There is a need for platforms that enables horizontal interaction and collaboration. This is when stakeholders from f.i., the same geographical area e.g. farmers, landowners can meet. An arena for vertical interaction is different and is where agencies, farmers and other stakeholders can meet. In Sweden we are generally better in creating horizontal platforms, compared to the vertical ones. Several of the projects analysed in this report have been good at both.

### Time span and resources

Many projects have too short time span to be able to finalize identified measures and for interactions and to building bridges between stakeholders. There is also not enough money and not enough resources. There are several different perspectives on "time" to consider in a project: Technical, economical, social and ecological time. This is about understanding that different processes have different time frames. For instance, building trust takes more time than economic transactions, while at the same time goes faster than many ecological processes. To be able to manage different time frames simultaneously, one must have political endurance and courage. Several of the projects analysed in this report have been running for a long time and with a clear goal on different levels.

### Process facilitation

There is often a lack of personnel working with collaborative approaches when they are most needed. Such processes could for example be; how to find a way to reach a common goal, how to make people interact or how to work under uncertain conditions. The focus for a process facilitator is on relations, interactions, learning, and methods used. It is also



important for the process facilitator to focus on the participation and involvement of stakeholders and that they can influence the project for real (a project manager work more strictly with goal achievement, budget, technical time, although sometimes the same person can work as both project manager and process facilitator). Some of the projects analysed in this report lack process facilitation while others have understood the importance of this specific competence.

### **Procedural consensus**

Procedural consensus means that all involved have agreed on the organisation and that the mandate and responsibilities of each stakeholder and the relations between them are clear from the very beginning. This helps building trust between the stakeholders. Trust gives more motivation and creativity among the participants. This also makes it easier to handle conflicts that may arise during the project. Since this is so called soft issues it can be difficult to motivate result-oriented participants to work with these aspects, especially when it comes to funding and short time results. In many projects the focus is therefor on (physical) results and not so much on the organisation and relations. The most successful projects in this report managed to create a positive development of trust and faith between the stakeholders over time, which in turn resulted in both feasible and desirable measures.

### **Real participation**

Within the environmental field the importance of real participation is often underestimated. A result of this is a strong expert orientation. Real participation is when all stakeholders can speak freely, are respected for their knowledge, experience and values and that they actually can influence the outcome of the discussions. Participation is nor the same as being part of a final decision, neither participating in a meeting. Rather, there must be a real chance to influence the results over time, and through a joint learning process. This is also why it is very important that the agenda or the decisions are not set in advance (leading to pseudo-participation). The result from this study is that the projects have worked consciously and hard with real participation, for example they build on farmer's perspective and needs as a starting point for discussion and situation analysis.



## Appendix 3. Summary of recommendations

Summary of selected chapters in the Swedish Board of Agriculture report no 2013:31:

*Miljöåtgärder i samverkan-strategier för att inspirera till miljöåtgärder i jordbruket*

*(Collaborative agri-environmental measures-strategies for inspiration).*

*Summary made by Emma Svensson and Sofi Sundin, Baltic Compact, with assistance of Magnus Ljung.*

### Recommendations

#### Inventory and planning phase

It is recommended that the agencies take particular responsibility for the inventory and planning phase of the collaboration processes. In this phase the foundation for further work is laid out and it is important that this is done with such broad and integrated perspective as possible. The work includes an analysis of the collaboration potential and preliminary identification of stakeholders. This may e.g. be done by acquiring a better knowledge of the potential collaboration partners (needs, motives, mandates, alternative strategies for action) and trying to create more trust between them, as well as ensuring long-term commitment, financing and a realistic timetable.

Initially it is important to establish the idea of collaboration to significant stakeholders so that they together create adequate and reasonable expectations among the participants. This includes conveying a common message and carefully think through the first meeting with the desired stakeholders and what expectations that there can be created.

The regional agencies have a key role in (at least initially) organizing the arenas where actors can meet to discuss the needs for collaboration and collaboration potential. As a public body, the authorities have a particularly important role in leading venues for collaboration processes when issues that might lead to conflicts are in focus. An official venue may be perceived as neutral ground. It is also important that there is no hidden agenda and that all the stakeholders are considered equal and respected for their knowledge.

In process facilitation, one often argues that planning is half the job. A plan for the work is needed at an early stage as well as an idea of how the different activities will build on each other, so that progress is made. Collaboration is not about creating pleasant meetings but to learn, develop, innovate and act. For this, a clear pedagogical idea is of essence, hence the importance of having internal collaboration skills.

The reasons behind importance of the agencies lead role in the planning and inventory phase is that national and regional authorities have a special responsibility to take a holistic



approach to environmental and agricultural issues (partly based on the expertise they have internally, and together with other agencies, and partly due to the fact that they often deal with a larger geographical scale).

To do this it is important that the authorities define what their role should be in different collaborative efforts, as they possess many competences (process facilitation skills, administrative skills, subject-related expertise etc.) that may be needed in collaborative process.

Furthermore it is recommended that:

- each county administrative board is asked to appoint a coordinator of collaborative efforts, firstly to coordinate the internal work between different areas of responsibility, and secondly to identify and initiate external collaborative efforts. The corresponding function should also be requested from national agencies. A coordinator of collaborative efforts has unique expertise in collaboration work in the own organization.
- agencies, but also private and non-profit organizations, should put greater emphasis on establishing internal collaboration skills. Over time, these organizations should make themselves less dependent on external consultants to manage collaboration issues.
- agencies are recommended to place particular emphasis on creating internal structures and processes and to build the internal knowledge and competence around collaboration .
- both regional and national agencies, compile fields or activities that are suitable for collaboration in the new rural development programme.

### Process design and supporting structures

When the collaboration process will be designed in more detail, it is important to remain aware of what is the very glue of any collaboration process: relationships, communication and learning. Crucial are the principles of participation, continuity, and holistic view of the collaborative process:

- The principle of participation: A starting point is that the participants are involved in creating the situation analysis, the future scenarios and the list of actions to be done. This is nothing that should be created in advance as a factsheet! The participants' knowledge must be



recognized and part of the process. How to accomplish this is above all a matter of how we choose to meet.

- The principle of continuity: To focus on step-by step learning and to highlight what progress you are doing is of great importance. In a collaborative process it is also important to show how the various activities fit together in a comprehensive and conscious process design.
- The principle of holistic view: This means to be aware of the boundaries in the discussions, that is, what we choose to include and exclude respectively. It is also to be aware of how different levels and parts of the project are related. Holistic view is created by the questions we choose to ask. That is, what we choose to talk about. A process facilitator has, in this respect, a great power to set the questions that controls the direction of the conversation. All measures that can minimize threshold effects in terms of new collaborative initiatives, especially at the local level, are beneficial. It should therefore be investigated what administrative procedures and targeted financial incentives that can and should be developed to support such development.

It is recommended that:

- a guide will be developed which describes in detail the phases, themes and issues that stakeholders in central position should ask themselves in order to develop a, for each collaborative initiative unique, process design. All process management must be task and problem-oriented so there is not a question of developing an approach which will be followed categorically, but rather to provide tools so that planning will not miss essential aspects.
- a set of methods (best practices) will be developed, that briefly describes the tools that can be used by a coordinator of collaborative efforts and/or process facilitator in the four key phases of most collaborative efforts :
  - SWOT or situation analysis- where we are today and why are we here?
  - Definition of future scenario- what is a desirable and feasible future?
  - Identification of alternatives for action-what do we want to do to improve the situation?
  - Implementation of actions- what is possible to do, who does what and when to do it?



- the national and regional agencies develop administrative routines that simplify the administration for stakeholders who wish to collaborate. This may involve, for example coordinated and equitable management of multiple individual applications or to target support to efforts that make the greatest environmental benefit even within a collaborative effort.
- the national and regional agencies develop economic incentives that motivate participants to initiate and participate in collaboration initiatives, especially where issues relating to green infrastructure, water quality, landscape, cultural heritage elements, etc. are in focus.

## Process facilitation, monitoring and evaluation

It is recommended that:

- agencies take responsibility for developing a method or standard for quality assurance of process facilitation. This is important since the stakeholder's interaction is seen as a key factor for success in achieving national environmental targets and large sums are spent on initiating, planning and financing collaboration. Quality assurance of process management involves ensuring that there is good potential for successful management of collaborative initiatives in the organization. What such quality assurance should look like is important to discuss within each organization. General aspects which are important for the quality assurance of the process management is ‘
  - competence (including educational background and process management training)
  - clear division of responsibilities and roles in the organization,
  - resources for development (to enable experimenting),
  - access to checklists and best practice methodology,
  - established routines,
  - participation in professional networks ,
  - general contextual understanding and reputational capital, both internally and externally.



At the same time, experience shows that successful process facilitation to a great extent is person-dependent; the individual's personal qualities and communication skills are central when he/she acts as facilitator in meetings with other people. The toolbox, or methods, which the process facilitator uses is of course important, but cannot solve other, more basic problems that may arise in process facilitation.

It is recommended that:

- support is given to the development of peer learning communities among both process facilitators and coordinators of collaborative efforts, so that networks for exchange of experiences can be developed. Process facilitation refers to the ability of creating conditions for people to act, in an often complex and uncertain situation when it comes to discussions and decision-making. However, the process facilitator cannot make the collaborative work unless the stakeholders want it to happen. The challenges that are considered the most difficult to overcome in the process facilitation concerns the balance between being proactive and allowing participants to control the pace of development, how to avoid liability shift, and how to create incentives for the group to continue when external factors put a spanner in the works (financing available, new priorities in policies, etc.). Here there may be reason to create and support the development of learning communities between process facilitators.
- the national authorities develop a method or adapt existing methods for monitoring and evaluation of collaboration. An evaluation model must take into account many different aspects to be able to reliably determine what it is that makes a certain collaborative initiative work while others did not (despite the similar conditions). Assessment and monitoring of collaboration initiatives is crucial. Within this area there are good reasons to also consider alternative methods as for example ongoing research and formative assessment (that is when the evaluator is integrated in the project that is being evaluated).

