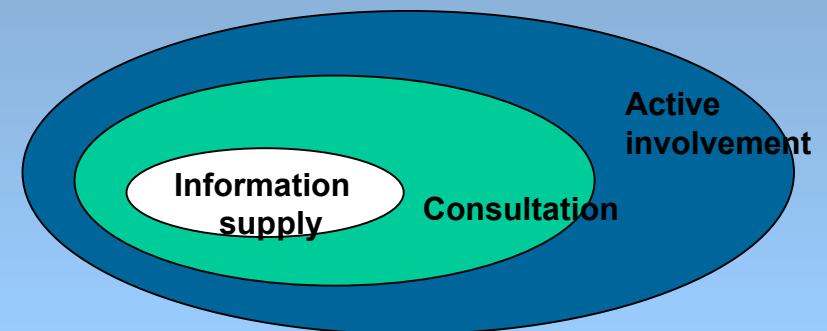
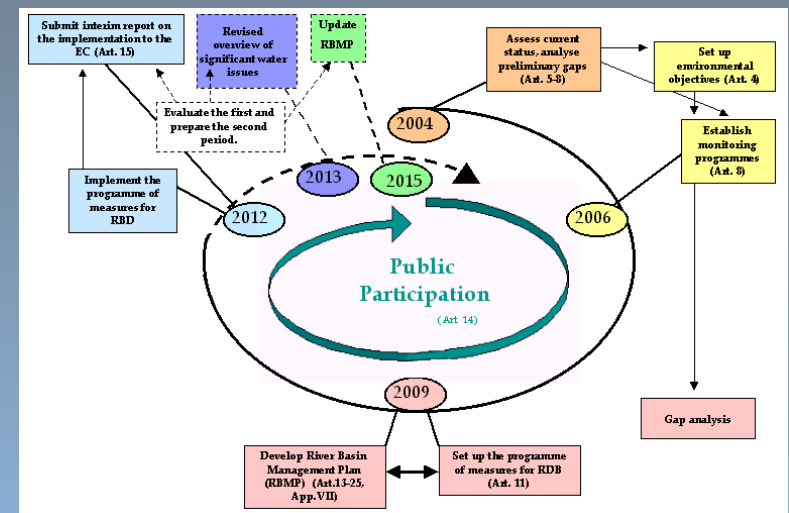
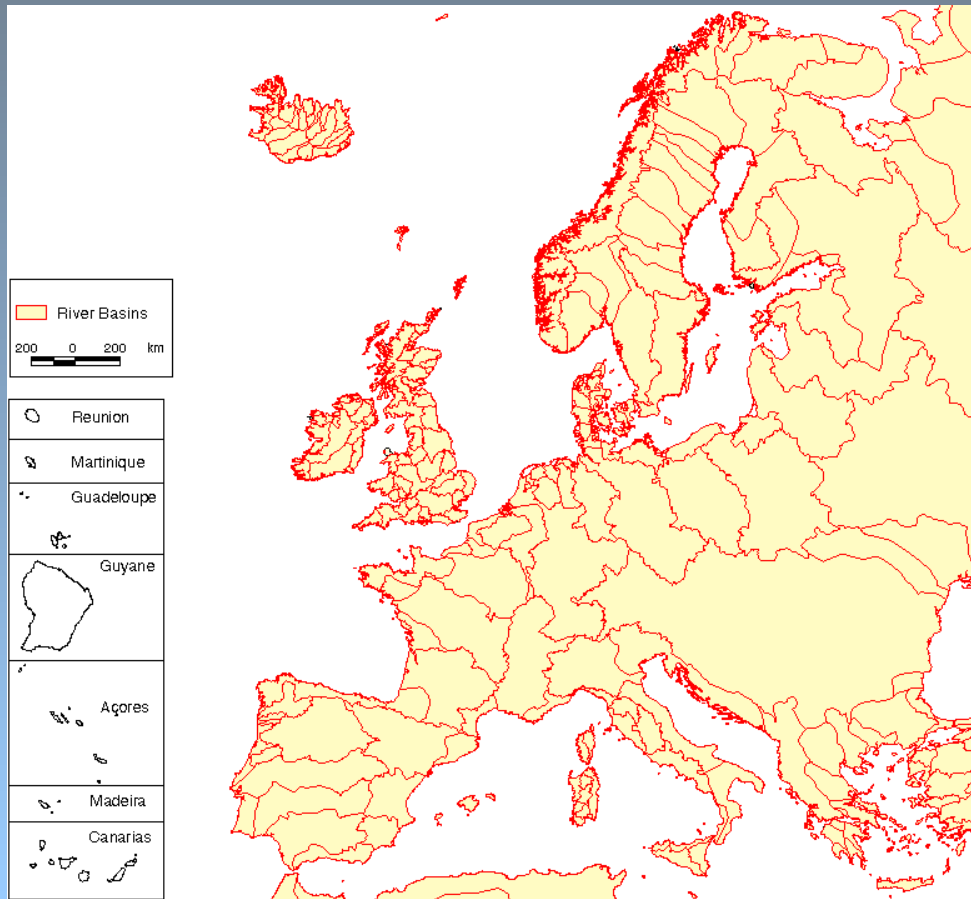




# Common Strategy for the Implementation of the Water Framework Directive

## Project 2.9 Guidance on best practices in river basin planning





### Introduction

#### Common Strategy for the Implementation of the WFD

- Complexity and challenges of the WFD.
- Common understanding and approach.
- 10 projects and working groups: development of guidance documents.
- Water Directors – Strategic Co-ordination Group.
- Working Groups: European Commission, Member States, candidate countries, stakeholders (NGOs, users, experts, etc.)
- Project 2.9: Guidance on best practices in river basin planning  
– lead: Spain.



## Introduction

### Project 2.9

- **River basin management plans: main element and tool for the application of the WFD.**
- **Issues in the WFD related to the river basin management plans:**
  - **Identification of river basins and designation of river basin districts and competent authorities (Article 3 and Annex IV).**
  - **Preparation of river basin management plans (Article 13 and Annex VII).**
  - **Establishment of a programme of measures at the river basin district level (Article 11 and Annex VI).**
  - **Public participation (Article 14).**



### Introduction

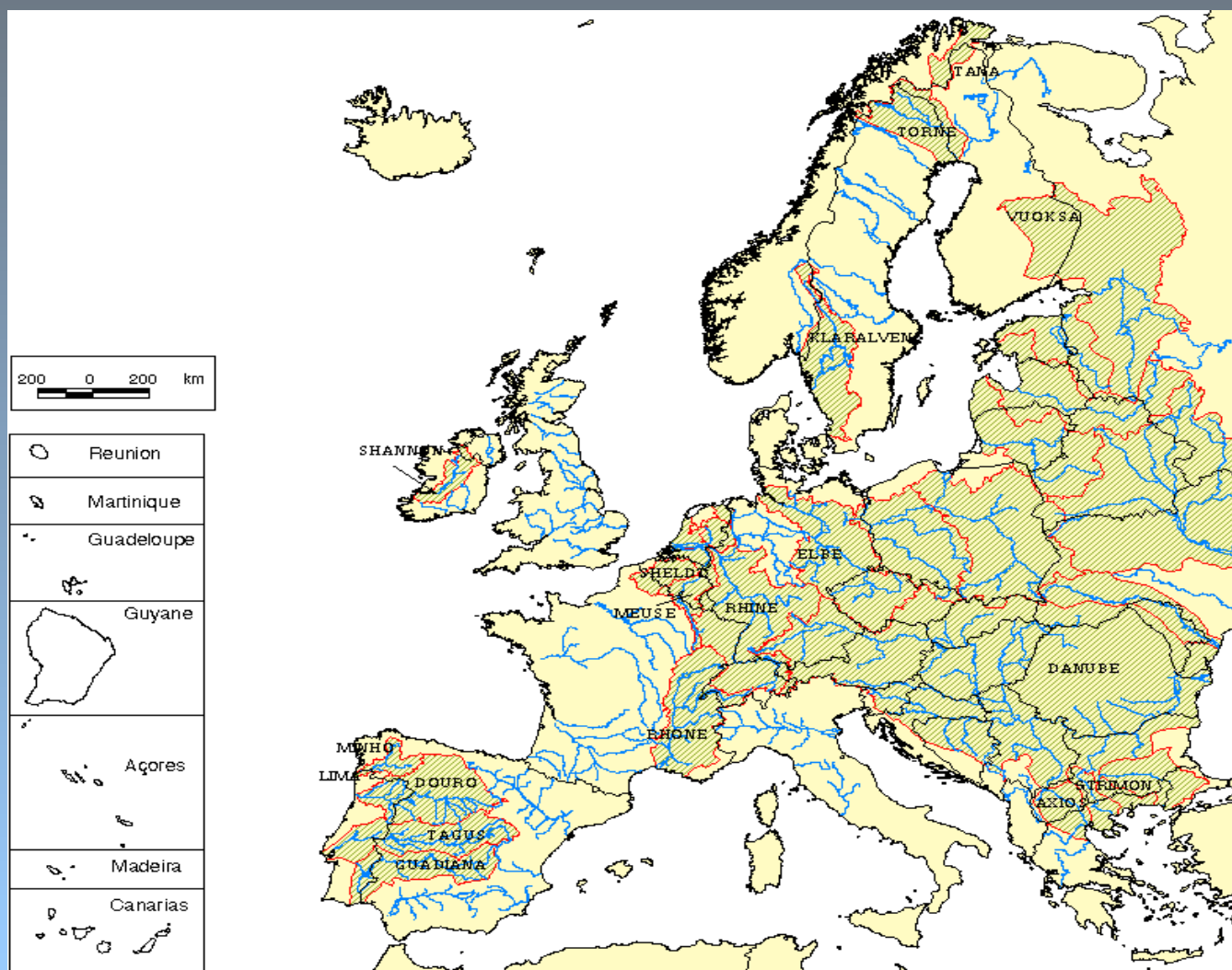
#### Project 2.9 – Guidances developed

- **Guidance on the identification of river basin districts.**
- **Guidance on public participation.**
- **Guidance on the planning process.**
- **In progress: Manual on integrated river basin management planning (“cluster” group, lead: France/Spain).**



# Guidance on best practices in river basin planning

## Guidance on the identification of river basin districts





### Guidance on the identification of river basin districts

#### Common understanding and associated issues and criteria

- **First delimitation:**
  - Definition of river basin limits.
  - Definition of main aquifers.
- **Rationalising the topographical and geological delimitation:**
  - Joining of small basins.
  - Assignment of shared aquifers.
  - Definition and assignment of coastal waters.
- **Designation of international river basin districts.**
- **Designation of competent authorities.**

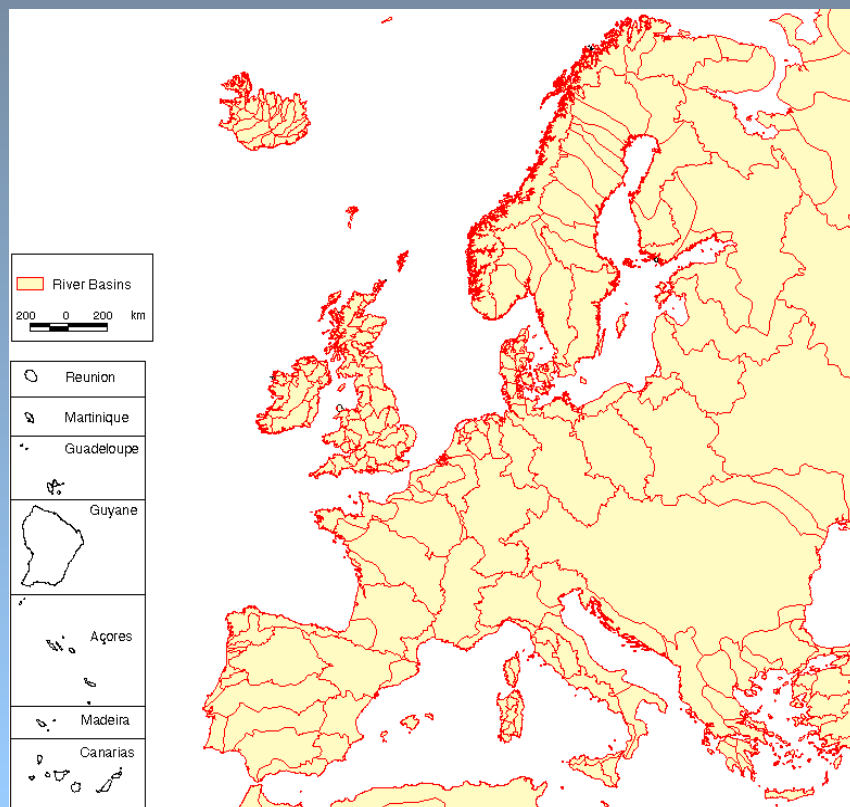


# Guidance on best practices in river basin planning

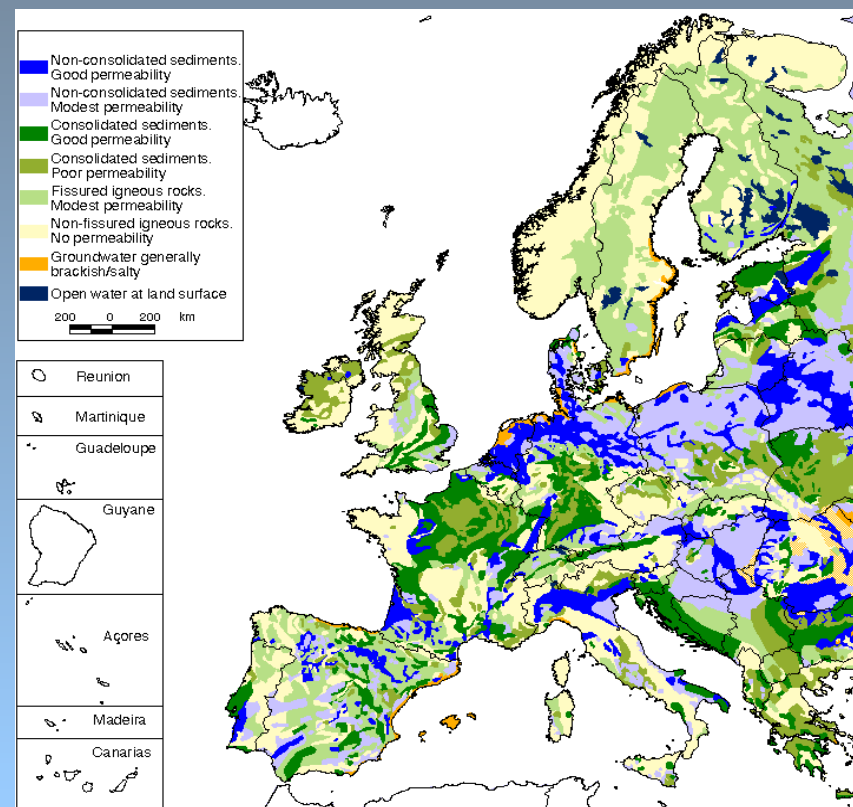
## Guidance on the identification of river basin districts

### Delimitation of river basins

#### Definition of river basin limits



#### Definition of main aquifers







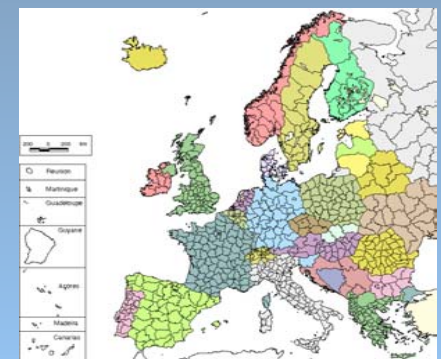
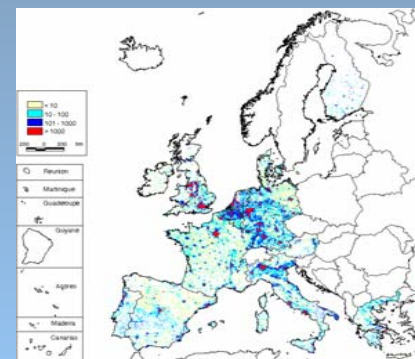
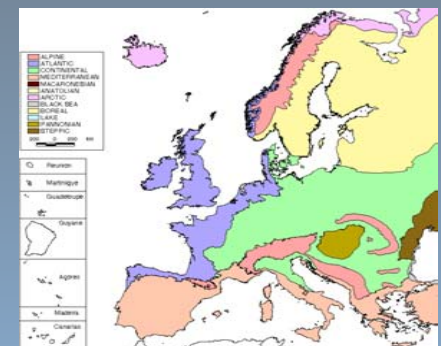
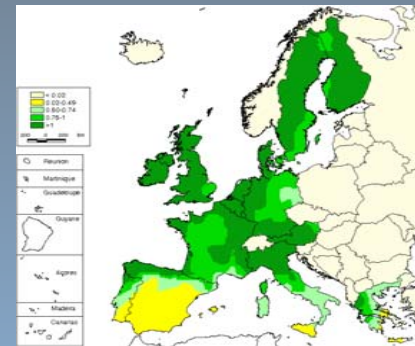
# Guidance on best practices in river basin planning

## Guidance on the identification of river basin districts

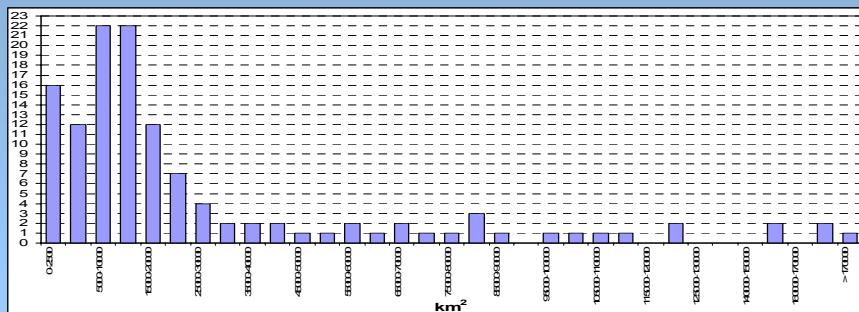
### Joining of small river basins

#### Criteria:

- Climatic
- Environmental
- Socio-economic
- Administrative



#### What is a small river basin?

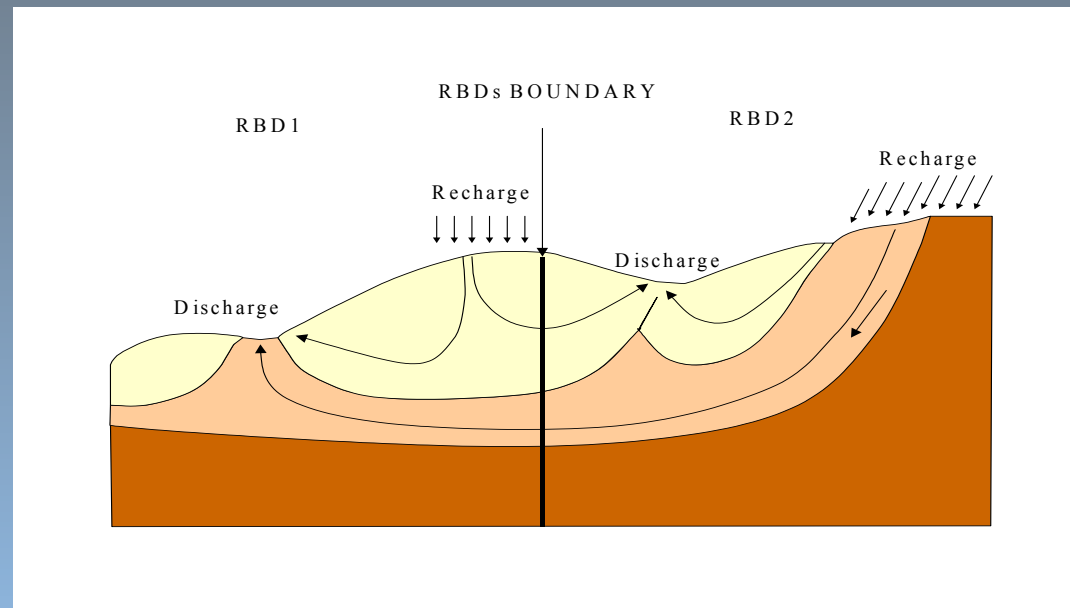






## Guidance on the identification of river basin districts

### Assignment of shared aquifers



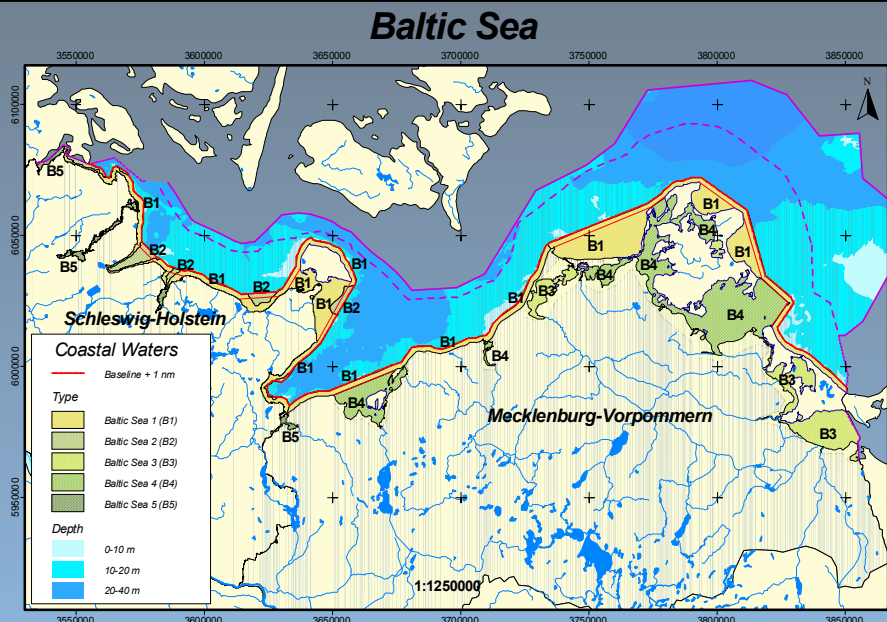
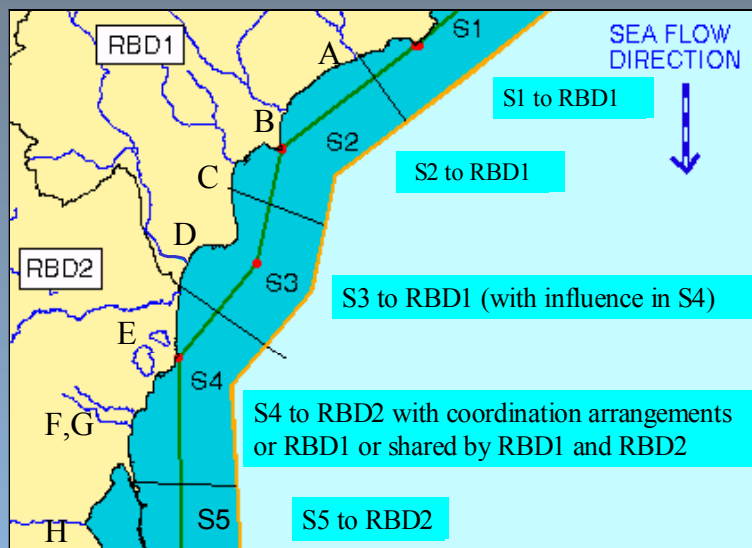
#### Criteria:

- Environmental aspects.
- Pressures and impacts.
- Water resources (recharge and discharge areas).
- Surface area of the aquifer in each RBD.



## Guidance on the identification of river basin districts

### Assignment of coastal waters



### Criteria:

- Simple geometrical delimitation with co-ordination.
- Definition of polluted plumes and assignment to the pollutant district or sharing between the two.



## Guidance on best practices in river basin planning



### Guidance on the identification of river basin districts

#### Designation of international RBDs

- **Compulsory designation**
- **Multilateral agreements**
- **Bilateral agreements**
- **Cases of the Rhine and the Danube**



### Guidance on the identification of river basin districts

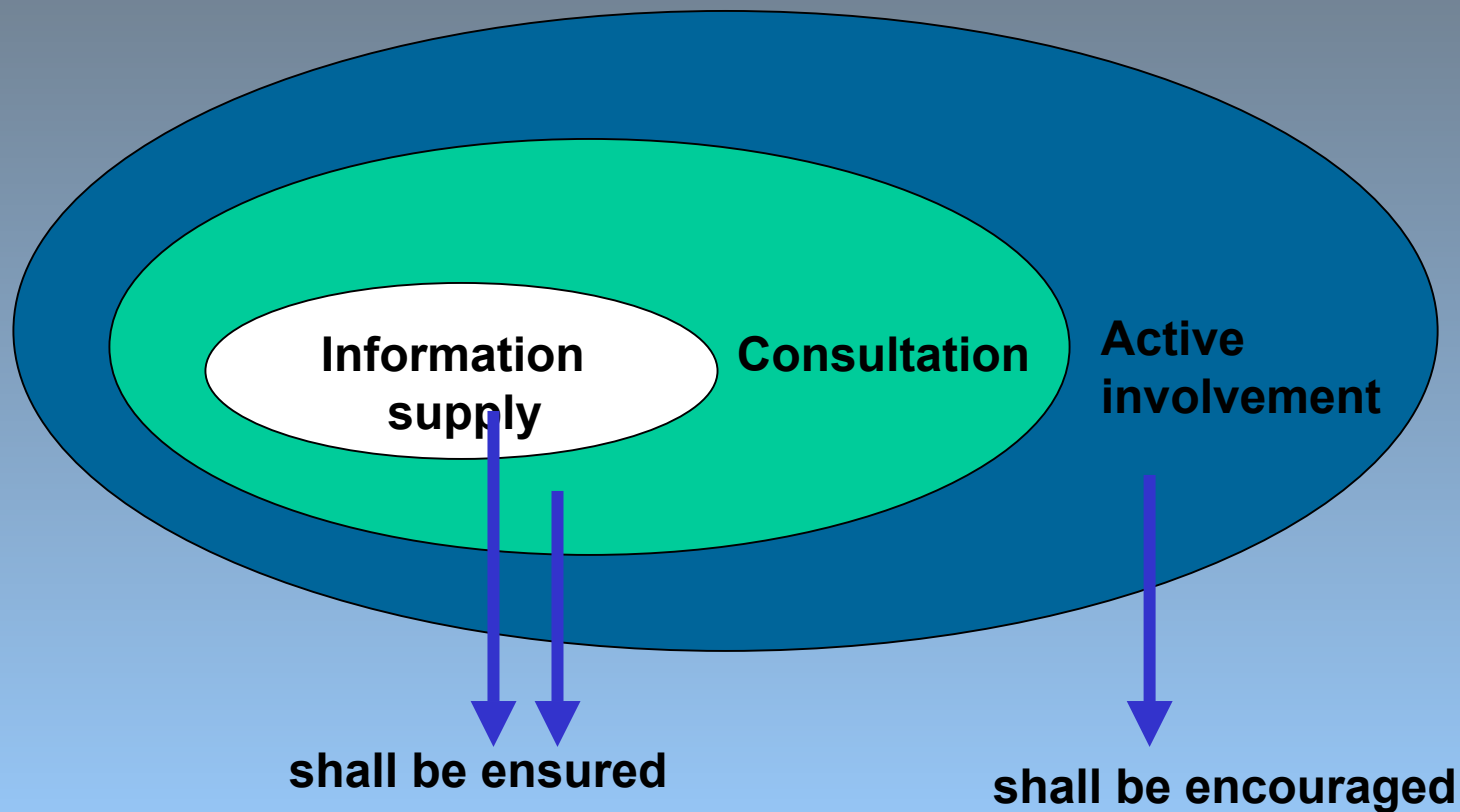
#### Designation of competent authorities

- **Compulsory designation in 2003.**
- **Functions to cover:**
  - Planning and implementation**
  - Monitoring**
  - Public participation**
  - Reporting**
  - Penalties**
- **Ecosystems to cover:**
  - Water**
  - Terrestrial**
  - Wetlands.**
- **Single authority or co-ordination agreements.**



# Guidance on best practices in river basin planning

## Guidance on public participation





### Guidance on public participation

#### Aims of public participation

- Ensure an effective application and the achievement of the goals of the WFD
- Involvement of public in order to avoid:
  - Potential conflicts.
  - Management problems.
  - Additional costs.



### Guidance on public participation

#### Benefits of public participation

- Increased public awareness of water and environmental issues.
- Making use of knowledge, experience and initiatives of stakeholders.
- Public acceptance, commitment and support to the planning process.
- More transparent decision-making.
- Social learning and exchange of experience.
- Less litigation, misunderstandings, delays, etc.





### Guidance on public participation

#### Levels of public participation

- **Information supply.**
- **Consultation.**
- **Participation in the development and implementation of plans.**
- **Shared decision-making.**
- **Self-determination.**



### Guidance on public participation

#### Stakeholder selection

- **Relation to the water management issues concerned.**
- **Scale and context at which they act and who they represent.**
- **Their involvement (user, victim, stakeholder, expert and executer of measures).**
- **Capacity for engagement.**
- **Political, social, environmental context.**



## Guidance on public participation

### Stakeholder typology

- **Professionals.**
- **Authorities, elected people.**
- **Local groups, non-professional organized entities.**
- **Individual citizens, farmers and companies.**

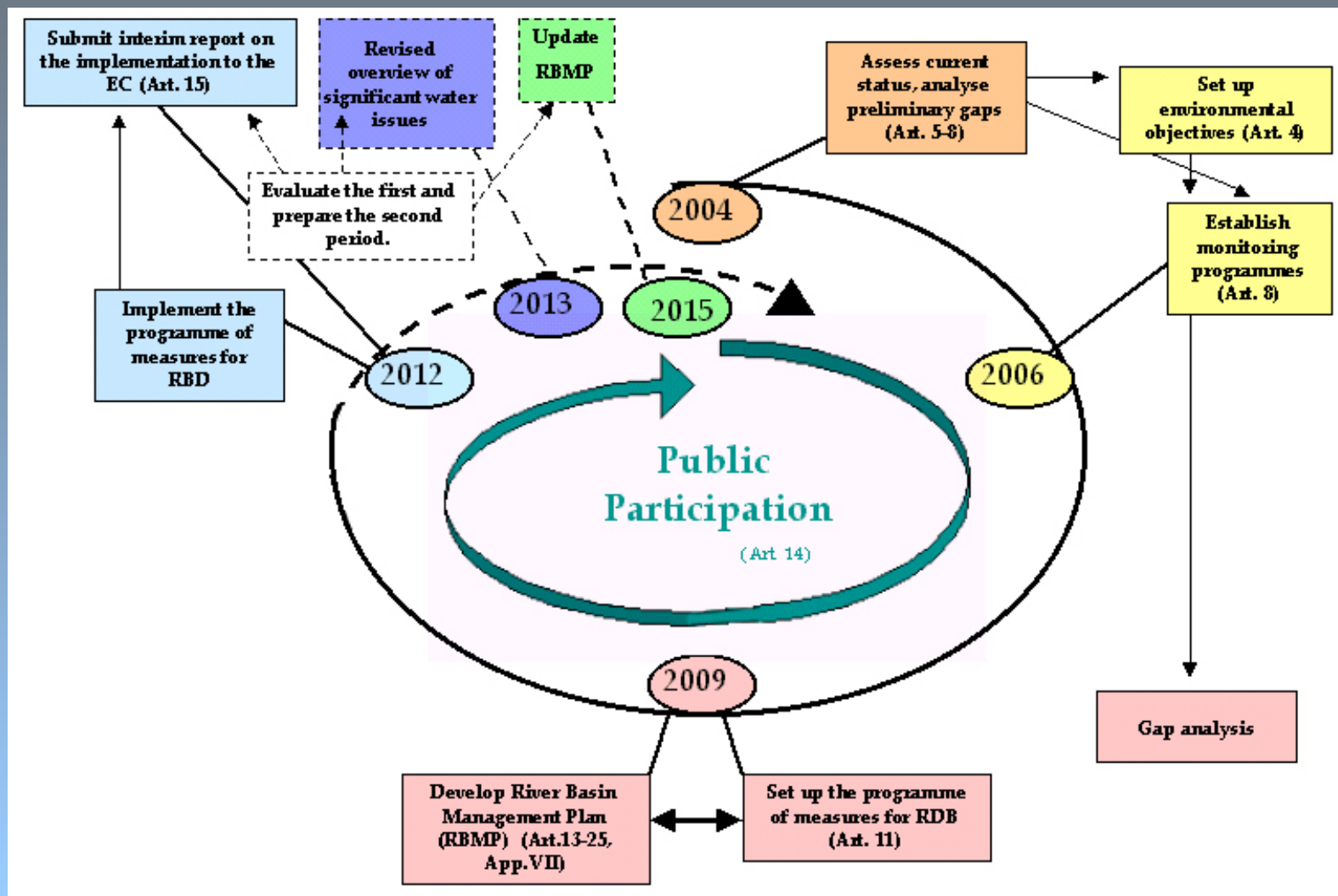


## Guidance on public participation

### Organisation of public participation

- **Stakeholder inventory.**
- **Participation models to apply in each stage.**
- **Definition of areas of decision.**
- **Definition of responsibilities and tasks.**
- **Establishment of consultative committees.**
- **Development of a Communication Plan.**

## Guidance on the planning process





## Guidance on the planning process

### Rationale

- River basin management plans (RBMP):
  - Main element for the application of the WFD
  - Main tool to achieve good ecological status in all water bodies
  - Main reporting mechanism to the EC and to the public
- Explicit requirement: one integrated RBMP for each RBD, even international (Article 13)
- Detailed analysis: characteristics; pressures and impacts of human activities; economic analysis of water use.
- Programme of measures.
- Monitor implementation and revise measures.



### Guidance on the planning process

#### Problems and difficulties in the planning process

- Complexity of the WFD and its implementation.
- Numerous interdependent tasks.
- Urgency regarding the first deadlines.
- Involvement of numerous working groups, institutions, stakeholders.
- Integration of several levels : European, national and districts, working groups.

#### HENCE:

- Necessity to have a common reference among institutions and stakeholders.





## Guidance on the planning process

### Objectives

- Create a common understanding with regard to planning process in the WFD.
- Provide guidelines for the implementation tasks and stages of river basin management planning.
- Provide recommendations and experiences for an operational planning process.
- Explain how to organise the planning process: what?, who?, when?

### NOT:

- Specific technical elements of the planning process (other Working Groups).



## Guidance on the planning process

### Scope

- The concept of water planning and the planning process (Section 3).
- Good practices in water planning (Section 4).
- Requirements in the WFD for the planning process (Section 5).
- General overview and flowchart of the planning process (Section 6):
  - Legally binding deadlines of the WFD.
  - The 1st planning cycle and the main components of the planning process.
  - Detailed overall flowchart for the 1st planning cycle (3 levels: main components, implementation steps, implementation tasks).



### Guidance on the planning process

#### The legally binding deadlines of the Water Framework Directive

- Exhaustive listing of all deadlines quoted in the WFD (tasks, reporting, related articles).
- Legally binding deadlines for Member States:
  - 40 deadlines for the period 2003-2027.
  - 30 deadlines for the 1st planning cycle (2003-2015).
  - 12 reporting deadlines (to the EC).
- Legally binding deadlines for the European Commission (reports, intercalibration, repealing of directives, new regulations, etc.):
  - 25 deadlines.



## Guidance on the planning process

## Legally binding deadlines for Member States (2003-2004)

[illegible]



# Guidance on best practices in river basin planning

## Guidance on the planning process

### Legally binding deadlines for Member States (2006-2007)

Action/ Member States	Article	2002	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27
In absence of EC agreement MS shall establish appropriate criteria for strategies to prevent and control groundwater pollution	17.4																										
The EC and MS shall complete the intercalibration exercise.	Annex V 1.4.1 (viii)																										
Programmes for monitoring of surface water status, groundwater status and protected areas shall be operational. <i>Unless otherwise specified in the legislation concerned.</i>	8.2																										
For Public information and consultation about the RBMP, MS make available for comments a timetable and work programme for the production of the RBMP  <i>(three years before the beginning of the period to which the plan refers. MS shall allow at least six months to comment on those documents)</i>	14.1a																										
Review of the designation of HMWB	4.3																										
In absence of EC agreement:  MS establish environmental quality standards for priority substances and controls on the principal sources.	16.8																										
Submission of summary reports of  monitoring programmes according to Art.8 (surface water status, groundwater status and protected areas) undertaken for the purposes of the first RBMP	15.2																										
For Public information and consultation about the RBMP, MS make available for comments an overview of significant water management issues  <i>(two years before the beginning of the period to which the plan refers. MS shall allow at least six months to comment on those documents)</i>	14.1b																										



22.03.2007



## Guidance on the planning process

## Legally binding deadlines for Member States (2008-2010)

[illegible]



## Legally binding deadlines for Member States (2012-2015)

[illegible]





# Guidance on best practices in river basin planning

## Guidance on the planning process

### Legally binding deadlines for Member States (2017-2021)

Action/ Member States	Article	2002	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27
Revised measures established under an updated programme of measures shall be made operational.	11.8																										
Submission of interim report describing progress in implementation of the planned programme of measures under Art.13	15.3																	*									
Review and update of analyses and reviews mentioned in Art 5.1:																											
- Establishment of characteristics of the River Basin District																											
- Review of the environmental impact of human activity																											
- Economic Analysis of water use																											
Cessation or phasing out of priority hazardous substances	16.6																										
Environmental objectives to be achieved; (first extended deadline)																											
good surface water status																											
good ecological potential and good surface water chemical status for heavily modified waters (HMWB/AWB)																											
good groundwater status																											
compliance with any standards and objectives for Protected Areas																											
Review and update of programme of measures for RBD.	11.8																										
Review and update of the RBMP	13.7																										

22.12.2018

22.12.2019

See footnote

22.12.2021



# Guidance on best practices in river basin planning

## Guidance on the planning process

### Legally binding deadlines for Member States (2017-2021)

Action/ Member States	Article	2002	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27
Revised measures established under an updated programme of measures shall be made operational.	11.8																										
Review and update of analyses and reviews mentioned in Art 5.1:	16.6																										
- Establishment of characteristics of the River Basin District																											
- Review of the environmental impact of human activity																											
- Economic Analysis of water use																											
Environmental objectives to be achieved; (second extended deadline)	4.1																										
good surface water status																											
good ecological potential and good surface water chemical status for heavily modified waters (HMWB/AWB)																											
good groundwater status																											
compliance with any standards and objectives for Protected Areas																											

22.12.2025



22.12.2027





# Guidance on best practices in river basin planning

## Guidance on the planning process

### Legally binding deadlines for the European Commission (2003-2006)

Action/ European Comission	Article	2002	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27
For issues which can not be dealt with at MS-level, the MS may report and make recommendations to the EC. The EC shall respond within 6 months.	12.2																										
Presentation of a proposal for strategies to prevent and control groundwater pollution.	17.1																										
Submission of proposals by the EC for emission controls for point sources and environmental quality standards.	16.8																										
Presentation to the Committee (Art. 21) of an indicative plan of measures having an impact on water legislation which it intends to propose in the near future. <i>(once a year after 2002)</i>	19.1																										
Preparation of a draft register of sites to form the intercalibration network which may be adapted in accordance with the procedures laid down in article 21.	Annex V 1.4.1 (vii)																										
Review of adopted list of priority substances	16.4																										
The final register of sites (for intercalibration) shall be established and published by the EC.	Annex V 1.4.1 (vii)																										
Completing the intercalibration exercise together with the MS.	Annex V 1.4.1 (viii)																										
Publication of the results of the intercalibration exercise and the values established for the MS monitoring system classifications.	Annex V 1.4.1 (ix)																										
Submission of proposals by the EC for emission controls for point sources and environmental quality standards.	16.8																										
Publication of a report on progress in implementation of analyses according to Art.5 based on summary reports of MS under Art. 15.2:	18.3																										



22.06.2006



## Guidance on the planning process

## Legally binding deadlines for the European Commission (2007-2021)

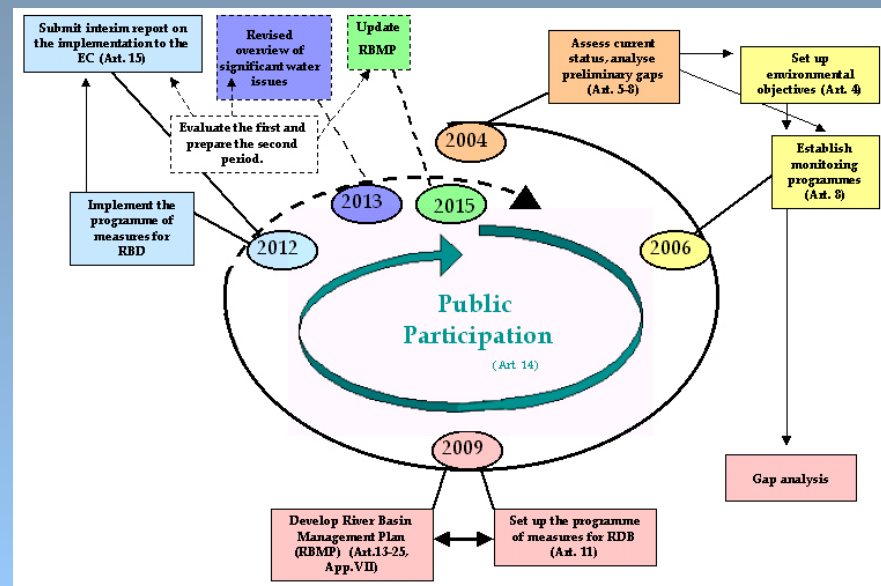
[illegible]



## Guidance on the planning process

### The first planning cycle and main components of the planning process

1. Setting the scene (2003).
2. Assessment of the current status and analysis of preliminary gaps (2004).
3. Setting up of the environmental objectives (2006).
4. Establishment of monitoring programmes (2006).
5. Gap analysis (2009).
6. Setting up of the programme of measures (2009).
7. Development river basin management plans (2009).
8. Implementation of the programmes of measures and prepare the interim report on the implementation (2012).
9. Evaluation the first and the second period (2012-2015).
10. Information and consultation of the public, active involvement of interested parties (ongoing).





### Guidance on the planning process

#### Flowcharts: why to use them?

- Identify all tasks and steps or stages to be included.
- Assess their duration and the organisational level at which they should be carried out.
- Build up a sequencing plan of these tasks and stages, compatible with both the technical preparatory constraints and the requirements of the directive.
- Identify the critical path for project scheduling and resources allocation.
- Identify the bottlenecks of the process.



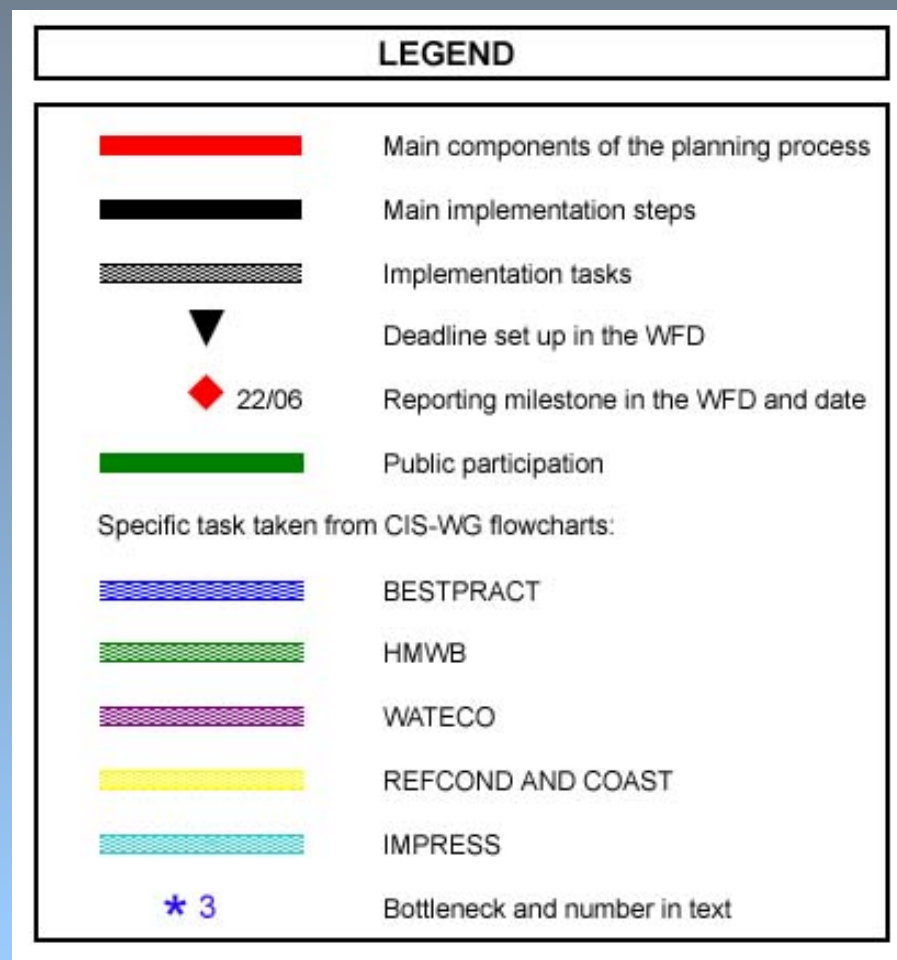
## Guidance on the planning process

### Overall flowchart for the planning process

- Overall flowchart structured into 3 levels.

- Development using the Microsoft Project software.

- 10 components, 35 implementation steps and 120 specific tasks.







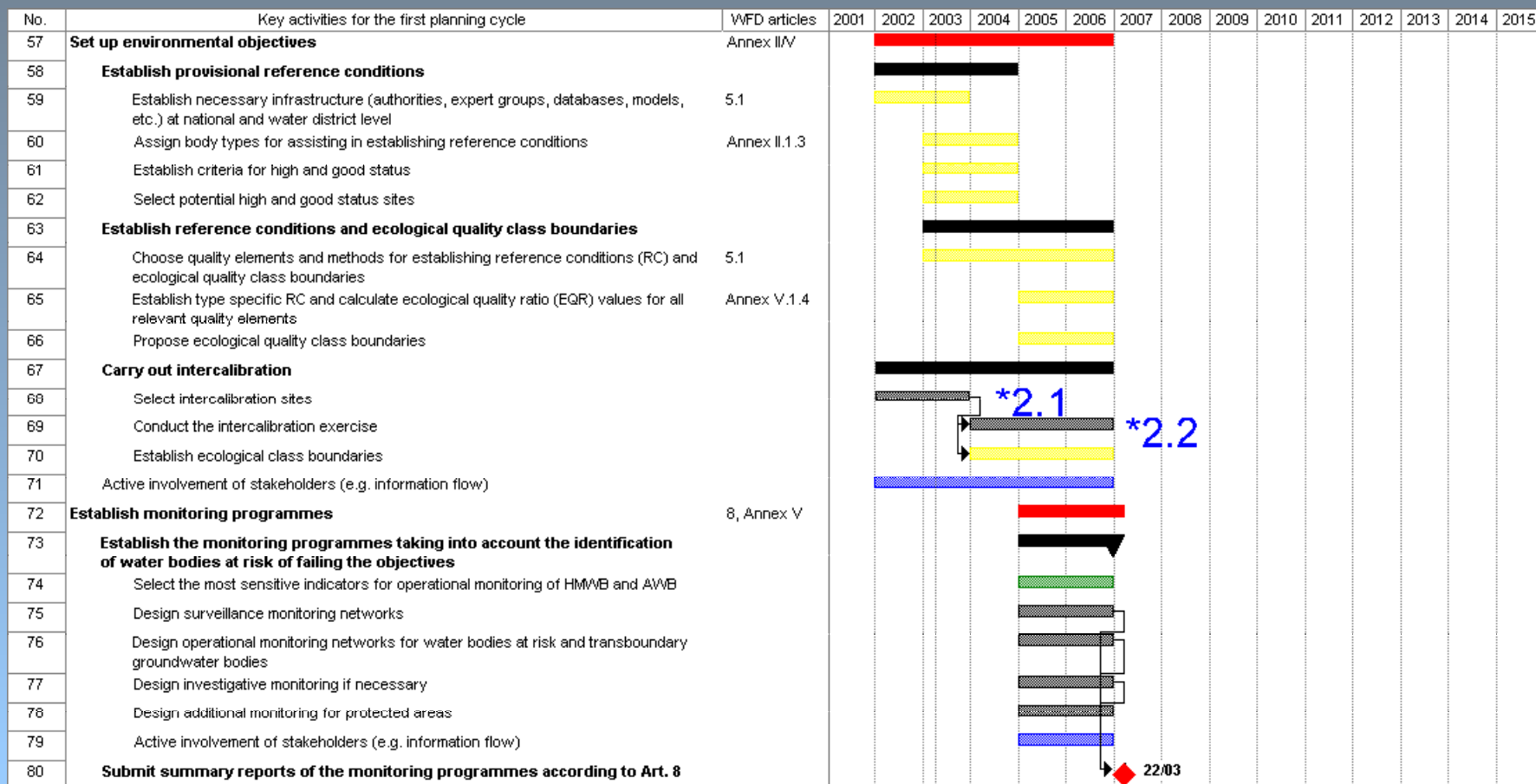
[illegible]



# Guidance on best practices in river basin planning

## Guidance on the planning process

### Overall flowchart for the planning process – Environmental objectives (2002-2006) and monitoring programmes (2004-2006)







## Guidance on the planning process

## Overall flowchart for the planning process – Programme of measures (2005-2009)





# Guidance on best practices in river basin planning

## Guidance on the planning process

### Overall flowchart for the planning process – River basin management plans (2006-2009)

No.	Key activities for the first planning cycle	WFD articles	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015
116	<b>Develop river basin management plans</b>	<b>13, Annex VII</b>															
117	Active involvement of stakeholders (e.g. workshops, inventory of key issues, expert sessions and field observations)																
118	<b>Prepare and consult the timetable and work programme for the production of the RBMP</b>																
119	Publish and make available to the public a timetable and a work programme for the production of the RBMP	14.1.a															
120	Allow a period of at least six months for comments by the public																
121	<b>Provide an interim overview of significant water management issues</b>	<b>14.1.b</b>															
122	Publish and make available for comments to the public an interim overview of the significant water management issues identified in the RBs																
123	Allow a period of at least six months for comments by the public																
124	<b>Complete the draft river basin management plans and make it available for comments to the public</b>	<b>14.1.c</b>															
125	Complete the draft river basin plans																
126	Allow a period of at least six months for comments by the public																
127	<b>Produce a summary of the programme of measures</b>																
129	<b>Finalise and publish river basin management plans</b>	<b>13.6</b>															
130	Summary of public information and consultation measures taken, results and changes to the plan made as a consequence																
131	Active involvement of stakeholders to ensure a continuation of PP after the normal consultation period																
132	Finalise and publish river basin management plans																
133	<b>Send copies of the river basin management plans to the EC</b>	<b>15</b>															

3.1

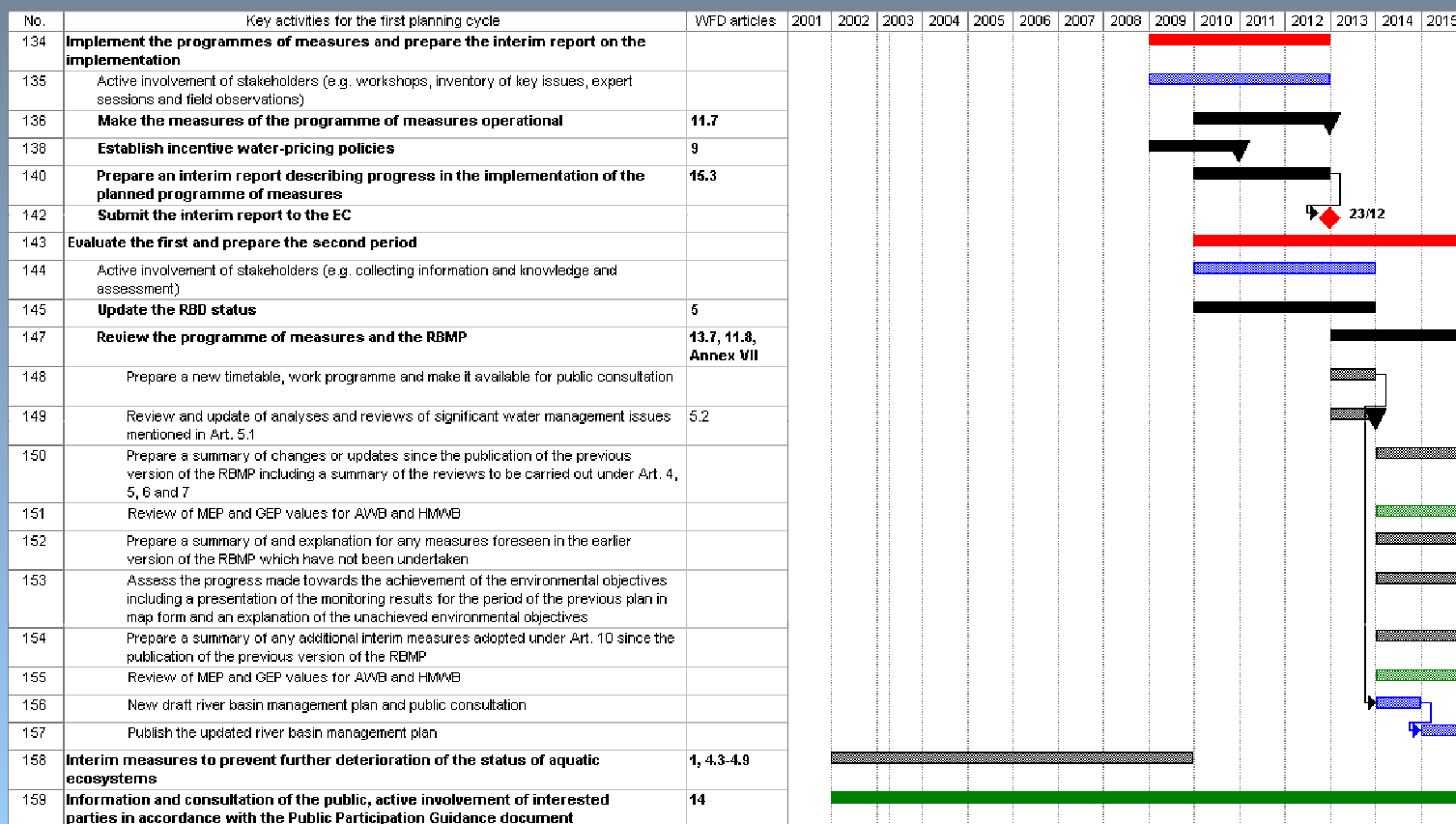
22/03



# Guidance on best practices in river basin planning

## Guidance on the planning process

### Overall flowchart for the planning process – Implementation (2009-2012) and evaluation (2012-2015)





### Guidance on the planning process

#### Main bottlenecks in the planning process

- **Bottleneck: incongruities between official deadline requirements and the practical approach for the implementation of a task/activity (timing-related problems).**
- **Specific or local bottlenecks are not dealt with for the moment.**
- **Three main issues/deadlines:**
  1. **Objectives to be achieved in 2015 are unclear: difficulty to determine water bodies at risk to fail the environmental quality objectives (gap analysis) and measures to be taken before 2004.**
  2. **Data availability: the monitoring programme will not be in place before 2007. Insufficient information for pressure and impact analysis, reference conditions, ecological class boundaries, HMWB, etc.**
  3. **Publication of the draft River Basin Management Plan in order to allow for comments by public in 2008. Available time practically reduced by 1 year.**





# Guidance on best practices in river basin planning

## Guidance on the planning process

### Bottleneck 1: Gap analysis: assessment of the likelihood that water bodies will fail to meet the environmental objectives

Related to 2015 objectives and data availability

Key activities	2002	2003	2004	2005	2006	2007	2008	2009	2010
<b>Characterisation</b>									
<b>Pressures and impacts analysis</b>									
> Set the thresholds for the significance of pressures									
> Identify significant pressures and their causes (activities)									
> Assess the impacts of these pressures (translate the analysis of pressures into an analysis of impacts, assessing the vulnerability of water body to impact from the identified pressures)									
<b>Provisional identification of water bodies at risk of failing to meet WFD objectives</b>									
> Take forward the analysis by exploring changes in activities and pressures anticipated in the period to 2015 (translate the current state of pressures into a forecast state of pressures (2015) using a baseline scenario) <b>[WG WATECO]</b>									
> Translate the forecast analysis of pressures into a forecast of impacts									
> Identify gaps in water status between the forecast situation and the 2015 WFD objectives									
> Provisionally identify the waterbodies at risk of failing to meet the WFD objectives									
> If failure is likely, review derogations that may be applicable (less stringent objectives, time report, ...)									
<b>Report on RBD Characterisation</b>									
<b>Further characterisation</b>									
For surface water bodies being at risk of failing to achieve the objectives, the process should continue to further characterisation									

#### Look out!

- need for a definition of significant pressures;
- need for translation between pressures and impacts;
- need for baseline scenario

#### Bottleneck 1:

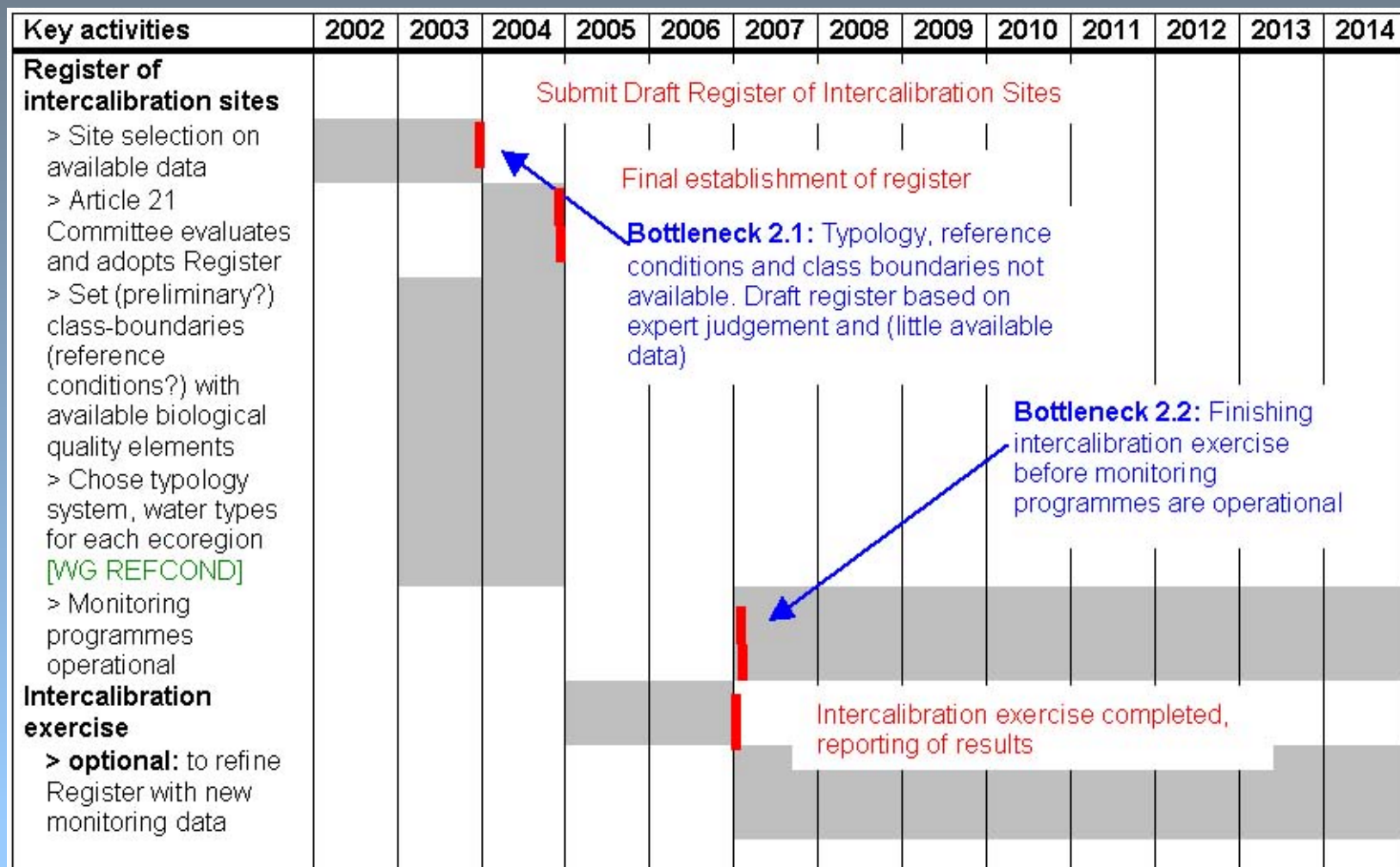
Need to know the 2015 objectives

Report on RBD characterisation



## Guidance on the planning process

## Bottleneck 2: Intercalibration





## Guidance on the planning process

### Bottleneck 3: RBMP and public participation

Key activities	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012
<b>Public Participation</b> <ul style="list-style-type: none"> <li>&gt; Consultation on timetable and work programme for the production of RBMP</li> <li>&gt; Six months to comment on timetable and work programme</li> <li>&gt; Consultation on an overview of significant water management issues</li> <li>&gt; Six months to comment on overview of significant water issues</li> <li>&gt; Consultation on a draft copy of RBMP</li> <li>&gt; Six months to comment on draft copy of RBMP</li> <li>&gt; Active Involvement shall be encouraged</li> <li>&gt; Access to background documents and information</li> </ul>											

**Bottleneck 3.1:** Pressed time schedule for assessing comments and reviewing document



### Guidance on the planning process

#### Recommendations on the preparation and use of flowchart

- Overall flowchart: starting point for a more detailed management project at the RBD or RB level (strongly recommended).
- Prepare specific guidelines at the national/RBD level based on the flowcharts, containing: reference to WFD and national legislation; approach, methods and tools to be used; reference to the CIS guidance documents; available materials and data; specific activities to be carried out by the responsible entities; requirements concerning reporting.
- Provide a more detailed breakdown of Level 3 tasks based on CIS guidance documents at the RBD level (responsible entity/ies, deadlines, coordination).
- Begin most activities as early as possible and correct deficiencies: iterative process, “parallel” scheduling.
- Be aware that reporting is often required late in the process (as part of RBMP) but the related tasks have to be implemented earlier, e.g. results of the monitoring programmes to be reported only in 2009 but certain data are needed before even 2004.
- Ensure follow up and coordination (between national RBDs, national and international RBDs, national parts of international RBDs).