



Deliberative Democracy in Water Management: Case Studies, Kraseaw Irrigation and Maintenance Project in Dan Chang District, Suphanburi Province, and Chonlahan Pichitra Irrigation and Maintenance Project in Klong Dan District, Samut Prakarn Province, Thailand

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Abstract

This research covers the process of deliberative policy-making in the context of environmental conflict resolution concerning water resource conflicts in two case study areas in Thailand. Specifically, the objectives of this research were to study the use of deliberative policy processes to reduce water management conflicts in two case study areas, examine ground rules and deliberative indicators for water management, and establish a model for effectively reducing water management conflicts. The research reviews relevant literature on deliberative democracy concepts, and conflict management for water conflict. The study examines administrative sections of the Royal Irrigation Department, under the Ministry of Agriculture and Cooperatives, which have direct responsibilities related to water management, deliberative policy-making processes, and policy stakeholders. Two irrigation project sites were chosen as case studies: 1) the Kraseaw Irrigation and Maintenance Project in Dan Chang District, Suphanburi Province, Thailand, and 2) the Chonlahan Pichitra Irrigation and Maintenance Project in Klong Dan District, Samut Prakarn Province. These two irrigation projects are successful cases of local water management in which deliberative democracy and collaborative governance are used to reduce conflicts in water management.

Deliberative Democracy and deliberative policy-making process have changed their definition from “the water state-centric management” into “people-centric administration” in water management. This is a dynamic learning process within the public space rather than policymaking done by policy analyst technicians.

Keywords

Deliberative Democracy, Water Management, Conflict Resolution, Thailand

Introduction

This research explores the use of the deliberative effective model for water management conflict resolution through two case studies in Thailand. These case studies were selected as representing best practice in the use of deliberative process for water management conflict resolution.

Currently, state officials try to apply efficient water management processes and to work efficiently based on a vague participatory process that integrates all relevant sectors. Section 77 of the 2017 Thai Constitution stipulates:

Prior to the enactment of every law, the State should conduct consultation with stakeholders, analyze any impacts that may occur from the law thoroughly and systematically, and should also disclose the results of the consultation and analysis to the public, and take them into consideration at every stage of the legislative process.

It is understood that the section concerns deliberation and consultation to elicit recommendations from people and the civil society in the course of the legislative process.

As of the deliberative public policy in water management in Thailand demands integrative process from the state policy and the true needs of people. In Thailand, water conflicts can be classified into three types: conflict over water quantity needed for use; conflict of interest from the water resource; and conflict regarding water quality. The problems of water management are not just physical nor solely related to water inadequacy. The problem is inappropriate water allocation or distribution. They have fragmented distribution/ allocation and are holistic or integrated in its policy and the responsible organization about the water management, the problem of the related law enforcement and the problem of the consciousness on the values and the economics of scale in the water uses of various agents and people.

For example, the Irrigation Department is the main agency handling water management for agriculture. Its duties deal with supervising national water resource allocation to allocating water fairly among users for agriculture, industry, electricity generation, transportation, and public consumption. Water resources are divided into those in irrigation areas and those outside irrigation areas, and irrigation laws cover only water within irrigation areas to endorse and to be the tool to fulfill the task of the officials in order to achieve their irrigation objectives and account for the public law but they are the particular laws of irrigation. The Royal Irrigation Department (RID) is supposed to be responsive to people's water use needs, however sometimes their work has negative effects on the people they serves. Thus it is important that the Royal Irrigation Department (RID) create understanding and reduce conflicts among stakeholders while creating positive attitudes, which will ultimately lead to cooperation.

In many water cases, deliberative democracy, deliberative public policy and deliberative discussion can reflect the values of communities and help the people express their concerns and assert their rights regarding social issues. People's voices and rights will turn into political power. Furthermore, not only is the process of deliberative talks the collection of the same interests or benefits from every sector but deliberative talks also profoundly needs to check in aspects by hearing differential viewpoints. Eventually, the hearing turns to be a public judgment. (Yankelovich, 1991)

The deliberative process creates a public domain that is a free space for diversity in order to discuss and identify common goals, relationships, and the state's bond. Furthermore, the effectiveness of the deliberative process could resolve water conflicts such as floods, droughts and water grabbing. The deliberative process could also improve the relationships among conflicting parties and improve the income of communities in conflict areas, helping communities achieve self – reliance by peaceful means.

Literature Review

1. Theoretical Background

Deliberative Democracy focuses on the process of discussions and talks. Even though stakeholders have different viewpoints and priorities, deliberative processes create space for discussion and free exchange of ideas on public policy. This will pave the way to move forward with new policy and reduce policy-related conflict. The deliberative perspective presumes that public problems require engagement and coordination from the entire affected community—individuals, groups, non-profits, businesses, experts, educational institutions, etc.—not just the government. The call for this shift from government to governance has been growing from many different voices (Carcasson & Sprain, 2010).

Deliberative discussion can be an important part of the public policy-making process. In Denmark, the Danish Board of Technology developed a consensus conference approach to have panels of lay citizens and experts deliberate policy issues involving sophisticated technical subject matters and find consensus was presented to the government and political parties for decision-making. The process has been influential in legislation, especially for policies concerning genetic screening and allowance for food irradiation (Goodin, 2012).

The process of public deliberation, particularly deliberative democracy, has been adopted to find solutions for difficult problems in every sector. Thinkers and practitioners of civil politics find that adopting this concept releases their bounded rationality. John Dryzek, an ecological thinker and practitioner, showed that extensive discourses and discussions helping rational policy decision-making related to environment help to avoid pursuit of

personal gains better than liberal democracy and other democratic models (Dryzek cited in Komart Juengsatiansap, 2013, p.58).

Stithorn Thananitchote and Wichuda Sathitporn (2014) explicate a critical model on developing a policy based on the deliberative democracy process with the objectives of 1) to select the people's representatives to enter the process covering the areas and the issues, 2) to organize the deliberative process relying on appropriate and diverse models and participation-building, 3) to run the process with openness and data for well-rounded support with adequacy for decision making, and 4) to adopt the results gained from the deliberative process to tangibly specify the development plans or public policy with the three interested models, which are the process of citizen jury, citizen assemblies, and town meetings.

Deliberative democracy theory implies that the process of deliberation could be in place through the use of various methods seen to be significant to form public choices and alternatives based on reason-centric analysis, including public discussion, public debate (de la Porte & Nanz, 2004), public meetings, citizens panels, and citizens' consultation. Such forums are supposed to be funded by NGOs, government, or private foundations to help citizens to engage in the decision-making process for the sake of maximizing public good (Chambers, 2003, p.316). Chamber also highlights that the main objective of deliberative democracy is to generate legitimate decisions through public participation, urging citizens commitment, cooperation in the decision process, refining mutual understanding between individuals, avoidance of any methods of exclusion and promotes the quality of decisions through discussions (Chambers, 2003, 317).

The deliberative policy process is linked with deliberative democracy. Democratic scholars and development practitioners have agreed that deliberative democracy is the approach needed in the public decision-making processes (Goodin, 2012, p.2). However, questions are raised whether deliberative democracy or public policy are practical and what is the best process to practice them. Who should be involved in this process? For what topics and issues is the tool appropriate? This is because deliberative democracy differs from common politics in terms of core values. That is, deliberative democracy is focused on encouraging people to be concerned with not just only their own gains but on listening to others and learning in order to recognize the needs and priorities of others as part of the search for solutions from problems (Fishkin, 2009).

Moreover, review of international research in this field reveals that deliberative policy is indispensable for creating trust in areas where the state imposes water policy upon localities. In addition, the deliberative policy process balances between power relationships in cases where areas encounter critical conflicts with wide gaps between the stances of disputants and considerable differences in ways of life and culture. This is in particular about

the in-depth investigations on the differences of thoughts and attitudes of the actors in each policy, power relations among actors in natural resource policy, and the depth of their interaction. Furthermore, deliberation processes are the modes of communications and decision making, negotiation, coordination mechanism, information flow, and approaches to mediation and conflict management (Andreas Neef, 2009, p.56).

From the EU, there is a water research report entitled, "River Dialogue Experiences in Enhancing Public Participation in Water Management (2006); this project, implemented from 2003-2004, aimed at increasing public participation in imposing the EU Water Framework in European river basins based on announcements and the use of the deliberative approach among specialists, stakeholders, and local people. This project was a collaborative endeavor involving several institutions including Sweden's Linköping University, the Netherlands' Free University, and international non-profit organizations in Europe. Focus groups and citizen juries participated. The focus groups were conducted in Friesland of Cleveland in Noord-Holland regions around Lake IJsselmeer. Each focus group contained not more than 10 members. The research found that the focus group process is the viewpoint on the activity which are the groups itself and their expression of their viewpoints and observes that the senses over various reasons are reluctance, emotionalization, indifferences and neutralization expression. However, in deliberative process in water management will keep every reasons for consideration. All these factors enable to explain that the deliberative process could drive stakeholders' interest in water management for resolving water management conflicts.

The literature review confirmed that the deliberative public policy model is imperative in water management, especially in conflict areas. The following picture illustrates the conceptual framework of this study.

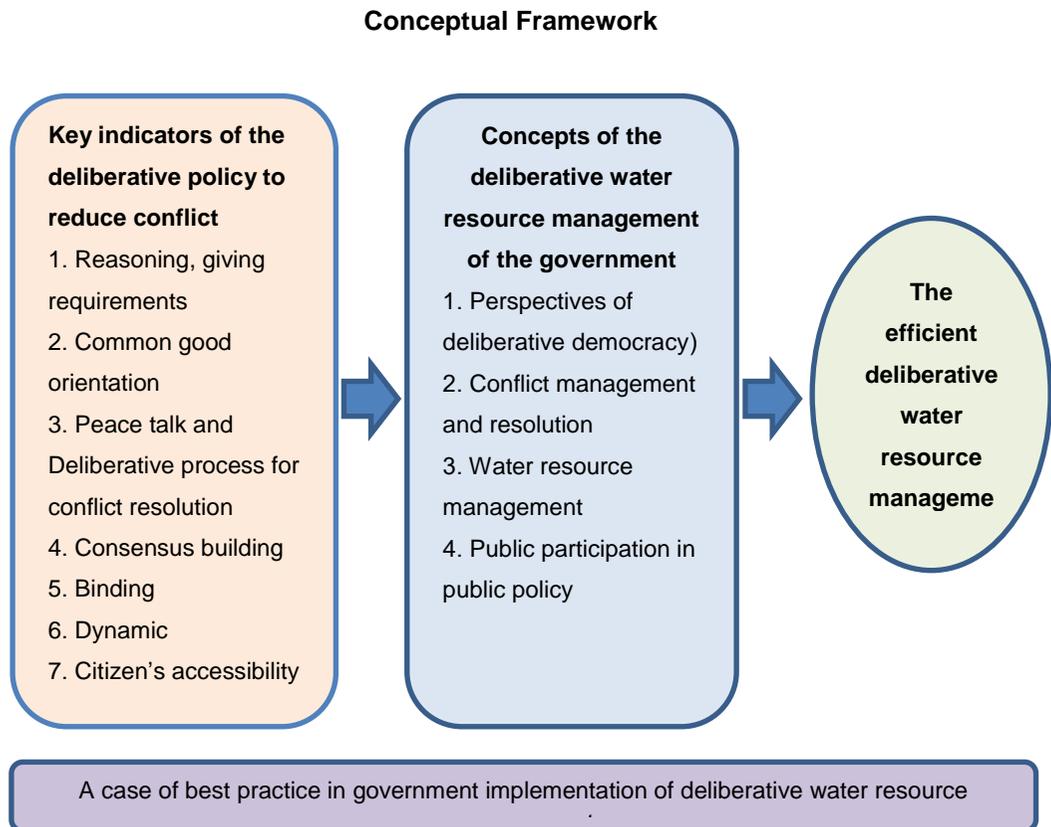


Figure 1 Conceptual framework

Methodology

This qualitative research uses a citizen dialogue procedure and in-depth interviews with key informants. Two case study areas are used in order to explore key indicators of deliberation. Moreover, the software program for social science is used for content analysis regarding seven key deliberative indicators for resolving water conflicts in the case studies: 1) Reasoning, giving requirements; 2) Common good orientation; 3) Peace talk and Deliberative process for conflict resolution; 4) Consensus building; 5) Binding; 6) Dynamic; 7) Citizen's accessibility.

Study Areas

Case study 1: The Kraseaw Irrigation and Maintenance Project in Dan Chang District, Suphanburi Province. The project site covers an area of 130,000 rai (208 square kilometers). The project's deliberative process involved the formal irrigation management committee, 278 basic irrigation water user groups, 9 irrigation water management groups,

and 29 appointed volunteers. These groups of people and volunteers have clearly assigned tasks and responsibilities.

Case study 2: The Chonlahan Pichitra Irrigation and Maintenance Project in Klong Dan District, Samut Prakarn Province. The underlying conflicts of this project arose from the need to drain massive volumes of fresh water into the sea through a network of canals to prevent flooding on the eastern outskirts of the Bangkok Metropolitan Region, and local people's dissatisfaction with the RID's drainage arrangements, which have been unequal and inadequate in some areas. In at least one instance, a massive volume of fresh water drained through the watercourse and destroyed more than 100 rai (0.16 square kilometers) of local coastal cockle farms that rely on seawater, causing several million baht in damages.

In both these best practice case areas, deliberative public policy process was applied to resolve water management problems between local people and the public sector. However, the differences of two case studies are Kaseaw Irrigation and Maintenance Project, Suphanburi have a robust deliberative tool for water conflict resolution that is JMC while Chonlahan Pichitra Irrigation and Maintenance Project unestablished JMC by RID regulation and the main stakeholders establish deliberative talks for water conflict resolution. The two case studies indicate that deliberative process increasingly advanced especially in natural resources management. The deliberative process is a symbolic form of democratic participation by stakeholders and public sectors. The deliberative process create decentralize power to citizen for water management as collaborative governance because the logic of deliberative democracy need to limit patron-client structure, cultural heterogeneity and severe power imbalances.

Participants

Research participants were water management stakeholders in the two case study areas, specifically governmental officers, parties involved in the water conflicts, members of the private sector, academic experts, and those involved in civil society groups.

Data Collection

The research took a qualitative approach to describe the phenomenon, identify the causes of conflict in the study areas, and identify significant deliberative policy indicators. Case selection (Yin, 2003) was guided by the desire to understand the complex situation in each case. Data were collected by means of in-depth interviews with purposively-selected key informants involved in the deliberative process in each study area, and through a citizen dialogue process. Specifically, informants were representatives of government agencies responsible for policy-making implementation, and representatives from the water conflict

areas who could provide precise, reliable, in-depth information to assure the validity of the data.

Data Analysis

The qualitative data collected were then processed using content analysis with the help of the MAXQDA software program to identify 7 deliberative indicators in the two case studies. Content analysis was applied to all collected documents and explored, described and explicated the deliberative water management phenomenon. The qualitative data collected from interviews, observation, and citizen dialogues were analyzed with the process of typology and taxonomy while seeking their relationship and deliberative indicator will prove by frequency of indicators' mention in interview by software program.

Results

Research results achieve the two research objectives which sought a deliberative public policy process to reduce water conflicts and explore ground rules and deliberative public policy model can drive resolution in water conflict and drive the stakeholders in conflict areas have opportunities to get sustainable peace and positioned deliberative process or deliberative model in each areas.

Result of case study 1: the Kraseaw Irrigation and Maintenance Project in Dan Chang District, Suphanburi Province. Three root causes behind the irrigation and water management conflict in this area were identified. 1) The local irrigation users have no rights or opportunity to participate in and make decisions concerning water management. When there is inadequate water for crop irrigation, local people demand that the government release water for their agricultural needs, which can cause water use conflicts among the local people. 2) Local politicians intervene in water management, which can lead to conflict among local farmers. 3) Local people lack public conscience, sense of belonging, and understanding of water management, and are lack of corporating of maintenance, all of which manifest in conflict between government and farmers, and among farmers.

In 2005, the Kraseaw Irrigation and Maintenance Project was designed as Participatory Irrigation Management (PIM). PIM is a beginning model to resolve water conflict in the Kraseaw area. PIM was adopted from the Asian Development Bank (ADB) through pilot projects from 2001-2003 aiming to modernize water management through good governance practices as well as to stimulate institutional reform, especially in the RID (Wachiraporn Kumnerdpet, 2010, p.83). The theory of change behind PIM is presented in Figure 2, below.

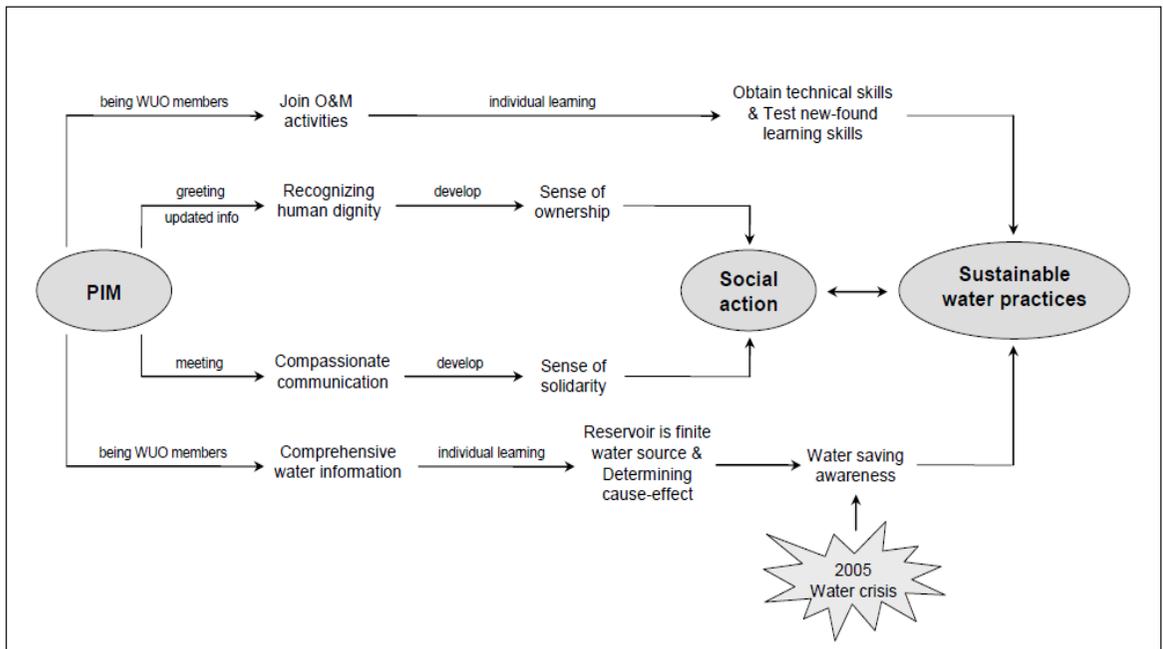


Figure 2 Diagram of how PIM leads to social action aimed at achieving more sustainable water practices

Source: Kraseaw Irrigation and Maintenance Project (Wachiraporn, 2010).

After the first PIM stage of the Kraseaw Irrigation and Maintenance Project, there are participatory committees and members on water management by being WUO (Water User Organization or Groups) members. Representatives on committees tend to be local leaders who explicitly exercise their rights and voices in water management. The committee considers farmers' water needs and members work together on the strategic water management plan. They also determine the areas for water transfer during drought. The RID's water management actions must connect to the people by means of the Joint Management Committee for Irrigation (JMC) in order to maintain sustainable water practices in the Kraseaw Irrigation and Maintenance Project.

JMC in Kraseaw applies the deliberative process for resolving drought in its area through JMC meeting because JMC's meeting attempts to use symmetrical deliberation style by arranging all stakeholders to share their ideas related to the water conflict. Then the JMC designs solutions from the deliberative process.

The research found that deliberative public policy process from Kraseaw Irrigation and Maintenance Project initiated consensus process importantly (1 of 7 indicators of deliberation) from parties to conflicts point of view and consensus process founded on deep,

profound discussion in the JMC meeting involving all stakeholders' perspectives can resolve water crisis issues in Kraseaw.

The case study of the Kraseaw Irrigation and Maintenance Project underlines the importance of consensus because discussion of the JMC lead to consensus on conflict issues and resulted in solutions to water management problems.

For example, when drought occurred, the JMC asked for consensus from the committee on the amount of water to release for public use. Therefore, all stakeholders gathered to express their positions and discuss facts and data provided by RID in order to reach a consensus. The water management expert from the Kraseaw case stated:

We focus on the public consumption of water. Therefore, in the case of a water crisis, we are willing to release water no matter how much water we water. If the Provincial Waterworks Authority of Dan Chang requires it and we agree on the reason, we will do it. Anyway, if the reason behind a water request is not valid, we have to object to it. Our logic is that they have to make the most of the water. It is also the main criteria of water management.

The main deliberative indicators of the Kraseaw of Irrigation and Maintenance Project, especially the *consensus and reasoning* from the stakeholders in the deliberation process, contribute “**meta-consensus**” in times of water crisis because the participants in the JMC meeting deliberation process initiate and encourage substantive, rational consensus with less demanding ideals (Niemeyer & Dryzek, 2007) .The “meta-consensus” is an alternative notion of successful problem resolution. Moreover, Meta-consensus can refer to agreement on the legitimacy of contested values, on the validity of disputed judgments, on the acceptability and structure of competing preferences, and on the applicability of contested discourses.

Result of case study 2: The Chonlahan Pichitra Irrigation and Maintenance Project in Klong Dan District, Samut Prakarn Province. This water management project is one of many projects that utilize the method of *kaem ling* or “monkey’s cheeks” water retention area to retain fresh water in natural waterways and watercourses and vent the water into the sea using the force of gravity and water pumps. The conflicts in this project arose from the need to drain massive volumes of fresh water into the sea through a network of canals to prevent flooding on the eastern outskirts of the Bangkok Metropolitan Region. In at least one instance, the huge volume of fresh water destroyed more than 100 rai (0.16 square kilometers) of local coastal cockle farms that rely on seawater, causing several million baht in damages.

The stakeholders in water conflicts of Chonlahan Phichitra, Samut Prakarn Province are diverse. They include salt water user groups, fresh water user groups, cockle farmer

groups, industrial estate groups, chairman of villages, and the local administrative organizations.

Local people have been dissatisfied with the RID's water drainage measures, considering them unequal and inadequate in some areas. The main water conflict in the Chonlahan Phichitra Water Irrigation and Maintenance Project, Samut Prakarn Province is between the RID and the cockle-raising farmer groups; the farmers raise their brackish water animals around the gulf mouth where fresh water is released into the sea. Constant release of fresh water prevents the inflow of seawater and dilutes seawater, which can have detrimental effects on aquatic animals. From the viewpoint of the RID, water from excessive rainfall must be released into the sea, but too much fresh water hampers the growth of and can even kill cockles, causing damage to cockle farmers. Therefore, the RID needs subtlety and deliberation to appropriately manage water conflicts among stakeholders. Particularly in the 2003-2017 rainy season the project received complaints from many cockle farmers. Many cockles were killed due to water drainage, and farmers demanded compensation from the RID. The RID found that many farmers were affected, and the department subsequently agreed to release fresh water differently as the farmers requested. The situation improved and the environment returned to normal.

We found that the Chonlahan Phichitra Water Irrigation and Maintenance Project needs to manage not only its own relations with the farmer groups, but also relations between the traditional farmer societies raising the cockles along the coast and urban real estates developers and residents. The Chonlahan Pichitra Irrigation and Maintenance Project and its director have played a significant role in encouraging people's sharing by the deliberative process, which has led to dialog and conflict resolution. After having stakeholders voice their concerns in a deliberative process regarding water management, the state irrigation agency chose to drain fresh water via alternative routes such as Bang Pa Kong River, the Prachin River, and the Chao Phraya River, so pumping stations will drain less fresh water through Samut Prakarn watercourse. The alternative strategies of the state irrigation agency proved to be acceptable among stakeholders, and hence became mutual agreements regarding water management.

The case of the Chonlahan Phichitra Water Irrigation and Maintenance Project is more complicated than that of the Kraseaw Water Irrigation and Maintenance Project because this case includes more various stakeholders.

The data analysis shows the most significant deliberative indicators for the case study of Chonlahan Pichitra Irrigation and Maintenance Project in Klong Dan District are peace talks and reasoning from the stakeholders in deliberation process

However, in the Chonlahan Pichitra case, unlike in the Kraseaw case, there is no JMC committee directly responsible for water management. As a result, the direct

collaboration between government authorities (RID) and the people takes place at the level of peace talks and citizen dialogues. This can reduce the complexity of processes in setting up a solution for the problems. The peace talk process tends to be more informal, using reasoning and cooperation to resolve conflict, rather than an official collaborative procedure involving government officers and citizens. This corresponds to the deliberative policy approach in Chonlahan Pichitra, that is, deliberative method drives the citizens to act logically to solve water conflict. The deliberative model in the Chonlarn Pichitra case is driven by public sector (RID).

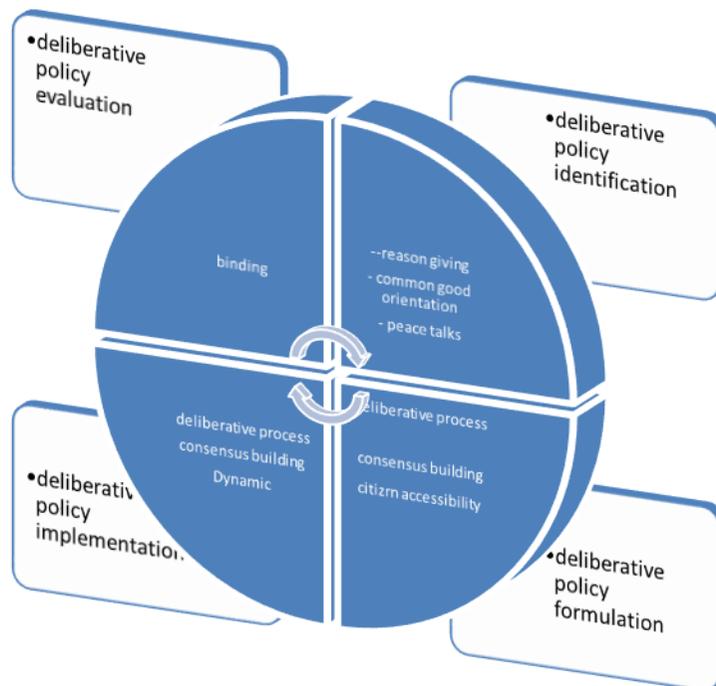


Figure 3 Deliberative public policy for water management in Thailand from 2 cases studies

Discussion

Deliberative public policy creates opportunities for all stakeholders to be involved in the entire policy process—policy making, policy implementation, and policy evaluation—by opening policy discussions and public decisions to representatives, leading to acceptable conclusions and suggestions for relevant future policies.

Deliberative policy is based on the idea of deliberative democracy, so it focuses on the processes by which people in a society receive equal opportunities to speak out and listen to others, regardless of what those processes are called, for example political conversation, public discussion, or public opinion. The most important feature is that these

processes allow citizens the chance to discuss political issues in order to create good understanding among themselves (Smith & Wales, 2000, p.53).

Consequently, deliberative policy opens the possibility for all stakeholders to intervene during the policy process, policy making, policy implementation, and policy evaluation, by giving free space in policy discussions and public decisions by representatives to lead to acceptable conclusions and suggestions for relevant future policies. In Thailand, the deliberative policy once was used in public healthcare policy. The process, called “public consultation,” focuses on deliberative talk to seek out consensus and mutual agreement from the people by listening to public voices from all sectors. Attempts at public consultation, such as the public hearings on the draft of the National Health Security Bill, failed because of various limitations, especially time constraints. The policy cycle starts with policy making, then policy implementation, and ends with policy evaluation. A lack of policy consultation at the first stage of the policy cycle may result in the failure of any subsequent public hearing process.

Considering the importance of the deliberative method for hearing the opinions of stakeholders, it is an important part of the development of policies, regulations, and laws. Otherwise, the government as a policy maker and policy practitioner, has knowledge on economic, social and environmental problems. Additionally, the deliberative process needs information and feedback from stakeholders to assure that regulations issued by the government contribute to the society as a whole. As a result, the design of deliberative talk helps authorities forecast potential stakeholders, what the impact will be on them, and finally how to manage a deliberative talk in order to make more effective policy that will impact stakeholders.

However, the deliberate policy takes time to succeed. When making deliberative policy, policy makers may end up receiving input that does not correspond to the policy issue at hand, but with well-rounded data management, the large amount of data can still make a positive contribution in deliberative policy. This is due to the fact that the deliberative method relies on disagreement and the disagreement can be alleviated by exchanging opinions and finding compromise. The deliberative talk is conducted by equal and free citizens to pave the way to satisfy everyone in the society (Gutmann & Thompson, 2000, p.161).

According to Smith and Wales (2000, 58) another significant factor concerning the deliberative policy that reflects true civic participation is that people should participate in setting the agenda of any deliberative talk, rather than having the agenda set unilaterally by a governmental body or other authority. This helps prevent bias and domination of the process by the agenda-setter. Deliberative policy highlights collaboration on strategic planning, finding solutions, devising implementation plans, and making choices.

In the agenda-setting process, the members of the talk mutually impose the scope and agenda to discuss. For the strategic plans, the members can introduce their solutions to problems and alternative policies in the meeting. Finally, they select the most suitable choices from the discussion. In each stage of deliberative talk, the participants should have information as a tool for decision-making. The information can be provided in the form of newsletters or leaflets to all members of the community. In addition, the community should arrange a workshop to let the people in the community exercise their power and collaborate.

The discussion of the Kraseaw Irrigation and Maintenance Project case study in deliberative model for water management conflict resolution found that *for the policy formation stage*, the deliberative process was characterized by bottom to top management. There is no problem or obstacle at this stage.

At the *policy adoption stage*, there is a legitimate stakeholder, the Joint Management Committee for Irrigation (JMC), that was appointed by the local people. Even though this committee is not a legal entity, this is not important to the local people. The participative process tends to be more significant. At the *policy implementation stage*, the deliberative talks happen from the grassroots level to top management level; that is, from the farmers to the JMC. Two-way communication is necessary all the time because it encourages the deliberative talks and informal discussion. At the *policy evaluation stage*, the case study reflects the evaluation of how effective the deliberative policy in water management on the Ordinary and Extraordinary General Meeting of the JMC committee. The obstacles to the deliberative policy in the policy evaluation process usually are the governmental authorities, rather than the people sector. At the *policy revision stage*, there is no problem or obstacle because the deliberative policy improves water management. Thus, there is no need to issue new alternatives to address the water crisis.

Furthermore, the discussion of the Chonlahan Pichitra Irrigation and Maintenance Project case study in deliberative model for conflict resolution in water management found that at the *policy formation stage*, the deliberative process is approached through various models, such as peace talks involving the top management of the RID and talks among local people. Policy formation might be faced political intervention in open or close the floodgates. At the *policy adoption stage*, the case study introduced policy adoption that comes from the support of government agencies and the academic sector to provide resources. In this case, there was no special committee appointed to manage the water conflicts. At the *policy implementation stage*, the deliberative process happens thoroughly in every level; that is, from the local level to the ministry level. Two-way communication is necessary because it naturally encourages deliberative talks and informal discussion. At the *policy evaluation stage*, the case study shares the same criteria of the previous case. The evaluation of how effective the deliberative policy in water management is shown in the Ordinary and

Extraordinary General Meeting of the JMC committee. The government authorities are more prone to obstacles to deliberative policy in the policy evaluation process than is the people's sector. At the *policy revision stage*, there is further deliberative discussion in developing or improving past water management.

From these cases, deliberative process in water management could prevent partiality or dominion but a collective strategic or ways development needed amendment or implementation while having collective decisioning to choose solutions or implementation. The deliberative process is a dynamic learning process within the public rather than the picture of policymaking done by the policy analyst technicians or the mobilization of people who drive the government to announce its policy and its implementation under the rationale of better public life among societal people.

Conclusion

In conclusion, the implementation of the deliberative policy model for conflict resolution in water management is neither a horizontal implementation model nor a rigid top-down model. It changes the definition of public policy from "state centric" to "citizen centric," with guiding principles coming from the self-determination of people in the community. Government officers should play their facilitator roles and educate and mentor farmers or the disputed parties by consensus seeking through a deliberative process such as peace talk, citizen dialogue, or citizen forum.

Under a deliberative policy system, public policy and implementation processes are based on the deliberative democracy, or the discussions of the people in society regarding their lives and routines with the expectation that they can improve their society and life. The deliberative policy mechanism work through a learning process in public areas rather than the policy-making by professionals or a civic drive to impose particular policies. A symmetrical deliberation is an ideal speech situation involving participants or stakeholders making founded arguments and reaching reflective judgments. Moreover, the deliberative process takes place sheltered from the eyes of the world and this discourages participants from taking demagogic positions. This balance between "public" and "not public" is delicate and precarious, but it is one of the most important institutional guarantees for the success of a deliberative process.

This research found that the deliberative process can push water governmental in policy legitimacy by citizen discussion in water conflict areas. Especially, deliberative policy in water management could build community confidence in planning, implementing and monitoring process and deliberative policy could improve transparency of trade-offs decisions between economic, social and environmental objectives. All parties in a society must have a positive attitude toward people's participation. The process must come from deliberation, beginning at a community level and reaching to a national level in order to authentically

address the conditions of the areas with regard to the water management conflict resolution. The belief that the exercise of power is legitimate only if it is determined by a reasonable consensus among citizens. In this sense, 'reasonable consensus among citizens.' In addition, latency of the stakeholders in the water management in Thailand such as the public sector, private sector and civic sector is required to be evaluated and linked to problems in order to spotlight the relationship among the stakeholders for each water resource management issue. Consensus in this deliberative process is important because reasonable consensus can be developed to the quality of decision making's executive sectors.

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