

# Multiple understandings of the Cairngorms National Park: What should the Park deliver and for whom?

Kirsty Blackstock

With thanks to Rachel Dilley, Hamish Trench & Gavin Miles

## Research projects

- **Governance of Spatial Planning**
  - Development and implementation of the Cairngorms National Park Plan (2006 - 2011)
  - Working with CNPA, focussing on 3 topics
- **Synergies in Multi-scale Inter-Linkages of Eco-social systems (Smile)**
  - Modelling sustainable development trade-offs via flows of materials, money, people & land (2009 – 2012)
  - Comparative research across EU27 & case studies

- Governance of Spatial Planning
  - Evaluation as ongoing process of social learning
  - Evolution through time from multiple perspectives
  - Combination of published data; participant observation of meetings and individual views
- SMILE
  - Analysis of system
  - *Metrics of system performance & trade-offs*
  - *Utility of tools to policy makers*

# A concept



**Not.....**



# A Partnership



## The range of partners who helped implement the Cairngorms National Park Plan during 2007-2008.

- Aberdeenshire Council
- Aberdeenshire Rural Housing Enabler
- Angus Council
- Association of Cairngorms Communities and all the Community Councils and Community Associations in the National Park
- Aviemore & Cairngorms Destination Management Organisation
- British Geological Survey
- Cairngorms Chamber of Commerce
- Cairngorms Deer Advisory Group
- Cairngorms Farmers Market
- Cairngorms Hostels
- Cairngorms LEADER
- Cairngorms Local Biodiversity Action Plan Project
- Cairngorms National Park Authority
- Cairngorms Water-Vole Project
- Creative Cairngorms
- Crofters Commission
- Dee Catchment Management Partnership
- Deer Commission Scotland
- Deer Management Groups in the Cairngorms
- Forest Research Services
- Forestry Commission Scotland
- Highland and Moray House Builders
- Highland Council
- Highland Foundation for Wildlife
- Highland Housing Alliance
- Highland Small Communities Housing Trust
- Highlands and Islands Enterprise
- Historic Scotland
- Homes for Scotland
- John Muir Trust
- Lantra Scotland
- Macaulay Institute
- Moray Council
- National Farmers Union Scotland
- National Trust for Scotland
- North East Mountain Trust
- North East Scotland Biological Records Centre
- Royal Commission on Ancient & Historic Monuments Scotland
- Royal Deeside Destination Management Organisation
- Royal Society for the Protection of Birds
- Scottish Agricultural Organisation Society
- Scottish Enterprise
- Scottish Environment Protection Agency
- Scottish Federation of Housing Associations
- Scottish Government Housing and Regeneration Directorate
- Scottish Government Rural Payments and Inspections Directorate
- Scottish Natural Heritage
- Scottish Rural Property and Business Association
- Scottish Water
- SportScotland
- The Cairngorms National Park Advisory Forums
- The estates, farmers and other land managers in the Cairngorms National Park - in particular, Alvie & Dalraddy, The Crown Estate Glenlivet, Glen Feshie, Kinweachy, Lynaberack and Rothiemurchus Estates, and those estates who are part of the Caenlochan Glen Section 7 Control Agreement
- The Heather Trust
- UHI Millennium Institute
- VisitScotland
- Wild Scotland

# Cairngorms National Park

National Parks are:

- Unique & precious
- For the nation
- About integration
- An example





# Unique & precious

- Strong theme in CNPP & legislation
  - Natural and Cultural Heritage
- NP under threat?
  - Fragile and rare environments to protect
    - In danger of being loved to death?
    - My special place or our special place?
  - Cultural heritage and rural development
    - Dynamism or preservation?
    - International Scottish icon?

# For the Nation

- National Park to deliver National Performance Framework
  - Plan delivery responds to these indicators
- Ten partners have national remits
  - They deliver for Park, Park delivers for them
- Legislation enshrines enjoyment by public
  - Explicit integration with LRA & access
- CNP Plan principles include Park for All
  - Outreach projects to encourage access



# About Integration

- Spatial Integration
  - Massif & glens to coast
- Policy Integration
  - 42 listed in SEA
- Administrative Integration
  - Delivering SEARS
  - Delivering local outcome agreements



# An example

## Sustainable Development

- **What to deliver**

- CNPP focuses on 3 themes & 7 priorities

- Conserving & enhancing, Living & Working; Enjoying & Understanding
- Biodiversity & landscapes; land management; sustainable deer management; outdoor access; tourism and business; housing; awareness and understanding

- Concerns over excluding some aspects

- Waste, transport, energy, health etc ...

- Scale of Analysis

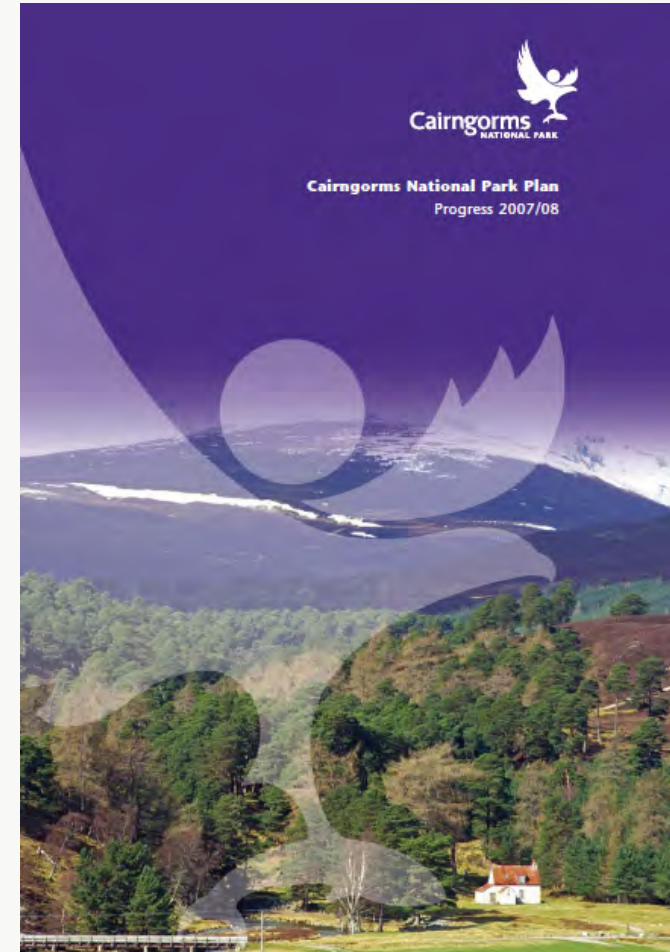
- Footprint of tourism, second home owners etc



Contested  
Term!

## Sustainable Development

- **How** to deliver it
  - Delivered through, not by, CNPA
    - Branding delivery as National Park not individual Partners
  - 3 pillars of policy
    - Tiers of regulation
    - National and Park incentives
    - Education & Dialogue
  - Little direct control
    - CNPA does not own land
    - Scottish Government guidance
- Tensions over who should do it and how to resource it



# Tensions

- If perception of wilderness is important, then how to also encourage development?
- If unique, then can CNP be effective as an example?
- Integration not always possible or desirable – some interests in opposition to others
- Communities of place can be exclusionary – negative perceptions of urban visitors but reliance on tourism and taxes
- Dissipative system – who pays for the Park? Who benefits? How many can we afford?

# Governance

- Whose voices?
  - Organised interests (land management; environmental agencies & NGOs; business; community councils) at DTs and advisory fora
  - Representation of national, regional (local authority) and local interests by CNPA Board
  - Presence v influence ?
- Role of Scottish Government
  - Strategic Review & National Parks Strategy Group
- Mechanisms for deliberation
  - CNP Strategy Group; Advisory Fora; Delivery Teams; *NP conference*

Governance both **solution** and  
**challenge** to delivering  
sustainable and integrated  
rural development

Not limited to National Parks

## To conclude ...

- Experiment in governance for sustainable development of rural Scotland
- Raises questions about:
  - What to sustain? For whom? By whom?
- Need to address these tensions – How?
  - Understand the changes & trade offs using indicators
  - Understand different visions & values using debate
  - Work across scales: National & Park (both communities of interest and communities of place)



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- For further information, contact [k.blackstock@macaulay.ac.uk](mailto:k.blackstock@macaulay.ac.uk)

<http://www.programme3.net/rural/rural38governanceSpacialPlanning.php>  
and <http://www.macaulay.ac.uk/smile/>