

Erika Stanciu and Alina Ioniță

Governance of Protected Areas in Eastern Europe

**Overview on different governance types,
case studies and lessons learned**



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case studies and lessons learned**

**Results of a research study commissioned by BfN
to ProPark, Romania**

**Erika Stanciu
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Cover picture: Stakeholder consultation – Romania (E. Popp)

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The proceedings provide a comprehensive compilation of the results of a one year study on governance of protected areas in Eastern Europe including the outcomes of a final expert workshop from 2 - 5 December 2012 at the International Academy for Nature Conservation on Isle of Vilm, Germany. The study was commissioned to ProPark, Romania, by the German Federal Agency for Nature Conservation.

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CONTENTS

Executive summary	10
1 Introduction	18
2 Governance of protected areas	20
2.1 What is protected areas governance?	20
2.2 Types of governance.....	20
2.2.1 State governance	21
2.2.2 Shared governance	21
2.2.3 Private governance.....	22
2.2.4 Community governance (community conserved areas)	22
2.3 Principles of good governance	23
3 Methodology	25
3.1 Geographical scope	25
3.2 Analytical approach	27
4 Context for protected area governance in Eastern Europe	31
4.1 Socio-economic and political context.....	31
4.2 National legislations on protected area governance	37
4.3 International agreements – relevance and implementation.....	39
5 Protected area governance in the project area	42
5.1 Types and sub – types of governance systems.....	47
A. Governance by Government	47
B. Multi-stakeholder management.....	70
C. Private Management.....	87
D. Community Management.....	90
5.2 Expert bodies and their role in protected area governance.....	94
5.3 Management of PAs by Forest Management bodies	97
5.4 Specifics of Natura 2000 governance	99
5.5 Actors, roles and responsibilities	100
5.5.1 Main actors and their roles in PA governance.....	100
5.5.2 Land ownership and management within PAs	106
5.5.3 Financial responsibilities	107
5.5.4 Decisions concerning the budget allocation for PA management.....	109
5.6 Some aspects on the quality of protected area governance	111
6 Trends in protected area governance in Eastern Europe	114

7	Lessons learned	117
7.1	Key lessons.....	117
7.2	Most common mechanisms used to improve PA governance in the region	120
7.2.1	Governance systems with National Agencies for Protected Areas	120
7.2.2	Transfer of power and responsibility through delegation	121
7.2.3	Multi-stakeholder platforms.....	123
8	Recommendations	125
8.1	General recommendations	125
8.2	National/regional level	125
8.3	Protected Area level	126
8.4	Multi-stakeholder and expert bodies established at the PA level	127
9	Conclusions.....	129
10	Annexes	136
	Annex 1: List of experts contacted for the study	136
	Annex 2: National level questionnaire.....	139
	Annex 3: Guidelines for the interviews.....	156
	Annex 4: Provisions concerning the Governance of Protected Areas and participatory mechanisms in Bulgaria	159
	Annex 5: Monitoring Governance Quality - Examples.....	161

TABLES

Table 1 - IUCN Governance Matrix.....	21
Table 2 - Countries in the study area and involvement in the implementation of relevant international conventions	25
Table 3 - Adoption of IUCN PA management categories and governance types	38
Table 4 - IUCN protected area governance types in the Eastern European countries	44
Table 5 - Particularities of state governance in Eastern European countries	69
Table 6 - Synthetic overview of legal requirements and compensation payments in Natura 2000 sites	99
Table 7 -The main actors and their roles in decision-making in the most important management fields.....	102
Table 8 - The involvement of non-state actors in the life cycle of PAs	105
Table 9 - The influence of land owners in the life cycle of protected areas	106
Table 10 - Main sources of funding for protected area management in Eastern European countries	108
Table 11 - Systems for the monitoring of protected area management effectiveness	112
Table 12 - Strengths and weaknesses of coordination and guidance by a national agency.....	121
Table 13 - Strengths and weaknesses of delegation	122
Table 14 - Advantages and disadvantages of governance with multi-stakeholder platforms	124

TEXT BOXES

Box 1 - Centralized governance in Hungary	49
Box 2 - State governance by a national agency in Slovakia, Czech Republic and Georgia.....	51
Box 3 - State management by a national agency in Estonia, Latvia and Finland	53
Box 4 - Management delegated to other actors in Romania and Slovenia.....	56
Box 5 - Delegation to a non-profit company – 'Logarska Dolina' Landscape Park - Slovenia.....	57
Box 6 - Delegation to a private company in Slovenia.....	59
Box 7- Delegation to a regional public administration – Ukraine	62
Box 8 - Delegation to a municipality in Georgia	64
Box 9 - Delegation to NGO – 'Zasavica' Special Nature Reserve - Serbia.....	65
Box 10 – Legal limitations to delegation - Latvia	67
Box 11 - Transboundary protected area governance in Czech Republic/Germany.....	71
Box 12 - Transboundary protected area governance in Finland/Russia.....	73
Box 13 - Transboundary protected area governance in Hungary/Austria.....	74
Box 14 - Government and delegated governance combined with multi-stakeholder governance in Romania.....	78
Box 15 - Consultative Council initiated by protected area manager in Croatia	82
Box 16 – 'de facto' but not 'de jure' joint management in Finland	84
Box 17 - Private PA embedded in a National Park in Finland	87
Box 18 - Private protected areas in Slovakia	89
Box 19 - Protected area on community owned land in Finland	89
Box 20 – 'de facto' but not 'de jure' delegation in 'Gajna' - Croatia	91
Box 21 - Initiative to establish a community conserved area in Romania.....	93
Box 22 - Government management assisted by a national level expert body in Slovenia and Croatia	95
Box 23 - Management delegated to a state forest company in Romania	98
Box 24 - National level coordination mechanism for the management of PA system in Finland.....	110

FIGURES

Figure 1 - Forms of PA governance and the options of PA authorities concerning the involvement of stakeholders	22
Figure 2 - The target region (green and yellow) and the countries where interviews were conducted. Countries in green are EU members 8as of Dec. 2012).....	26
Figure 3 - Implementation progress for PoWPA in Eastern Europe (Source: CBD Secretariat).....	40
Figure 4 - Centralized governance by Government system	47
Figure 5 - State governance by a national agency.....	50
Figure 6 - Management by a regional/local agency or authority and delegated management.....	54
Figure 7 – Delegated management	55
Figure 8 - Transboundary governance system	70
Figure 9 - Sub-types of multi-stakeholder (collaborative) governance structures (typing error: advice)	76
Figure 10 - Private management	87
Figure 11 - Governance structures with expert bodies.....	95

ABBREVIATIONS

BfN	Bundesamt für Naturschutz (The German Federal Agency for Nature Conservation)
CBD	Convention on Biological Diversity
CPAMETT	Carpathian Protected Area Management Effectiveness Tracking Tool
EE	Eastern Europe
EU	European Union
GEF	Global Environment Facility
IBA	Important Bird Area
ICCA	Indigenous Peoples' and Community Conserved Areas and Territories
IUCN	International Union for Conservation of Nature
IUCN CEESP	IUCN – Commission on Environmental, Economic and Social Policy
METT	Management Effectiveness Tracking Tool
MoE	Ministry of Environment
MoEF	Ministry of Environment and Forests
MP	management plan
NCA	Nature Conservation Agency
NFA	National Forest Administration
NGO	Non-governmental organization
PA	protected area
PAMB	Protected Area Management Body
PoWPA	Programme of Work on Protected Areas
RA	Responsible Authority (for protected areas)
RAPPAM	Rapid Assessment and Prioritization of Protected Area Management
SCI	Sites of Community Importance
SG	Steering Group
SPA	Special Protection Area
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
USDol/ITAP	US Department of the Interior/International Technical Assistance Program
WCPA	World Commission on Protected Areas
WDPA	World Database of Protected Areas
WHS	World Heritage Site
WWF	World Wide Fund for Nature

Executive summary

Background, aims and objectives

Eastern Europe is very rich in species, habitats, natural and cultural landscapes of exceptional values. At the same time, it faces huge pressures and threats that are continuously diminishing these values with increasing challenges even within protected areas. The social, economic and political changes in the region, especially changes in landownership and the market economy, have influenced significantly protected area management, forcing protected area authorities and management bodies to consider the rights and opinions of landowners, resource users and other stakeholders. Also, decentralisation and budget cuts have had implications for PA governance.

The changing context brought some changes within the decision making systems of PAs as well, but at a much lower speed. The international conservation community and international agreements (CBD, Programme of Work on Protected Areas - PoWPA) have strongly advised the governments to set up the legal framework for more diverse and more participatory governance systems in protected areas in order to respond better to new challenges and opportunities.

Even if there is an agreement that the decision making processes are of key importance for any protected area network and for individual protected areas, as decisions are defining what to do and how the protected area should be managed, there is very little attention given to '**governance**'¹ related issues in protected areas in Eastern Europe.

Little progress with implementing the governance related activities recommended in the PoWPA and weak PA institutions in Eastern Europe that are faced with major challenges were the reasons why the German Federal Agency for Nature Conservation (BfN) in 2012 commissioned a study to ProPark to analyse the governance of protected areas in Eastern Europe. This study should help protected area authorities, key actors and stakeholders at all levels - national, regional and local - to better understand the importance of good governance and the need for diversifying governance types and to learn, especially from various case studies, how to improve the decision making systems in these areas.

The objectives of the study were:

- to promote the understanding and recognition of the concepts of the different protected areas governance types by illustration with case studies
- to promote the use of all types of governance where applicable, also by providing context on why certain types were applied and by providing lessons learned for each case study
- to document the range of governance models used in Eastern Europe
- to highlight some issues, trends, opportunities and concerns specific to the governance of protected areas in Eastern Europe
- to draw out implications for ongoing policy and practice of protected area governance in Eastern Europe

Based on the IUCN governance types an analysis of the existing protected area governance systems was carried out, i.e. structures, roles and responsibilities of the main actors, mecha-

¹ The term governance defines 'the way in which the decisions are made concerning public interest issues and the way in which citizens and stakeholders can express their opinion' (Graham and all, 2003) See detailed explanation in Chapter 1.2.

nisms and procedures involved in the decision making process. The analysis was based on questionnaires and interviews with a large number of PA experts from the study region, representing national level decision makers, PA managers and PA experts. The preliminary results were discussed at a workshop at the International Academy for Nature Conservation Isle of Vilm in December 2012.

Governance types in Eastern Europe

The investigations of governance types of protected area networks or of individual sites in Eastern Europe² revealed very diverse types of governance, which are, however, in most cases still rooted in the formal centralized systems. However, the new, changing economic and social context brought significant changes also to the decision making and management processes of the protected areas, reflected in new types of governance that are being adopted 'de facto' and 'de jure' or sometimes only 'de facto', *i.e.* introduced in a "bottom-up approach" by governmental or non-governmental actors. Some governments have enabled the development of new types of governance by creating the legal framework which recognizes them. In some cases, complex and clear rules can be found with regard to decision making processes related to the management of the protected area, from decisions on long term strategy and operational plans to decisions on issues related to every day management. However, in other cases, it appears that there is not enough clarity 'about "who decides what and how decisions should be taken"'. Most countries have not really reflected the IUCN governance types in their national legislation.

Even if governance systems implemented in the study area are very diverse, government governance systems largely prevail, with a high diversity in the ways these are organized. Other types are also implemented, with practically each country having its own specific combination of IUCN governance types and sub-types. Variations within the same IUCN governance subtypes were identified and described by the project team with the aim to provide a clear picture on the differences encountered. Advantages and disadvantages of each sub-type were identified as far as the information collected during the field visits allowed it. This extensive part of the study should facilitate a better understanding of governance types, their contextuality and their significance to stimulate thinking and innovative solutions in the future.

Government governance is often made more participatory through the establishment of multi-stakeholder platforms and expert bodies with advisory or even some decision making roles. The multi-stakeholder platforms and the expert bodies represent the first clear steps towards collaborative management of different 'degrees' in some of the countries from the study area. Even though in some cases these platforms or consultative bodies have a limited functionality and effectiveness, their existence represents an opportunity for improving governance in the future. The study comes up with a number of suggestions and required conditions on how to make these platforms more effective for an improved PA management.

Delegated management to state authorities or to non-state actors seems to be quite common in most of the countries. Delegation to non-governmental actors might be also combined with mechanisms that help improve participation. Delegation and devolution are often associated with a number of risks, like for example: conflicting interests between the delegated body and conservation, no resources in devolved management, loss of state control, inadequate management skills, loss of corporate identity and loss of a uniform/coordinated approach in the management of the PAs, etc. The study suggests some general aspects to be considered for

² Eastern Europe - the study covers most of the countries between Finland and Albania and between Poland and Ukraine, providing also some information about Armenia and Georgia. The geographical scope of the study is presented in Chapter 2.1.

a delegation and devolution that supports conservation and overcomes some of the risks mentioned.

There are also new, innovative approaches for the region in protected area governance, like joint and private management, building experience for almost all IUCN governance types. In some cases the new governance types are recognized and implemented by the national authorities and reflected in the legislation, in others there are bottom-up initiatives of non-governmental actors, demonstrating that it is beneficial to have delegated or shared governance. There is a growing willingness of NGOs to take over more responsibility in PA management when the existing management and governance arrangements are not efficiently addressing the challenges or are not sufficiently supported.

The study refers only to governance types applied to legally designated protected areas, not including areas conserved through other effective means³. Consequently, this approach makes the study biased in terms of private and community conserved areas, which are often protected / conserved by other means than those established in the national laws. Considering the fact that a good part of the cultural landscapes that were so well preserved in this region, are very often the result of traditional management of community and private land, it would be very important to allocate resources to study community conserved areas. Identifying them and supporting local communities to maintain management practices beneficial for nature conservation would significantly help to conserve these areas of high biodiversity, landscape and cultural values, thus maintaining features in this region that have already become so rare in the other parts of Europe.

Case studies are presented for many of the governance types, subtypes and varieties, collected in different countries, mainly success stories that can inspire and/or help a better understanding of the advantages and benefits of the different governance systems.

The diversity of systems identified through this study demonstrates that 'pure' types/subtypes of PA governance rarely exist in reality, therefore the IUCN conceptual models should be considered not to assign labels but to provide a guiding framework for understanding the governance systems. The most important aspect to consider is to allow for different governance approaches, to provide a legal framework that supports diverse actors to take over responsibilities and allocate resources for PA management, but always keeping in mind that effective PAs are the core business of the state and should be supported as such.

Although the shift is slow, two simultaneous and convergent trends could be observed towards increasing governance diversity: (1) on one side the Governments enable the development of new types of governance by creating the legal framework which recognizes them, while (2) in the same time, new types of governance are being demonstrated 'de facto' as response to conservation needs, revealing commitments, interests or reminiscence of old customs and traditions.

Institutional changes

The last 20 years brought many institutional changes in almost all of the countries from the study area, especially at the national level, with central authorities responsible for protected areas facing many changes, induced mainly by political influences. Lessons learned show that in the last two decades, these changes are sometimes generating feelings of instability and insecurity for protected area managers, reflecting the fact that the new governance systems didn't reach their 'maturity' yet, especially in the former communist countries, with a long tradition of centralized decision-making system.

³ See the IUCN definition for PAs, (Dudley, 2008)

Various mechanisms are being used or new governance types adopted to improve PA governance in the region. The most common ones identified are:

- national protected area agencies established to coordinate and support PA management,
- management devolved/delegated to governmental/non-governmental actors operating at the regional/local level,
- multi-stakeholder bodies established, to facilitate participatory decision making

Some of the key strengths and weaknesses of the most common mechanisms used to improve protected area governance in the region are presented in the study with the aim to help practitioners improve governance.

Governance quality

Although there is a quite obvious trend towards improved stakeholder participation and an increasing demand for it in the study region, it is not happening “naturally”. The study has shown that stakeholder participation needs to be stimulated by communicating its importance and its benefits and by creating the enabling legal framework. This needs to be complemented by direct and visible benefits. Building trust between PA management authorities/management bodies and stakeholders is very important to encourage pro-active involvement in the decision-making process. Open-minded, motivated people, with good communication and facilitation skills are the key success factor for good governance.

Aspects of governance quality of PAs in Eastern Europe were not covered within the study because of the limited time and resources availability. However, some quality issues related to participation have been considered, since stakeholder involvement is crucial for the effective management of PAs. Participation is a key ingredient of good governance of protected areas. Increased involvement of a wider range of stakeholders will substantially decrease conflicts and will help motivating them by securing a share in decision making - an incentive in itself for contributing to conservation.

Since the concept of governance is still poorly understood by many practitioners and since the reporting obligations of the PoWPA are quite vague, the report makes suggestions for a methodology to assess the governance quality of PAs or PA systems and to develop relevant indicators.

The legislation of most EE countries is being steadily improved, incorporating some of the principles, concepts, mechanisms that can improve the quality of PA governance.

Recommendations

Based on the analysis carried out for the existing governance systems and based on the recommendations of IUCN and of the CBD PoWPA, recommendations were developed for national and regional authorities and agencies and for PA managers to help improve governance as a key component for efficient management. To facilitate a better understanding and to support practical use in the everyday work of the target audience, recommendations are structured under several headings.

General recommendations

- Coordination of the actors involved in PA governance and management at the national level should be improved, given its importance: it enables a coherent approach, continuous monitoring and improvement of governance and increase of PA management effectiveness. Such coordination becomes even more important when governance approaches diversify and the number and variety of actors involved is increasing. This can be done by establishing specialized departments within the central authority responsible for PAs or national agencies for protected areas and allocating resources for their good functioning.
- National and regional PA authorities should acknowledge the staff and resource needs for improved PA governance, by providing financial and technical support on governance and considering specific requirements when recruiting the staff.
- Management bodies of government governed PAs should develop stakeholder participation plans based on thorough stakeholder analysis⁴ and should develop mechanisms to ensure transparency and to provide opportunities for consultation and involvement.
- Establishing multi-stakeholder platforms (at national, regional and/or local level) should be considered as an important step for improving PA governance throughout the region, especially in areas where land and resource-use rights are diverse and stakeholders have an important role in securing efficient management. Specific recommendations for these platforms are presented separately.
- Governance quality should be monitored at the PA and national level by defining and using at least a few key indicators.
- Legislation should provide a flexible framework for governance, allowing for different governance types to be implemented in any category of PA. Even if the existing legislation is not yet so open, solutions should be found to at least allow for strong participatory mechanisms, especially in category V protected areas, where biodiversity conservation objectives are combined with objectives supporting sustainable community development.
- In participatory decision making processes, taking decisions by consensus should be considered, whenever possible, over voting, to give a proper influence for groups with limited representation.
- Develop frameworks, at the national level, in which all governance types can be adopted and implemented and participatory approaches can be developed, including financial mechanisms to support their implementation and capacity building for the national level decision-makers, multi-stakeholder bodies at PA level, etc.
- Develop frameworks for assessing the effectiveness of various governance types and of the overall management.
- Raise awareness and promote the benefits of different governance types, especially to decision-makers and to various stakeholders at national and PA level.
- Build stakeholder involvement platforms, even if not requested by the legislation, and build it based on open communication and trust.

⁴ A methodology adapted for the context of PA management is available in: IONIȚĂ, A. STANCIU, E. (2012) *Participatory Management of Protected Areas in the Carpathian Ecoregion Part II: Guidelines for stakeholder involvement in protected area management*, WWF DCP <http://www.propark.ro/en/publicatii/>

Improving governance for protected areas is a critical condition for effective and efficient management of these areas for the benefit of rights-holders, stakeholders and nature. If we aim to have protected areas as successful models for nature conservation and sustainable development, their governance should demonstrate the advantages of shifting from centralized decision making to joint management, of having a full pro-active participation of right-holders and stakeholders, of sharing management tasks and responsibilities with the authorities or even taking-over their tasks entirely. Beyond the international obligations assumed, the Eastern European countries should acknowledge the benefits arising from good quality governance of protected areas both for the authorities responsible for their management and for stakeholders. Good governance of protected areas will decrease conflicts.

Outlook and further research needs

Protected areas in Eastern Europe are still governed mostly by the government, albeit slowly moving towards more participative management systems, in accordance with the principle of subsidiarity. Protected area legislations in most cases do not properly reflect those key aspects that are necessary to ensure good governance, participatory decision making processes able to strive towards equity and to contribute to improving the performance of the protected area management systems. There are significant changes and positive trends, with open minded protected area authorities and managers and pro-active stakeholders taking the lead in changing very centralized protected area government systems into more open and transparent participative systems. Case studies envisaging 'de facto' governance types even in the absence of a back-up 'de jure' demonstrate the commitment and responsibility of civil society and private owners for active involvement in conservation. This is a clear sign of adaptation to the changing socio-economic and political context. The trend proves that there are new forces rising for the future of protected areas that should be seriously considered by decision makers in their future strategies.

This study should help decision makers and practitioners, as well as stakeholders to contribute to a good governance of their protected areas and protected area systems.

Eastern Europe as it stands today, a very rich area in natural and cultural values, has still the chance to learn and implement how best to manage these values, using protected areas as "bastions" of conservation and models for the management of the entire region. By implementing good governance systems in protected areas, there may be a much better chance to ensure their sustainability, to address and overcome some of the ever-growing pressures and threats to nature as well as the local and future livelihoods.

The study was limited in its scope due to limited resources. However, it has identified some areas in need of further work for a better understanding of the concept of governance and the opportunities improved governance might bring to conservation:

- Further work is needed to develop guidance and methodology for assessing the governance of protected areas (systems) for adaptive management and reporting progress.
- More guidance is needed in terms of principles, criteria and rules for effective delegation of PA management to other bodies.
- More guidance is needed in terms of principles, criteria and rules for effective devolution of PA management to local authorities.
- More guidance is needed for delineating the role of the government in securing the conservation interest of private protected areas.
- Further work is necessary to study the state of community conserved areas in Eastern Europe and the state of protected areas managed by the Church.

- The understanding of the different PA governance types could be enhanced by an information campaign (i.e. video clips on case studies, leaflets) with products being translated into several languages.
- Making PA experts and practitioners more aware of the opportunities of diverse governance types and the importance governance has in achieving conservation success could also be facilitated by offering a specific study programme to learn from best practise and to widen perspectives. Also, curricula on governance issues should be developed, based on the findings and supported with the case studies of this study.

Eastern Europe, a region very rich in natural and cultural values, has still the chance to learn and implement in due time how to manage in the best way these values, using protected areas as bastions of conservation and models for the management of the entire region. By implementing good governance systems we stand a much better chance to prevent and address the ever-growing pressures and threats that bear upon nature. With that, we can perhaps demonstrate that **deciding and working together** is the best way to fully benefit on the long term from what nature offers to us.

Clarifications for some of the key terms used in the study

To get a common understanding of some of the terms, their meaning in this study is described below:

Protected Area Management Body (PAMB) refers to those entities that have management responsibilities for individual PAs or groups of protected areas. Depending on their roles and responsibilities (i.e. only operational management or decision making authority in certain domains) these can be either special management bodies/structures or PA authorities.

Devolved management refers to a situation where the management responsibility is transferred within the same institutional system established for a particular field of activity, from one level to another or from a central authority to a subordinated national level authority - for example from the Ministry of Environment to its regional or local territorial agencies. The final decision-making power stays with the central authority, only management responsibilities are delegated.

Delegation (delegated management) reflects a situation where management responsibilities are transferred to entities that are not in the same institutional structure/system – e.g. from the Ministry of Environment to a local NGO. The final decision-making power stays with the delegating entity. The delegated entity takes over mainly the management responsibilities. However, some decision making power might be transferred to the delegated entity or to the consultative and/or expert bodies

Stakeholders are the various institutions, social groups and individuals who possess a direct, significant and specific stake in the protected area (BORRINI-FEYERABEND, 1996)

Right-holders are individuals, social groups and institutions having legal or customary rights (e.g. ownership rights, use rights) to land or natural resources within a protected area.

Indigenous Peoples' and Community Conserved Areas and Territories (ICCAs) are 'natural and modified ecosystems including significant biodiversity, ecological services and cultural values voluntarily conserved by indigenous peoples and local communities through customary laws or other effective means'⁵.

⁵ www.iccaforum.org

Relative ownership – is hereafter referred to the relative idea of ownership ‘as the better right to possession that underlies the Germanic systems and English law⁶’, as opposed to the concept of ‘absolute ownership’ (from the Roman law).

Community land – refers to land jointly owned by the community and managed through entities established by them (e.g. by legally established community associations, custom community organisations like ”composesorate” and ”obsti” in Romania).

Communal land – refers to land owned by the community and managed by the local authorities in the interest of the community.

⁶ Encyclopaedia Britannica online: <http://www.britannica.com/EBchecked/topic/1788/absolute-ownership>

1 Introduction

The '**Governance of Protected Areas in Eastern Europe**' project was funded and commissioned by the German Federal Agency for Nature Conservation (BfN) to **ProPark** from Romania. It aims to promote the different types of PA governance and to facilitate their **understanding, recognition and use in practice** by illustrating them with case studies from Eastern Europe – an area where this topic was less explored.

Existing types/models of governance from **18 countries** were documented, and a more in depth, case study based analysis explored their settings and functioning based on information collected in 11 of the countries. The results of the analysis conducted between January and November 2012 are synthesized in this study. Initially 19 countries should have been covered for the study. Information was not available for Montenegro, Macedonia and Belarus. However, some information was obtained from two additional countries, i.e. Georgia and Armenia. The limited resources and time did not allow the project team to visit all the countries in the study area and to develop in-depth studies for each of the target countries.

The **objectives** of the '**Governance of Protected Areas in Eastern Europe - case studies on different governance types and lessons learned**' study were to:

- document the range of governance models used in Eastern Europe by collecting information from the target countries;
- promote understanding and recognition for the different protected area governance types by illustration with case studies;
- highlight some issues, trends, opportunities and concerns related to the governance of protected areas in Eastern Europe;
- promote the use of different types of governance, also by providing explanations on why certain types were applied and by providing lessons learned for each case study;
- outline the implications deriving from existing policy and practice of protected area governance in Eastern Europe;

The target groups are mainly protected area authorities and management bodies from Eastern Europe, but also from other countries, national and international NGOs and professional networks that are promoting good governance in protected areas, and, to a certain extent, key stakeholders of protected areas.

The findings of the study should be useful first of all for protected area authorities and management bodies in the region, helping them to better understand what are the key characteristics of good governance, how governance can be improved and why it is important to conduct properly the decision making process, considering all principles of good governance as well as possible. The analysis and case studies should help to better understand the aspects that should be considered for improving governance for the protected area systems and individual protected areas.

Even if the study looks into the characteristics of a region which – at first sight - seems quite homogenous, it might help also PA authorities and management bodies in the rest of Europe to learn more about the advantages and disadvantages of the different governance types as implemented in Eastern Europe and perhaps better understand their own decision making systems. It should be also useful to IUCN and WCPA, to help complete the picture on protected area governance around the world.

Protected area stakeholders from the study area might find the study useful, as it would give them a good insight on how decision making works in protected areas and might get inspired from the case studies on how they can best contribute to improved governance.

The limited time available for collecting the information for the study imposed a focus on people that are working with and in the protected areas, complemented by a very small number of interviews with stakeholders. Therefore, most of the case studies reflect only the views of the authorities and protected area managers. For a full analysis of the 'de facto' situation on stakeholder participation in decision-making, more time and resources would be needed.

It is also important to mention that, even with several people interviewed in most of the countries, the information might be still incomplete or biased.

During the field visits the team has met very enthusiastic and motivated people working for protected areas in the region, presenting interesting management approaches and innovative activities. However, case studies are presented only from the governance perspective. These are therefore not detailed presentations of all the management aspects, but only aspects are treated that are, considered relevant for governance.

Face-to-face interviews could not be conducted in all the target countries; therefore the results might not reflect some particularities of the region.

The study includes:

- A first part that defines the concept of governance and synthesizes the main theoretical issues, as the IUCN typology of protected area governance types and the principles of good governance;
- A description of the objectives and the methodological approach as well as the project target area and the approach for the selection of case studies ;
- A look into the socio-economic, political, legislative and policy context – where the roots of governance are - and provides overview of the main factors that influence the design and functioning of protected area governance systems;
- The description of the present situation of protected area governance in the region, following the IUCN typology of PA governance. The types and sub-types of governance forms that were identified across the region are presented by emphasizing their particularities, together with the main mechanisms and arrangements that are in place to ensure the quality of governance. The typology is illustrated with schemes and examples from the region, facilitating the recognition of different types and promoting their use. This part highlights some specific and important aspects, for example governance of Natura 2000 sites, specifics of protected area governance within forest management bodies, roles and responsibilities of the various actors, national coordination mechanisms;
- An overview of the main trends concerning the institutional change, the development of participatory approaches and the general progress with achieving the PoWPA objectives concerning PA governance;
- A synthesis of lessons learned from the case studies, provides recommendations for the diversification of governance types, the improvement of governance quality and of the participatory mechanisms at different levels;
- Conclusions.

2 Governance of protected areas

2.1 What is protected areas governance?

Although the concept of governance and its practical importance still remain relatively blurred and unclear (especially for some parts of the world like Eastern Europe), its short history of practical experimenting, accompanied by research proved its direct relevance and importance in respect to protected area management effectiveness. ABRAMS et al. (2003) points that 'increasingly, protected area managers have found that problems at the operational level are closely linked with broader governance issues. Resolving technical issues related to conservation and resource use frequently requires a critical examination of existing laws, policies, programmes, regulations, organizational cultures and professional attitudes.'

It became clear over time that 'governance affects the management effectiveness of a protected area and ultimately whether the area meets its conservation objectives' (BALLOFET AND MARTIN, 2007), enhancing its long-term sustainability (ERVIN, 2010; BORRINI-FEYERABEND et al., 2007).

Governance is about **power**: 'how decisions are taken on issues of public and often private concern, and how citizens or other stakeholders have their say' (GRAHAM et al., 2003), about **relationships** and **accountability**: 'who has influence, who decides, and how decision-makers are held accountable' (ABRAMS et al., 2003). The way power is exercised is determined by 'the interactions among institutions, processes and traditions that determine how power is exercised (ABRAMS et al., 2003).



Photo no. 1 - Taking decisions together – Romania
(by Emil Pop)

Although there is a strong connection between the management of a protected area and its governance system, 'the distinction between governance and management is somewhat blurred'. As clarified by LOCKWOOD (2010) and BORRINI-FEYERABEND et al. (2006), protected area '**governance**' concerns the 'powers, authorities and responsibilities exercised by organizations and individuals', whereas '**management**' is about **what** is done about a particular site or situation and concerns 'the resources, plans and actions that are a product of applied

governance'. To a certain extent governance refers to **how** and **by whom** a protected area management is done, with particular regards to decision-making processes ('who makes those decisions and how') throughout the protected area life cycle. Governance concerns the interaction between the government, private sector and civil society (BORRINI-FEYERABEND et al., 2006) and about the role each of these types of actors play in the decision-making and management process.

2.2 Types of governance

The types of protected area governance described by ABRAMS et al. (2003) indicate 'who' (in terms of state and non-state actors) owns the power and legal responsibility for management and decision-making, 'who' has the control and influence over the management process throughout the protected area life cycle and to what extent the non-governmental stakeholders can have the power to influence.

Table 1 - IUCN Governance Matrix

Governance type IUCN Category (management objective)	A Governance by Government			B Shared Governance			C Private Governance			D Governance by indigenous peoples and local communities	
	Federal or national ministry or agency in charge	Local/ municipal ministry or agency in charge	Delegated management (e.g. to an NGO)	Trans-boundary management	Collaborative management	Joint management	By individual land-owner	By non-profit organisations (e.g. NGOs, university, etc.)	By for profit organisations (e.g. corporate land-owners)	Indigenous peoples	Local communities
I - Strict Nature Reserve/ Wilderness Area											
II – National Park (ecosystem protection; protection of cultural values)											
III – Natural Monument											
IV – Habitat/ Species Management											
V – Protected Landscape/ Seascape											
VI – Managed Resource											

2.2.1 State governance

A government body (a ministry, a national, regional or local agency or state authority), reporting directly to the government holds ‘the authority, responsibility and accountability’ for managing a particular protected area (or the whole protected area system), determines its ‘conservation objectives’, develops and enforces its management plan and sometimes owns the land and resources inside the protected area. The management tasks (such as the management planning or implementation) can be delegated by these governmental bodies to: NGOs, private operators or communities. In this type of governance, the responsible authorities might or might not have a ‘legal obligation to inform or consult stakeholders’ about management decisions.

2.2.2 Shared governance

A plurality of governmental and non-governmental actors, which are formally or informally entitled, share the protected area management authority and responsibility. Shared governance is often referred to as co-management and can be present in many forms:

- Weak forms: the authority and responsibility for decision-making is held by one agency, which has the obligation (according to the national legislation or policy) to inform or consult other stakeholders (collaborative management).

- Stronger forms: multi-stakeholder bodies exist and have a permanent role or responsibility in the management of a protected area – e.g. consultative role, the responsibility to develop proposals for protected area management that are submitted to a decision-making authority for approval.
- Fully ‘joint’ management: various actors are included in a management body holding the authority and responsibility for the PA management.

The strength of the co-management depends on ‘whether decision-making requires consensus among participants or not’(BORRINI-FEYERABEND, 2008).

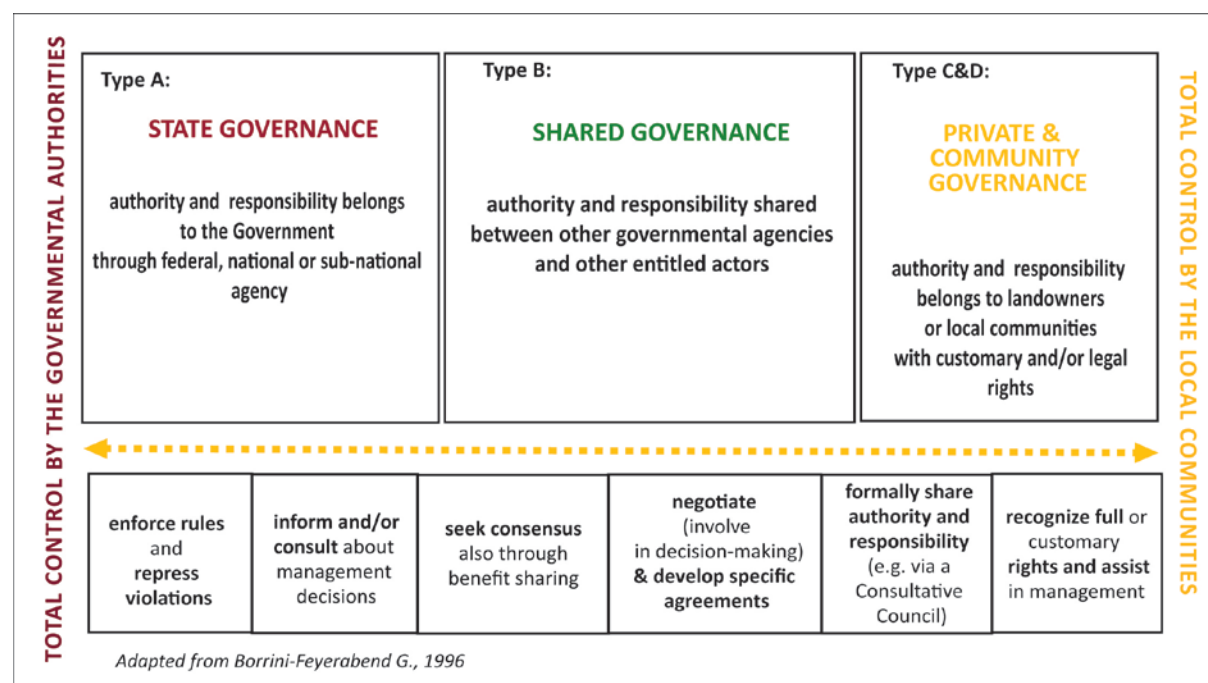


Figure 1 - Forms of PA governance and the options of PA authorities concerning the involvement of stakeholders

2.2.3 Private governance

This type of governance is mainly determined by its specific ownership regime. The PA land and resources are owned by individuals, associative structures, NGOs, corporations, either for-profit or not-for-profit. The landowner holds the authority and the responsibility for the PA management: determines the conservation objectives, develops and implements the management plan and is in charge of decisions, being controlled only by the applicable legislation. Their accountability to society is usually limited.

2.2.4 Community governance (community conserved areas)

Authority and responsibility for a protected area management rests with communities and are expressed through ‘various forms of customary or legal, formal or informal institutions and rules’ (DUDLEY, 2008). Land and resources can be collectively owned, although it doesn’t necessarily have to belong to the local communities.

ICCAs (Indigenous Peoples’ and Community Conserved Areas and Territories) are ‘natural and modified ecosystems including significant biodiversity, ecological services and cultural values voluntarily conserved by indigenous peoples and local communities through customary laws or other effective means’.

According to the ICCA Consortium⁷, the following features are characteristic for an ICCA:

- The **community is closely connected to a well-defined ecosystem** (or to a species and its habitat) culturally and/or because of survival and dependence for livelihood;
- The community **management decisions and efforts lead to the conservation** of the ecosystem's habitats, species, ecological services and associated cultural values (even when the conscious objective of such management may be different than conservation 'per se', and be, for instance, related to material livelihood, water security, safeguarding of cultural and spiritual places, etc.).
- The community is the **major player in decision-making (governance) and implementation regarding the management of the site**, implying that community institutions have the **capacity to enforce regulations**; in many situations there may be other stakeholders in collaboration or partnership, but primary decision-making rests with the concerned community.

For the last two types full recognition means a full acceptance of the IUCN definition of protected areas, i.e. of the fact that protected areas could be also those designated and managed according to other efficient means (will of the owners, customary law, etc), not only the ones that are established according to the national legislation.

The IUCN matrix (Table 1) is a common framework that can be useful for an overview of the different types of governance in correlation with the IUCN protected area management categories.

2.3 Principles of good governance

'**Good governance** is a fair and effective way of exercising governing powers (means) in order to meet the objectives (ends) of the protected area' (ABRAMS et al. 2003).

'**Good governance of a protected area** can be understood as a governance system that responds to the **principles** and values freely chosen by the concerned people and country and enshrined in their constitution, natural resource law, protected area legislation and policies and/or cultural practices and customary laws. These should reflect internationally agreed principles for good governance' (GRAHAM et al., 2003).

'Good governance **principles** are normative statements that make claims about how governing or steering should happen and in what direction – that is, how governance actors should exercise their authorities' (LOCKWOOD, 2010).

Brief description of the Principles of good governance⁸

1. Legitimacy and voice – looks to the social dialogue and collective agreements on protected area management objectives and strategies on the basis of freedom of association and speech with no discrimination related to gender, ethnicity, lifestyle, cultural values or other characteristics (DUDLEY, 2008);

⁷ The ICCA Consortium is an international association dedicated to promoting the appropriate recognition of and support to ICCAs in the regional, national and global arena. For more details see: <http://www.iccaforum.org>

⁸ Based on the classification of Abrams et al. (2003) - which integrates the ones defined by the United Nations Development Programme (1997) and by the Institute of Governance (2003) and Dudley (2008).

It includes the principles of:

- **Participation** – stating that all people (with no discrimination) should have a voice in the decision-making, either directly, or through legitimate intermediate institutions that represent their intention.
- **Consensus orientation** - reflects the capacity of governing system to allow for mediating differing interests to reach to a broad consensus

2. Subsidiarity – the management authority and responsibility is attributed to the institutions closest to the resources at stake (DUDLEY, 2008);

3. Accountability – having clearly demarcated lines of responsibility for the different entities involved in the decision making process and management and ensuring adequate reporting and answerability to all stakeholders about the fulfilment of their responsibility (DUDLEY, 2008);

It includes the principle of **transparency**: information on actions processes and institutions are directly accessible to those interested/concerned. Enough information is provided to understand and monitor institutions and their decision-making processes (ABRAMS et al., 2003).

4. Performance – defined as being effective in conserving biodiversity and achieving the other objectives of the protected area whilst considering the concerns of stakeholders;

It includes the principles of:

- **Responsiveness**: institutions and processes try to serve all stakeholders in a competent way.
- **Effectiveness and efficiency**: processes and institutions produce results that meet needs while making the best use of resources (Abrams et al., 2003).

5. Fairness – sharing the costs and benefits of establishing and managing protected areas equitably and providing a recourse to impartial judgement in case of conflict;

It includes the principles of:

- **Equity**: all men and women have equal opportunities to improve or maintain their wellbeing.
- **Rule of law**: legislations and rules are fair and enforced impartially.

6. Direction (strategic vision) - fostering and maintaining a consistent long-term vision for the protected area and its conservation objectives;

It should be observed that if the good governance principles are properly considered, i.e. respected/fulfilled, it is not any more so important what governance type is used. Differences would probably resume to the mechanisms used to fulfil some of the requirements for achieving good governance.



There are many classifications grouping the good governance principles. For other versions see:

Photo no. 2 - Deciding with stakeholders - Romania (by Emil Pop)
BORRINI et al, (2013), DUDLEY (2008), ABRAMS (2003).

3 Methodology

3.1 Geographical scope

The study was conducted in the 19 countries that are listed in Table 2 and represented in Fig.1. The target area includes not only the countries that are classically defined as Eastern-European and partly as Central-European (i.e. Poland, Belarus, Ukraine, Romania, Republic of Moldova, Bulgaria, Hungary, Slovakia, Czech Republic) but also some of the Southern European countries from the Balkans and Adriatic region (i.e. Serbia, Albania, Montenegro, Croatia, Slovenia), the 'Baltic states' (Estonia, Latvia and Lithuania), as well as Finland.



Photo no. 3 - Interview with Goran Gusic, Croatia (by ProPark)

Table 2 - Countries in the study area and involvement in the implementation of relevant international conventions

	Country	Field visits	EU member	Party of the CBD	Primary CBD focal points	POWPA national focal point	Parties to the Aarhus
1	Albania	√	-	√	√	√	√
2	Armenia	-	-	√	√	-	√
3	Belarus	-	-	√	√	√	√
4	Bulgaria	√	√	√	√	√	√
5	Croatia	√	-	√	√	√	√
6	Czech Republic	-	√	√	√	√	√
7	Estonia	-	√	√	√	√	√
8	Finland	√	√	√	√	√	√
9	Georgia	-	-	√	√	-	√
10	Hungary	-	√	√	√	√	√
11	Latvia	√	√	√	√	√	√
12	Lithuania	-	√	√	√	√	√
13	Macedonia	-	-	√	√	-	√
14	Moldova	√	-	√	√	√	√
15	Montenegro	-	-	√	√	√	√
16	Poland	√	√	√	√	√	√
17	Romania	√	√	√	√	√	√

	Country	Field visits	EU member	Party of the CBD	Primary CBD focal points	POWPA national focal point	Parties to the Aarhus
18	Serbia	√	-	√	√	√	√
19	Slovakia	√	√	√	√	-	√
20	Slovenia	√	√	√	√	√	√
21	Ukraine	√	-	√	√	√	√
<p>- 11 EU + 10 non-EU countries:</p> <p>- all of them are parties to the CBD and have primary national focal points</p> <p>- 17 have PoWPA focal points (Slovakia and Macedonia don't)</p> <p>- all of them adopted the Aarhus Convention</p>							

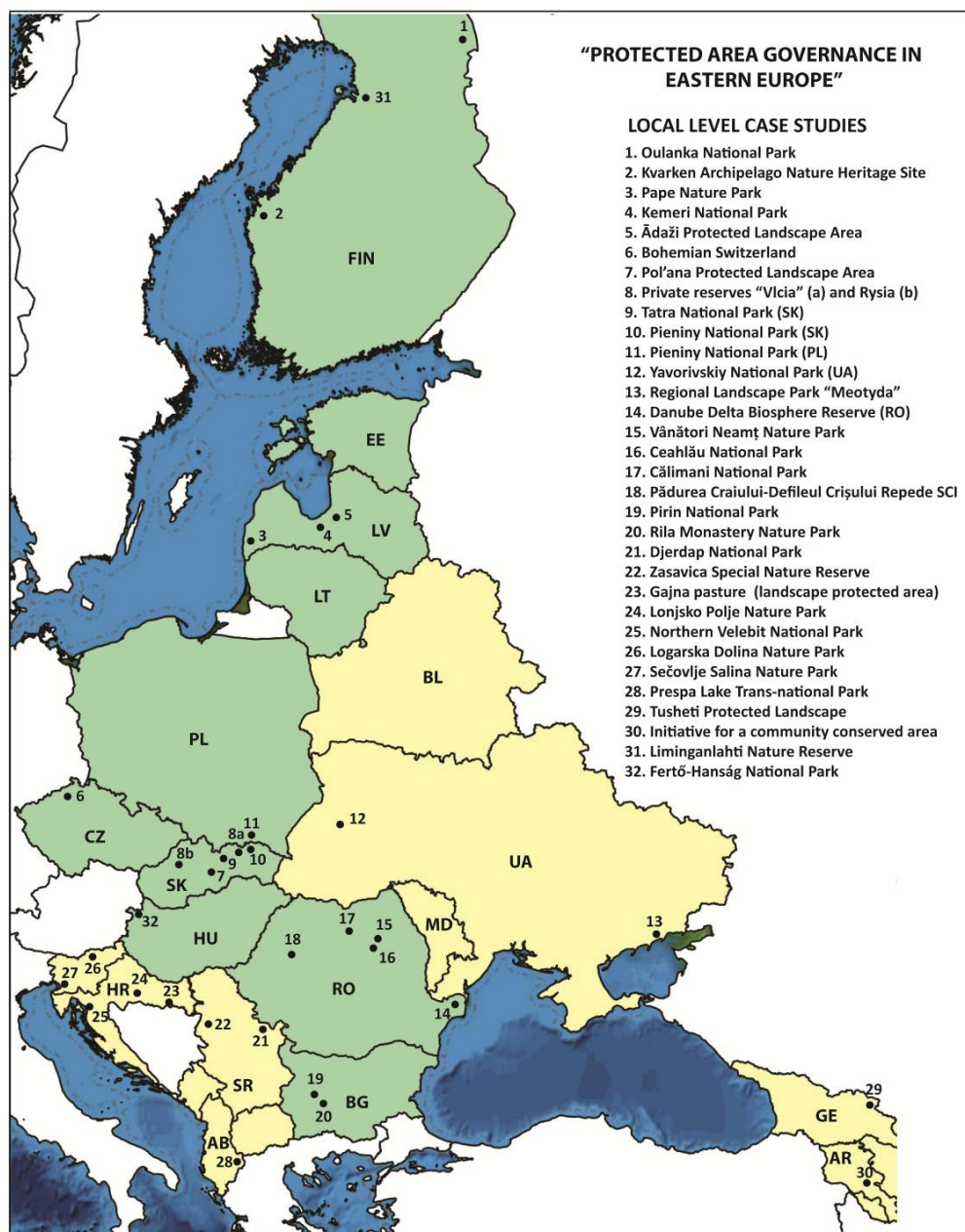


Figure 2 - The target region (green and yellow) and the countries where interviews were conducted. Countries in green are EU members 8as of Dec. 2012)

Montenegro, Macedonia and Belarus were removed from the study due to lack of information.

Due to the interest shown by the IUCN Caucasus Cooperation Centre to get involved in this project Georgia and Armenia were also included in the target area.

3.2 Analytical approach

Most of the information used in this study was collected through face to face interviews with both national level (e.g. ministries, national level agencies, state institutes, NGOs) and protected area authorities. In some cases Skype interviews were conducted as well.

Interviews were conducted in 11 countries. The full list of interviewed experts is available in (Annex 1). Information was collected by questionnaires only in Estonia, Lithuania, Georgia, and Armenia.

The case studies have been selected not only to reflect the main characteristics of the predominant type of governance (i.e. state governance) but also to emphasize the different types and sub-types and their particularities, with an emphasis on the examples of success. In most of the countries with field visits performed by the ProPark team at least one PA was selected to reflect the most common type of governance and, where possible, at least one special case which reflects new approaches and trends.

Questionnaires were used to guide the interviews or to collect information by email. The questions explored both the overall context and the specific characteristics of governance in each country, by looking at the following issues:

at national level:

- structure and functioning of governance systems (institutions involved, responsibilities, roles, mechanisms);
- legislative provisions concerning the decision making and management process, referring to stakeholder involvement, transparency, partnerships, the adoption of concepts and guidelines concerning governance, etc;
- current situation and challenges for the existing governance types and the adoption of new types;
- advantages and disadvantages, trends and opportunities for improvements;

at local level:

- case studies for collecting more detailed information on challenges, issues, outcomes, advantages, disadvantages, risks, etc and to explore potential changes for improvements.



Photo no. 4 - Interview in Sečovlje Salina - Slovenia (by ProPark)

In most of the cases face to face interviews were conducted in English language. Although most often the language did not seem to raise serious problems, in some cases (in Slovakia, Latvia, Slovenia, Croatia, Bulgaria) interpretation was needed. Only in very few cases, where interpreters were not available, the questions had to be simplified due to the insufficient capacity of respondents to understand some of the concepts or express their thoughts properly in English language.

The average duration of an interview was 2 hours and almost double for those in which interpreting was necessary. Sometimes in the protected areas that served as case studies it was possible to have a short field visit after the interview, helping to better understand the situation.

Selecting the case studies

To identify protected areas that illustrate how the different governance types are used in the region the following types of PAs have been considered when selecting case studies for the study:

- Government governance on different level
- Government governance delegated to state enterprises, forestry service, NGOs
- Government governance, but certain issues are negotiated with management agreements
- Managed by NGOs
- Managed by church
- Managed by corporate and individual land owners
- Under collaborative management
- Under joint management
- Transboundary management
- Community conserved areas

Field visits were possible only to a few protected areas, mainly because of the large geographical area and time constraints. One or more of the following sampling methods were used to decide on the case studies:

- 'Extreme case sampling' - focusing on cases that are special (particular cases of PA governance – cases which are less representative but may offer insights on changing governance trends): e.g. in a country where state institutions are responsible for PA governance but NGOs are also delegated to manage PAs, how are NGOs performing? What are opportunities and what are limitations for them?
- 'Typical case sampling': choose a typical case to provide a national profile by selecting a PA to reflect the characteristics of the most common type of PA governance.
- 'Criterion / quota sampling' was used for selecting the case study which is most representative for a certain country. Criteria may refer to the governance type, but also IUCN type, size of PA, land ownership, etc.

The case study analysis was based on interviews which combine the 'closed ended' and 'open ended' approaches.

Annex 3 presents guidelines used for the interviews at protected area level. The questions had been adapted for each case to emphasize its specificity.

The methodology was designed to explore the situation both:

- '*de jure*' (meaning what is stipulated in the law and should theoretically happen)
- '*de facto*' (what is actually happening in reality)

Limitations:

Although collecting information and analyzing both the '*de jure*' and '*de facto*' situations would have been very useful in identifying the strengths and opportunities for different types of governance and for their quality, our attempt was very much limited by the access to detailed information. Analyzing what is the context '*de jure*' should be based on a thorough analysis of national laws, but in most cases laws were not available in English. The information collected from the respondents is rather limited, with no possibility to conduct comprehensive analysis of the legal framework. Regarding '*de facto*' situations in many cases

there was not enough information or some of the respondents might have interpreted certain situations subjectively, like for example when referring to a situation in the past by a respondent who is rather new in his/her position.

The method was initially designed based on the triangulation method. In each case, the same set of questions (i.e. concerning the situation at national level or a specific protected area) should have been addressed to representatives of different sectors (public, private, civil society) engaged in protected area management. This approach was meant to ensure that the conclusions of the analysis take into account and reflect the perspectives of the different actors involved in the governance system. For this method it is important to ensure representativeness – to make sure that the respondents are representative for their group (e.g. for the NGOs in a certain countries) by using the adequate sampling method. However, triangulation was not possible, as much more time and resources would be needed to fulfil the requirements of a thorough study (in terms of research methodology).

In some countries (e.g. Latvia, Slovakia, Romania, Bulgaria), interviews were conducted with representatives of both national level decision-makers (i.e. Ministries) and NGOs. In those countries in which the number of site level case studies was bigger (e.g. Finland, Latvia, Slovakia, Romania, Serbia, Croatia, Slovenia, Bulgaria), the respondents have been asked to provide information/opinions about the situation at national level also. This allowed for completing the information provided by the national level actors. Due to the limited time available for each interview, this was not always possible.

As with regard to the 'quality of governance', although our initial intention was to look to this issue more in depth (see the guidelines for interviews – Annex 2); the number and the content of the answers were not satisfactory to allow for proper analysis. However, the information and opinions on the good governance principles collected during the interviews reflect some key aspects that are common in the region and should be explored more into depth in the future.

Lessons learned concerning the methodology:

1. In most of the cases language did not represent a barrier to communicating on common issues concerning the PA management system or the decision-making. However, discussions on issues like 'accountability', 'stakeholders', 'legitimacy' or even the term 'governance' itself proved to be sometimes challenging due to the unclear meaning of these concepts and to the lack of equivalent/synonym terms that cover their full meaning in other languages;
2. The two hours, which was the average time that respondents could allocate for each interview, proved to be insufficient for an in-depth debate on all the relevant aspects, especially in those cases in which interpretation was necessary;
3. The triangulation is very important especially when it comes to information which can be subject to personal, subjective interpreting (e.g. opinions, ideas, qualitative information, etc.);



Photo no. 5 - Interview with Angnese Balandina (NCA Pieriga) and Gundars Vaza (Engure municipality), Latvia (by ProPark)

4. To achieve more complete and objective results, other sources of information, in addition to the interviews, have to be used (e.g. national laws, strategic documents, scientific papers, reports, etc.);
5. Given the variety of local/national level contexts and actors, using a fix set of questions proved less effective; the team had to prove flexibility in formulating the relevant questions and ability to reformulate the questions for different target groups. Therefore it is important that people conducting the interviews have a good knowledge of its aims and of the content of the guidelines, i.e. a good knowledge on what governance means and what are the relevant aspects that should be explored, as well as experience with interview techniques.

4 Context for protected area governance in Eastern Europe

4.1 Socio-economic and political context

The region within the geographical scope of the study is recognized as one of the highest biodiversity areas of Europe, with large tracks of natural and cultural landscapes, hosting the full array of European wildlife. Parts of the region are recognized as having high quality biodiversity features of global importance, i.e. having terrestrial, freshwater and marine habitats listed in WWF's Global 200 Ecoregions⁹. The countries in the study area stretch over the Baltic, European Alps, Carpathian, Danube, Caucasus and Balkan Ecoregions of global importance. Important areas of pristine and old-growth forest are still maintained and most of the commercial forests are managed following at least some basic principles for keeping them as relatively good biodiversity areas and environmental service providers. The highest numbers of large carnivores in Europe (except Russia) are present here, mainly in the Carpathian Mountain range. Some of the last free ranging, high biodiversity river bodies and wetland areas host undisturbed habitats and very rare species. The Danube Delta is the second largest delta and wetland area in Europe, an area recognized as the 'bird paradise'.



Photo no. 6 - Retezat Mountains in the Carpathians
(by Remus Suci)

The entire region, except for Finland, was under a totalitarian regime, ruled by communist parties, with state ownership imposed on almost all of the land and with centralized economies. Based on the 'fines and fences' approach to PA management these systems imposed strict rules on the use of natural resources, with limited and often controlled public access, providing a relatively good framework for the protection of certain areas. Changes after 1990 in landownership, as well as in the political and economic systems brought important changes for nature conservation and the use of natural resources in all of the countries, increasing the threats, as presented further below. Most of the countries reacted by changing the environmental legislation and by designating new protected areas.

The totalitarian regime imposed also significant limitations on individual and group freedom, reducing the interest and pro-active approach of the citizens of these countries in contributing to solving issues of public interest, such as environment related issues. Expressing concerns became difficult for the vast majority of people leading to a 'culture' of leaving decisions to those politically appointed or to higher hierarchical levels within the institutions. Limited possibilities to learn by travelling and exchanging experience, as well as very limited access to information made people even less confident in their knowledge and abilities to influence and change decisions/approaches for the benefit of the communities or the public at large. Breaking this 'communist tradition' took a long time and still makes public participation and stakeholder involvement challenging and very much dependent on the abilities of certain organizations and individuals to lead and facilitate such processes.

⁹ http://wwf.panda.org/about_our_earth/ecoregions/

Community structures were in most cases destroyed both by stripping off people of their land and destroying customs and traditions, transferring customary/traditional decision making systems to the administrative authorities representing the state. This led to decreasing or losing the sense of land ownership (SZABO et al, 2008), to the loss or alteration of traditional land-use knowledge (LAWRENCE, 2008) and to breaking the connection between rural communities and their land.

The main political and socio-economic factors influencing the PA decision-making and management system are presented below.

Transition from centralized to decentralized governance

The very centralized governance systems implemented for more than 40 years in most of the countries, except Finland, makes it difficult to understand the need for clear governance systems, especially for protected areas. Even after more than two decades of history in exercising democracy, there is little practical experience for clearly defining roles, responsibilities and procedures for good quality governance systems in the environmental sector. Stakeholder involvement is still regarded very much as an unnecessary burden by many of the responsible authorities and agencies, even if all the countries have signed the Aarhus Convention. Accountability, transparency, stakeholder consultation are concepts that are not yet fully adopted, especially by governmental institutions and agencies.

Concurrently, even though social actors are becoming more aware and active in environmental issues, pro-active attitudes are still the exception when stakeholders should voice their concerns and contribute to finding solutions to environmental problems.

Major changes in land-ownership in protected areas in some of the countries

In most of the former communist countries the last two decades brought significant changes in landownership. In protected areas the approach was very different from one country to the other. Some examples are presented below:

- **Bulgaria** – land restitution was not allowed in national parks and reserves, where land is still exclusively owned by the state. The land in other categories of PAs is owned by a large number and great variety of owners.
- **Latvia** – land restitution was not possible in Strict Nature Reserves zones of National Parks and Strict Nature Reserves. However, the state land included in these protected areas is under the responsibility of the Nature Conservation Agency.
- **Slovenia** – in the Constitution (Art.6710), ownership is defined by three dimensions: ecological, social and economic¹¹. i.e. owners do have the right to economic benefits from the land - right of property is guaranteed - but each land owner has to consider the ecological and social functions of his/her land and to respect and take into account its importance for the public and the impact of his/her management on the public interest. This interpretation of the concept of ownership, i.e. the 'relative ownership' is different to that of 'absolute ownership' right, in the sense given by the Roman law and can be regarded as relative or apparent, due to its intrinsic limitations to private use. From the PA management perspective this translates into: open access for visitors and a clear obligation for sustainable use and maintaining ecological functions through management actions, land-owner involvement right from the designation of a PA. It also means that when the economic function of a land is completely blocked by

¹⁰ <http://www.us-rs.si/en/about-the-court/legal-basis/constitution/>

¹¹ The idea was emphasized by Mr. Mladen Berginc (Head of the Protected Area Unit - Ministry of Agriculture and Environment - Slovenia)

the PA restrictions (aiming for the public good), the land owner has to be compensated or the land has to be bought by the state.

- **Hungary** – landownership in the PAs is mixed. There are PAs, where the state owns large areas (e.g. Hortobagy National Park). It is important to note that there are efforts made to buy land in PAs for conservation purposes, therefore the national park directorates receive money from the state, earmarked for land purchase. .
- In **Romania, Slovakia, Croatia, Albania** and **Serbia** land ownership changed in all protected areas, including scientific reserves and national parks. There are various types of landowners in most protected areas: state, local governments, agencies, companies, churches, schools, communities, individuals. In Croatia and Romania the land restitution process is now on-going.
- In **Ukraine and Republic of Moldova** most of the land in PAs is owned by the state or by the local communities/authorities. Land concession is now allowed even in protected areas.
- In PAs of national interest in **Finland** land is owned by the government and if new PAs are designated, the state either purchases the land or pays compensation to the landowner for his financial losses when creating a private PA on private land.

In terms of management rights, in most countries there is a wide variety of stakeholders that can have management responsibilities for the land and natural resources in protected areas. Even when the state is the sole landowner, management, responsibilities might be delegated or subcontracted to different governmental agencies, ministries, state joint stock companies, etc.). Only in few cases the PAMB are in charge of the management of state land/resources inside PAs – e.g. in **Serbia and Poland** (mainly forest management) and in **Hungary** (for forest and agricultural land), generating income that is used for the management of protected areas. It is interesting to note that in Hungary the PAMB can sub-contract the management of agricultural land or it can give agricultural land management rights to locals who need support for livestock breeding.

Socio-economic changes and political influences affecting protected areas

In the last 10-15 years the former communist countries underwent a significant increase in the economic and social welfare, which was accompanied by the development of infrastructure, the intensification of natural resource use, and by demographic changes such as the aging and depopulation of rural areas. Such phenomena are directly and indirectly affecting the management of protected areas. Most of the effects of developing market economy represent **threats** and pressures to the natural environment in general and particularly to protected areas. Their intensity had been reduced by the economic crisis of the last years, but did not decrease significantly. Furthermore, the urge to develop infrastructure for the use of newly emerging green energy sources (hydropower, wind energy), as well as the increasing urge and incentives to use different natural resources as biofuel (e.g. wood, whatever small dimensions) and large areas for biofuel crops are bringing in most countries an unprecedented **pressure** on biodiversity and natural resources, *i.e.* on protected areas. Lack of strategies and criteria to secure a balanced and reasonable use of the land, water and other resources for economic development purposes might lead to significant losses of natural and cultural landscapes and biodiversity in the region.

The biggest system-wide pressures and threats identified through the regional/national level management effectiveness evaluations (RAPPAM assessments¹²) reflect the intensification of economic activities, which is characteristic to the 'transition' status of the EE countries. Amongst the top 5 threats in the EE countries where RAPPAM assessments were conducted are: 'unsolved ownership and legal issues', in connection with land restitution (Croatia, Serbia, Bulgaria, Romania), 'forest management and logging' (Slovakia, Romania, the Czech Republic) poaching (Slovakia, Romania), 'land use changes' – manifested both by land abandonment followed by overgrowth and succession and by the intensification of land/resource use (Romania, Slovakia, Czech Republic, Slovenia, Croatia, Albania), 'infrastructure development and building' (Bulgaria, Slovakia, Romania), 'uncontrolled tourism development' (Bulgaria, Albania, Slovakia, Romania, Serbia, Slovenia), 'waste disposal / waste water management and over-use of natural resources', 'interventions in riverine and riparian areas' – materialized in the construction of small power plants, dams, irrigation systems, etc (Slovenia, Croatia, Serbia, Bulgaria), etc.

The lack of strategic approaches based on principles of sustainable development makes it very difficult to protected area managers and the responsible authorities to achieve the protected area objectives. These trends are contributing to increased conflicts between the economic sector and protected area managers, with impact on the governance systems. PA managers need very good skills to facilitate proper stakeholder participation in the management of the areas they are responsible for.

Closely linked to the economic interests, political influences on protected area management are an important factor when it comes to protected area governance. The situation varies greatly in the region, from very low influence at the local level in Finland, to very high in Serbia, Croatia, Slovakia and Albania, where changes might go to even replacing directors and some of the staff members when the political leadership changes. At the national level however, in almost all of the countries, political influence might become significant when changing protected area legislation, defining management zoning framework and considering economic interests in PAs.

In terms of social context, the communist regime imposed major changes, especially in the rural communities, which are most often neighbouring PAs. During the communist decades the community/common values, including traditions, social structures, connections with nature and connections between community members, the sense of belonging and local pride were profoundly altered or completely destroyed. The deeply negative experiences that rural people had while being forced to give up their ownership rights and their resources, to work for cooperatives for the 'common good' combined with the changes in land ownership lead to diminished interest or reluctance to associative structures or actions and to sharing power or resources. In the same time, the forms of common land ownership existing before the private land was transferred to the state, which could favour the establishment of community conserved areas, disappeared almost completely.

A major change brought by the fall of the Iron Curtain was the enhancement of trans-boundary and trans-national collaboration, which favoured the improvement of trans-boundary cooperation and even the establishment of transboundary PAs. The European Green Belt initiative¹³ is a very good demonstration of the trend for cooperation that has intensified in the last year in our region.

¹² Prohts B. Et al. (2010); Veenvliet Kus, Sovinc J. & A. (2009); Porej Deni and Rajković Željka (2009); Porej Deni and Diku Abdulla (2009); Porej Deni et al.(2009); WWF (2007); Stanciu and Steindlegger (2006); WWF (2004); Ervin (2004); Berghäll and Heionen (2004).

¹³ <http://www.europeangreenbelt.org/>

The centralized systems based on full state control are being replaced by more or less decentralized systems in these countries, especially in the ones that have joined the European Union. However, this trend is not so obvious in the PA governance systems, in which central authorities are still playing a very important role. Furthermore, there are very few countries where the decentralisation has contributed to diversifying financial resources for PA management, like for example in Finland, Hungary or Slovenia, where the management bodies are either supported financially by several institutions at national and local level or have possibilities to generate part of their funds due to larger local autonomy. However, in most cases the financial crises has affected significantly PAs because of their almost complete dependence on state budgets.

Recognition of nature conservation needs and compensation payment systems

These are important pre-conditions for the efficient management of PAs in this region and very important factors for developing equitable governance systems, especially in the countries where most of the land in protected areas is in private or community ownership. But even if the nature conservation needs are fully recognized 'de jure', in most of the countries compensation payments systems are not considered or are very poorly developed. In the Republic of Moldova and Serbia the law has no provisions for compensation payments related to management restrictions or damages caused by wildlife. However, there are some ongoing court cases for wildlife damages. In Romania, Slovenia and Bulgaria land owners are not compensated even if their land is in strictly protected areas or core zones (non-intervention) of other protected areas and even if according to the legislation they are entitled to be compensated. At the other end of the spectrum, in Finland it is not possible to include private land into protected areas unless the landowner wants to establish a protected area on a voluntary basis, or the land is bought by the state, or a fair land concession arrangement is done with the landowner. In-between there are various approaches, from including land in core areas (non-intervention) only if it is owned by the state, to establishing compensation payments based on the restrictions imposed by the management plans.

In the EU countries financial support provided for the management of Natura 2000 sites or even for implementing agro-environmental schemes on voluntary basis, are helping significantly to improve land and resource management in protected areas (if properly implemented), like for example in Hungary for the management of the agricultural land, and help increase the acceptance of local communities and other stakeholders for conservation measures. However, the EU compensation payment systems are not always developed in close cooperation with the protected area managers and can become an issue that makes PA management and the governance system even more difficult. In some countries Natura 2000 payments are not yet implemented, e.g. Romania. In Bulgaria, Natura 2000 payments for agricultural lands have just started to operate.



Photo no. 7 - Natura 2000 sites - for species and habitats
(by Dan Dinu)

The Natura 2000 network

In the EU countries the protected area system is strengthened through the Natura 2000 network. Countries have different approaches when it comes to incorporating these areas into the national protected area system. In the study area Natura 2000 sites:

- are considered protected areas and have similar management arrangements like the PAs of national interest, for example Romania, Czech Republic;
- are considered protected areas, but with a different management approach for those sites that are on private property. In Finland sites on private land are under the coordination of the Regional Centre of Livelihoods, Traffic and Environment, having conservation values safeguarded through contracts with the landowners based on the Nature Conservation Act - like all PAs - especially for grasslands and pastures. Conservation on these lands is also possible through provisions from sectoral legislation (e.g. Construction Act, Water Act - regulating the river basin management in some sites - or Forestry Act);
- are considered protected areas, but management arrangements are clear only for those overlapping with PAs of national interest, where the same management bodies are managing the protected areas of national interest and Natura 2000 sites;
- are not considered protected areas and are managed based on provisions of secondary legislation and using compensation payment systems in Hungary;
- are not considered protected areas, like in Bulgaria, where Natura 2000 sites are called protected sites and designated under the Biodiversity Act, not the Protected Areas Act.

For the Natura 2000 sites that are considered PAs by national legislations in most countries there is no general acceptance of the fact that these should be assimilated with the IUCN PA Management Categories (see Dudley N, 2008)

Chapter 5.4 gives an overview for each country.

Role and influence of social, economic and political actors

The private sector and civil society, i.e. both the profit and non-profit organizations, had a significant evolution in the last 20 years in most of the Eastern European countries.

There is a relatively good **environmental NGO sector** in most of the countries, but the strength and influence of these is different and in most cases there are only a few NGOs that have a strong involvement in protected area policies and management. The presence of well-organized national level specialist NGOs as well as that of focused, nature conservation oriented local NGOs, might have a significant direct influence on protected area management and governance. There are very different roles played by NGOs in the management of the protected areas across the region:

- In some cases NGOs have an important role in the management and governance of protected areas, like for example in Romania, Bulgaria, Slovakia and Slovenia where these are influencing PA legislation and/or even managing PAs. Concrete examples of significant impacts that active NGOs can have related to PAs are: preventing changes in the hunting law in Slovakia that would have affected conservation objective, process driven by Vlk¹⁴ together with the Slovak Ornithological Society/BirdLife Slovakia and Raptors Protection of Slovakia; preventing de-gazetting of PAs in Bulgaria by the NGO coalition; influencing PA law changes in Romania by the Natura

¹⁴ Lesoochrannarske zoskupenie "VLK"

2000 NGO Coalition; development of PA management plans for the majority of PAs in Latvia; development of participatory management plans for marine protected area in Croatia by Sunce¹⁵; management of relatively high number of PAs in Romania by different NGOs and development of management plans for Natura 2000 sites (e.g. WWF¹⁶, Dorna EcoActiv¹⁷, Association for Wildlife Conservation).

- In other countries NGOs have various roles, from managing small PAs to providing information or getting involved in specific PA legislation changes, depending on resources and capacity.
- A different example is in Finland, where NGO involvement is mainly at the scientific support level or implementing some management activities (trail development, educational activities), with less impact on the decision-making system.

Presence of large and significant international conservation NGOs has in most cases a significant impact both on issues related to national level protected area management and governance and at the local level, through lobbying, campaigns and involvement in management and stakeholder related work.

Companies have very different levels of awareness and involvement in protected area management, from totally ignoring the role and importance of protected areas and trying to override even the legislation to promote short-term economic interest, to no interest and no involvement and to situations where they take over protected area management responsibilities. An almost common pattern is that branches of international companies are more open to support environment related work than the national ones, but there are also examples of national companies supporting protected area related work.

Public awareness on nature conservation and protected areas is generally low in the region, with very few exceptions, like in Finland and Slovenia. National and regional/local environmental and protected area authorities and agencies still lack the resources and sometimes even the capacity to develop countrywide awareness raising campaigns. The low awareness results in a low level of pro-active stakeholder participation in most of the countries in the study area.

At the **political level** in most countries the role and importance of PAs is not recognized and political support is limited, with very little variations from one political party to the other. This is very much reflected in the low financial support for protected areas across the region.

This very brief analysis shows that the proposed study area is quite diverse in terms of social-economic and political background, but also has some commonalities.

4.2 National legislations on protected area governance

The survey conducted for this study shows that in most of the countries governance is not considered as a high priority topic for the main and secondary legislation. Obviously, there are provisions and recommendations that form the main framework for the protected area governance system in each country, but in most of the countries these are quite general, allowing for different interpretation.

Governance provisions are mostly focusing on defining the management responsibilities and indicating decision making levels for protected area designation and for the approval of the management plans. In some cases, like in Romania, there are clear recommendations on what should be the participatory mechanisms at least for IUCN category II and V protected

¹⁵ Association for Nature, Environment and Sustainable Development Sunce

¹⁶ <http://romania.panda.org/>

¹⁷ <http://www.dornaecoactiv.ro/>

areas and for the most complex Natura 2000 sites. Participatory mechanisms are indicated and their use is made compulsory also in Ukraine, Bulgaria, Slovenia, Latvia, but with not always clear recommendations on how they should be set up and run.

The survey looked at to what extent the IUCN governance types are adopted or at least reflected to a certain extent in the legislation. For a better understanding of the national context it was also asked if the IUCN management categories are recognized and adopted officially. The results are presented in Table 3.

Despite the lack of officially adopting IUCN PA governance types and PA management categories, some governance types are reflected in the national legislation of Bulgaria, Romania, Finland, Latvia, Serbia, Slovakia, Slovenia. The most common choice to transfer management responsibility is delegation to both public and private actors.

The case studies also show that there are '*de facto*' experiments for different governance types across Eastern Europe, not yet supported by the legislation, mostly initiated by NGO-type organizations (e.g. Slovenia, Croatia, etc. - See chapter 5.1).

The best recognition of the different governance types and a good example of complete guidance in the legislation on participatory mechanisms and procedures seems to be in Bulgaria (a synthetic overview is presented in Annex 4).

The lack of delegation mechanisms was explicitly pointed out during our research in Latvia and Croatia, where it is not possible for NGOs to have the responsibility delegated by the state for the management of a particular PA, although this is happening in Latvia '*de facto*', where it has to be based on agreements with the land owners (see Box 10).

In some cases there are no obvious links in the legislation – where provisions on governance exist - between the management categories and governance types. However, Romania is one example, where co-management structures are compulsory only for category II and V for PAs of national interest and for some of the more complex Natura 2000 sites (these can be mostly associated with IUCN category V).

Table 3 - Adoption of IUCN PA management categories and governance types

Country	Some reference to the IUCN categories/types exist		Comments
	Management categories	Governance types	
Albania	√	%	delegated and Private PAs – ' <i>de jure</i> '
Bulgaria	√	%	delegation, private PAs and collaborative
Croatia	-	%	delegated to administrative authorities at regional level
Czech Republic	%		
Estonia	-	%	delegation
Finland	-	%	private PAs
Georgia	√	%	delegation
Hungary	-	-	-
Latvia	-	%	delegation
Lithuania	-	-	-
Republic of Moldova	-	%	delegated to land/resource
Poland			-
Romania	√	%	delegation, some steps towards co-management
Serbia	-	%	delegation
Slovakia	-	%	legislation is changing

Country	Some reference to the IUCN categories/types exist		Comments
	Management categories	Governance types	
Slovenia	-	%	delegation
Ukraine	-	%	delegation

√ = adopted, - = not adopted/reflected, ■ = no information available, % = some governance types reflected in the legislation and/or these are maybe not clearly defined (e.g. delegation is not clearly indicated in the law as such, but presented as management in partnership) or IUCN categories partly reflected (e.g. in the Czech Republic reference to the IUCN categories is made in the management plans of the PAs).

With regard to the IUCN categories, it is important to mention that, even if reflected in the legislation, these only apply to legally designated protected areas and not to the areas that might be conserved 'through other effective means'¹⁸.

As for the Natura 2000 sites, even if these are recognised in the legislation as protected areas (see Chapter 4.1. Socio-economic context), none of the countries are indicating what could be their equivalent IUCN management categories.

Whilst the management categories are widely known, even if not adopted, most of the respondents seem to have less information and understanding of the governance types recommended by IUCN. Therefore the use and integration of various governance types in the national legislations is less likely as long as governmental institutions and PA managers are not aware especially of the advantages of the various governance types.

Even if the 'de facto' situation in some countries is to some extent 'pushing' for governance types that are not the centralized ones, e.g. NGOs taking over responsibilities for small protected areas, there is no clear guidance on how to set up the decision making systems in these exceptional situations. A lack of legal recognition of the IUCN governance types translates in some of the countries into difficulties for pro-active organizations to take full responsibility for protected area management.

It is obvious that the provisions linked to governance systems and especially good governance in most cases are not reflected in the legislation. In some cases different governance types are reflected to a certain extent, but not in a systematic and strategic attempt with the purpose of developing a shared decision-making framework to improve PA management. Different governance types are not fully acknowledged. In-depth analysis is needed in each of the EE countries to identify gaps in provisions that could secure good PA governance.

4.3 International agreements – relevance and implementation

International obligations under the CBD and its Programme of Work on PAs and under the Aarhus Convention should provide good arguments to PA managers and coordinators for a better implementation of the diverse range of PA governance types and the integration of the principles of transparency, public participation and accountability in the national laws and policies referring to nature conservation, regardless of the specific context of each country.

¹⁸ A protected area is "a clearly defined geographical space, recognized, dedicated and managed, through legal or other effective means, to achieve the long-term conservation of nature with the associated ecosystem services and cultural values." (Dudley, 2008, pg. 8)

It was not in the scope of this study to do a thorough analysis on the extent to which the national legislation reflects the PoWPA obligations and recommendations. However, the question was raised with the aim to see if these international instruments have helped a better understanding of the benefits of an open and flexible governance system.

Most of the respondents to the interviews have said that there are articles in the protected area law that are obviously reflecting some of the objectives and admitted that no obvious efforts were made to incorporate the PoWPA into the main and secondary legislation.

Unfortunately, in most countries the PoWPA is not used in a systematic way as a guiding document for policies and for the efficient coordination and management of the protected area systems.

In most of the EE countries (i.e. Albania, Belarus, Estonia, Finland, Hungary, Macedonia, Poland, Romania, Serbia, Ukraine, Croatia and Bulgaria) plans for the CBD-PoWPA implementation were developed¹⁹ by the national focal points. These action plans are often elaborated mainly to fulfil the reporting requirements. Many of the actions were/are not implemented mainly because of lack of or insufficient resources or a lack of understanding of the provisions.

The reports submitted to CBD Secretariat on the implementation of the PoWPA in the Eastern European countries in 2012 show quite promising progress on governance and participation (Fig. 3). According to these reports, many countries started to work on improving their PA governance and almost half of them (40-50%) seem to have nearly or fully achieved this objective. However, lack of understanding governance and the related PoWPA recommendations and lack of clear, measurable indicators determining progress in achieving the PoWPA objectives might influence interpretation of what can be considered good progress in governance and lead to unclear conclusions, with reports not always reflecting real progress.

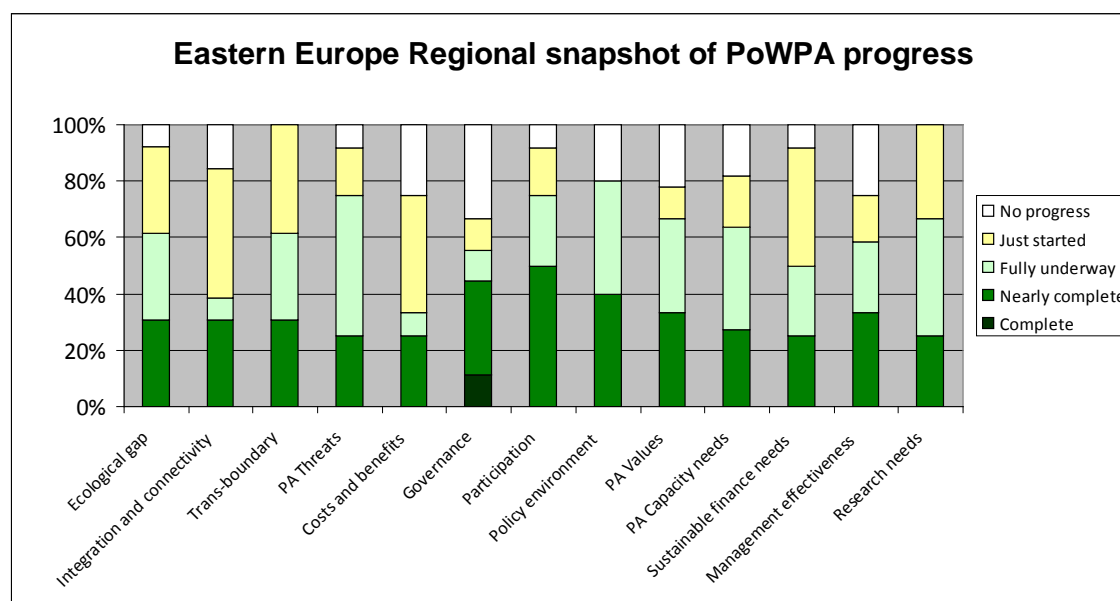


Figure 3 - Implementation progress for PoWPA in Eastern Europe (Source: CBD Secretariat)

All of the countries in the study area are now parties to the Aarhus Convention²⁰ convention (see Table 2). The Aarhus Convention focuses on interactions between the public and public authorities. It grants the public rights regarding access to information, public participation and access to justice, in governmental decision-making processes, on matters concerning local,

¹⁹ <http://www.cbd.int/protected/implementation/actionplans/>

²⁰ The United Nations Economic Commission for Europe (UNECE) Convention on Access to Information, Public Participation in Decision-making and Access to Justice in Environmental Matters,

national and transboundary environment. By signing the Aarhus Convention, countries recognized the right for accessing information of public interest as well as the obligation to conduct public consultations on any decisions that might affect public interests. There is a clear requirement for: transparency, access to decision making processes and access to justice.

As for the Aarhus Convention and its relevance for PA governance, in some of the interviews respondents said that public consultations are compulsory for most of the decisions affecting the local communities and stakeholders. The requirement is not specific to PA legislation, but comes from obligations imposed by other laws. Same applies in some countries for reporting obligations and for providing information on request. Some consider these obligations as being sufficient to respond to the needs of stakeholders and the general public and do not see the need for additional provisions for the purpose to improve transparency and consultation on PA related issues. However, the provisions of the Aarhus Convention are usually compulsory for public institutions and might not be considered properly by non-governmental actors with PA management responsibilities.

5 Protected area governance in the project area

This chapter presents the main protected area management structures associated with the different governance sub-types, as identified in the study area, as well as mechanisms and procedures.

The IUCN governance types are referring to protected areas as defined by IUCN²¹, i.e. protected areas are 'A clearly defined geographical space, recognized, dedicated and managed, through legal **or other effective means**, to achieve the long-term conservation of nature with associated ecosystem services and cultural values'. It is important to mention that the study is not covering areas that might be protected 'de facto' 'through other effective means', like for example areas that might be efficiently conserved by local communities, NGOs or private landowners, even if not designated legally as protected areas. These situations should be considered in a future study on protected area governance in the region, to help identify areas that could be considered as Indigenous and Community Conserved Areas (ICCA)²² and supported as such.

The study revealed that there are a few clear variations of the same governance types and sub-types in the different countries. How these variations are reflected in the governance of the overall protected area system of a country is presented and analysed in a synthetic way, using tables and explanatory notes for peculiar aspects. Individual case studies are used and presented in text boxes to illustrate how the different varieties are working in practice.

Table 4 presents the current situation (as accurate as possible, considering the information available), i.e. what is actually happening in terms of PA governance. Generally the 'de jure' situation is reflected in the 'de facto' situations. If there are some specific aspects that should be considered, these are presented in the more detailed descriptive parts presented in the sub-chapters.

The table shows also the very special situations identified in some of the countries, i.e. when proactive local actors are initiating new types of governance in their region/country, even if these are not yet supported by the legislation. Each of these innovative approaches are presented as case studies, with the implications further analysed in the recommendations and conclusions (Chapters 8 and 9).

The interviews conducted for this study shows that:

- **Government management** is the most common type of governance, predominating in all the Eastern European states, having as main decision makers:
 - **National or federal ministry or a state agency** in all countries. In most cases the responsibility is with the Ministry of Environment or a specialized state agency, but there could be also exceptions, as described below.
 - **Regional or local government / agency** in Albania, Croatia, Slovenia, Moldova, Romania and Ukraine, Lithuania, Georgia, Estonia. That is, if according to the legislation local authorities are empowered to manage.
 - **Other actors, like state companies, NGOs, universities etc., delegated by the Government** in, Serbia, Slovenia, Romania, Republic of Moldova, Ukraine.

²¹ Dudley, N. (Editor) (2008). Guidelines for Applying Protected Area Management Categories. Gland, Switzerland: IUCN. x + 86pp

²² ICCA – "natural and modified ecosystems including significant biodiversity, ecological services and cultural values voluntarily conserved by indigenous peoples and local communities through customary laws or other effective means"

- **Multi-stakeholder management** can be found in a few of the countries:
 - **transboundary PAs** – documented in Finland, the Czech Republic, Albania, Hungary;
 - **Collaborative management** – found in Estonia, Latvia, Romania, Slovenia, Bulgaria, Croatia (*'de jure'* but not *'de facto'*), and Lithuania.
- **Private management** is a rarely found type of governance, but present in a few of the countries in the geographical scope of the study:
 - **by individual land-owners** – Finland, Estonia, Latvia;
 - **by non-profit organizations** in Bulgaria, Croatia (*'de facto'* but not *'de jure'*), Slovakia (*'de jure'* and *'de facto'*), Romania

Some of the IUCN types of governance are not reflected at all in the legislation in the study area, i.e. 'joint management and management by local communities and indigenous people'. However, 'de facto' situations were identified and are presented as case studies both for a weak form of community management and first attempts of community management. However, if strictly using the IUCN typology, these are actually other types, but with some basic characteristics of joint and community management (see Box 20 - Gajna - Croatia and Box 21 – Defileul Crișului Repede - România).

The types of governance identified in the region, using the IUCN classification, are presented in Table 4, giving a synthetic overview of the situation to help a good understanding of the overall situation in the region where the study was conducted. A more detailed analysis, highlighting the obvious differences in implementation of the same types and sub-types in each country and even within the same country are explored in Chapters - 5.1. – 'Types and subtypes of governance'.

Table 4 - IUCN protected area governance types in the Eastern European countries

	A Governance by Government			B Shared Governance			C Private Governance			D Governance by indigenous peoples and local communities	
	Federal or national ministry or agency	Local/ municipal agency or authority	Delegated management	Trans-boundary management	Collaborative management	Joint management	By individual land-owner	By non-profit organizations (e.g. NGOs, university, etc.)	By for profit organizations (e.g. corporate land-owners)	Indigenous peoples	Local communities
Albania	√		√	√	√						
Belarus¹	√		√								
Bulgaria	√	√	√		√		√	√			
Croatia	√	√	'de facto', but not 'de jure'		'de facto', but not 'de jure'						
Czech Republic	√		√	√							
Estonia	√	√	√								
Finland	√	√		√	√	'de facto', but not 'de jure'	√		√		
Georgia	√		√								
Hungary	√		√	√							
Latvia	√		√		√		√				
Lithuania*	√				√						
Republic of Moldova	√	√									
Poland*											

	A Governance by Government			B Shared Governance			C Private Governance			D Governance by indigenous peoples and local communities	
	Federal or national ministry or agency	Local/municipal agency or authority	Delegated management	Trans-boundary management	Collaborative management	Joint management	By individual land-owner	By non-profit organizations (e.g. NGOs, university, etc.)	By for profit organizations (e.g. corporate land-owners)	Indigenous peoples	Local communities
Romania	√	√	√		√						
Serbia	√	√	√	√							
Slovakia	√							'de facto', but not 'de jure'			
Slovenia	√	√	√								
Ukraine	√	√	√								

¹ According to the Action Plan for the Implementation of the CBD PoWPA, 2012 (<http://www.cbd.int/protected/implementation/actionplans/country/?country=by>)

* no information available

NOTES:

- Field visits and interviews revealed that government management delegated to local authorities or local NGOs is often mistaken for community management . Given the limited information that was available for this study, the results referring to this sub-type of governance presented in the table should be verified based on more in-depth research.
- Voluntary commitments and conservation schemes that could have been considered according to the IUCN definition of protected area (see DUDLEY, 2008) were not included in type C – Private Governance and D – Governance by indigenous peoples and local communities.

The most frequent type of governance in Eastern European countries is **government governance**, in which the state plays the most important role in the system.

Most centralized systems, where the central state has the main role in the management of protected areas are found in Albania, Croatia, Finland, Czech Republic and Slovakia. In almost all of these cases there are also some other actors involved to a certain extent:

- In the case of Croatia and Slovakia, some NGOs manage PAs ‘de facto’, without having this responsibility delegated or assigned by the law.
- In the Czech Republic there are a few cases of NGO managed PAs and the trend seems to increase,
- In Finland, NGOs, companies or even private people are sometimes involved.

In some of the countries where the state is the main actor responsible for the management of PAs, it is legally possible to delegate this responsibility to other actors. The possibility to delegate the responsibility for the management to other types of actors, both governmental and non-governmental ones, depends sometimes on the management category of the protected areas. In most of the cases for large protected areas, i.e. national parks, nature parks, biosphere reserves management units are organized, financed and directly coordinated by the state. For the small protected areas, i.e. nature reserves, nature monuments and equivalent, other actors can have the management authority and responsibility delegated by the state. However, there are also exceptions to this rule, like for example in Romania, where protected area management is delegated to third parties, no matter the category or size.

In some of the countries, where delegation is possible, very few actors are using this possibility, like for example in Slovakia and Slovenia. Reasons why other actors don't get more involved by taking on PA management responsibility, as well as the challenges for those that take it, are presented in the chapter about lessons learned (Chapter 7).

The **highest diversity of governance types** is present in Latvia, Finland and Bulgaria, where sub-types of most governance types were identified.

A special situation is in Finland, with very centralized PA governance system ‘*de jure*’, i.e. a legislation that favours ministry and state agency decisions. However, here there are a few, but very good ‘de facto’ examples for other types of governance (private, transboundary, joint) and a relatively good practice for stakeholder involvement.



Photo no. 8 - NGO and PA staff deciding together – Retezat National Park, Romania (by Adrian Hăgătiș)

The governance types identified through this project, even though categorized according to the IUCN system in Table 4, are quite diverse when it comes to implementation of the actual decision making arrangements and stakeholder participation. The following subchapters will present the core structure and the main characteristics that make these systems work.

Case studies are associated to most of the subtypes if such case studies are available from this project.

The schemes presented below for each governance sub-type and variety identified in the study area should indicate clearly what are the structures involved in the decision making system at the different levels (national, regional and local).

5.1 Types and sub – types of governance systems

A. Governance by Government

One central authority (in most cases the Ministry of Environment) plays the most important role in decision-making concerning protected area management. Different arrangements are in place to ensure the functioning of PA management systems, some of these involving a decisive input from specialized expert bodies at either national or local level. The involvement of the expert bodies is analysed in more detail in Chapter 5.2.) mainly for two reasons:

- these expert bodies can be associated to various governance structures, and
- they usually include experts nominated by central authorities, thus being mostly perceived as a body representing the main responsible authority, *i.e.* taking over some of the responsibilities of the Ministry of the Environment.

The protected area management units (PAMB) established for the management of individual protected areas (PA administrations or authorities), as well as the responsible agencies with management responsibility at local level may have their say in the decision-making process but their overall role is rather *executive*, while the power to take the final decision rests with the central authority, sometimes shared with an expert body.

The following sub-types of state governance have been identified:

- centralized governance
- state management by a national agency
- state management by a regional / local agency or authority
- state management delegated to other actors

a1. Centralized governance

This sub-type of governance refers to most centralized systems of decision-making and management systems, in which the PAMBs are directly subordinated to the central responsible authority (which is most of the time the Ministry of Environment - MoE). Its main characteristics are described in Fig 3

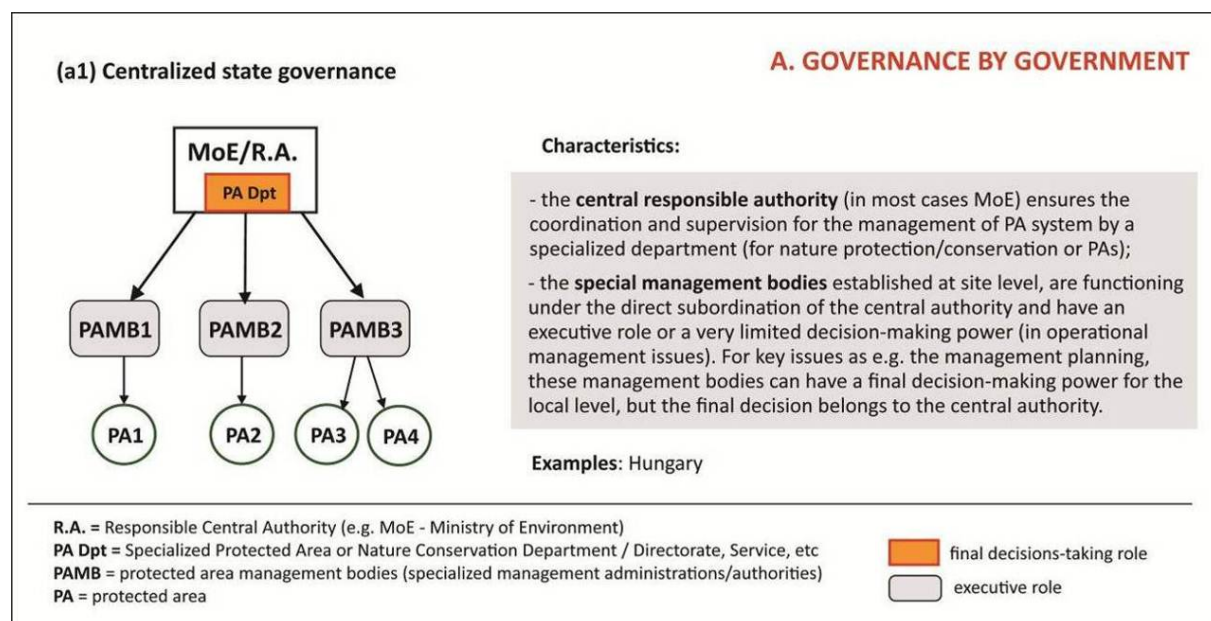


Figure 4 - Centralized governance by Government system

The country that is closest to this sub-type is Hungary, where most of the protected areas are managed by National Park Authorities subordinated to a central authority.

In all of the other countries this subtype is present together with other subtypes, like for example in the Czech Republic, where this model applies to national parks but not to the other protected areas.

Peculiar cases in which the central authority is not the MoE were identified in:

- Hungary, where the National Park Directorates are reporting to the Ministry of Rural Development that has also the responsibilities for environmental protection,
- Czech Republic, where the Ministry of Defence has, besides the Ministry of Environment, the responsibility to designate and manage protected areas on its land. They are often consulting/agreeing or even working with the Ministry of Environment, but the law gives them the decision taking role.

The most representative case for this subtype, i.e. the case of Hungary, has some very special features that are presented in Box 1.

National Park Directorates in Hungary

The example presented below is a clear case of government governance, with the PAMBs directly subordinated to the Central Authority responsible for PAs.

The PAMBs are responsible for several protected areas.

Even though the management system is very centralized, the PAMBs pay special attention to supporting right holders to access compensation payments if restrictions are imposed or when farmers are renting state owned land for agriculture on a contractual basis from the PAMBs

Responsible authority: Ministry of Rural Development, National Park and Landscape Protection, and Nature Conservation Departments

Protected Area Management Units (PAMBs): National Park Directorates

Role of National Park Directorate:

- for the PAs: decision making and operational management of all protected areas within its jurisdiction (there are 10 National Directorates in the country). It is responsible for all national parks, landscape protection areas, nature reserves and Natura 2000 sites within its administrative area. Decision making includes: decisive role in protected area designation, as proposals have to be accepted by this entity and prepared for final designation by it, financial management, income generating activities aligned with the conservation activities, project development and implementation (e.g. the Hortobágy National Park Directorate manages 1 national park, 4 landscape protection areas and 20 nature reserves, as well as 126 Natura 2000 sites in the Northern Lowland Region of Hungary);
- protected species conservation and management outside the protected areas;

Reports to: Ministry of Rural Development - National Park and Landscape Protection, and Nature Conservation Departments.

Advisory bodies: expert bodies of 5-11 experts were nominated by the Ministry in 2005, with advisory role. However, their influence on decision making was not significant and in the last two years these were not functional (mainly due to lack of will of

political leaders to support them).

Main advantages are deriving from the regional approach that allows for locally adapted and regionally coherent management. This system is quite centralized, but structured and well organized at regional level for all protected areas, Natura 2000 sites and other protected assets (e.g. protected species outside protected areas). PA managers have the possibility to find and implement solutions that are best fitting the local circumstances.

Main disadvantage: limited stakeholder involvement, PAMB often perceived as existing only to restrict and control activities. However, due to active and efficient support provided by the PAMB to landowners for accessing funds from different schemes (e.g. agri-, and forestry-environmental schemes), and due to the nature education activities implemented with conservation NGOs, this perception is slowly changing.



Photo no. 9 - Spring in Hortobagy - Hungary

a2. Government/ state governance by a national agency

Some of the governance systems in Eastern European countries include a specialized agency, which is subordinated to the central authority for the environment, and has the role of both coordinating / supervising the local PA level management units and of ensuring the connection with the central authorities from different fields of activity. Their responsibilities and role in decision-making differ in each country (Fig. 5).

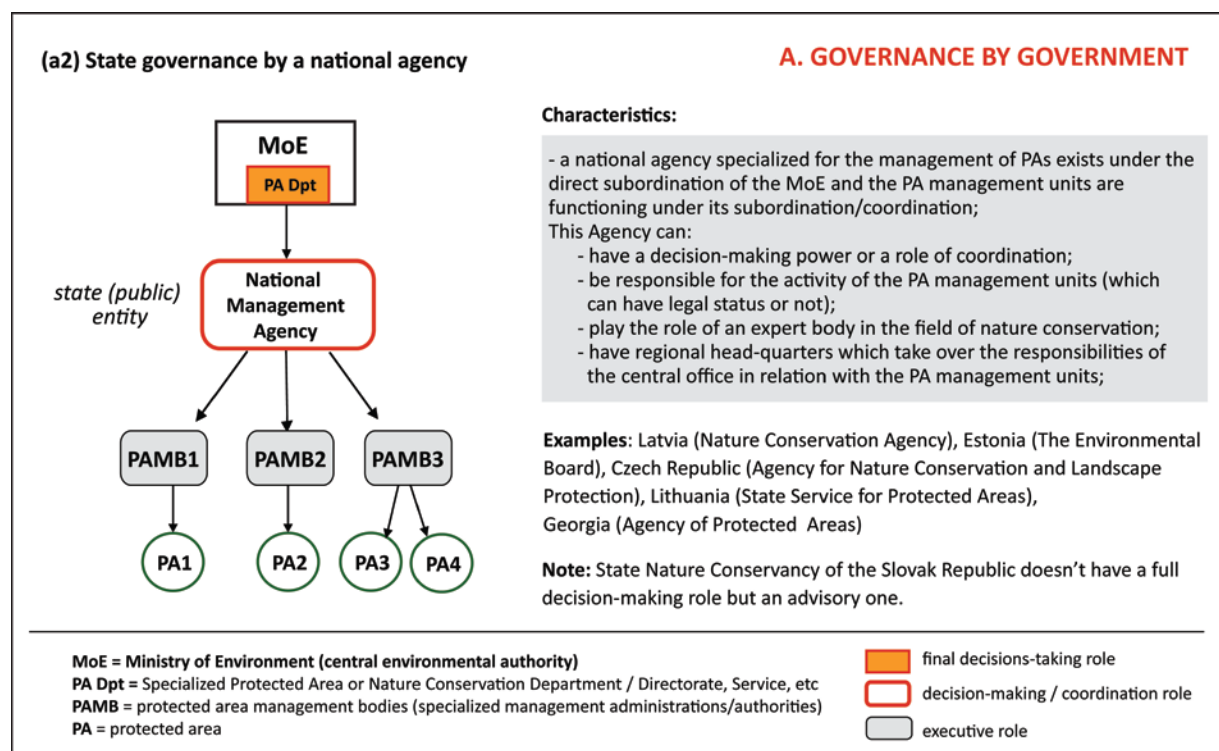


Figure 5 - State governance by a national agency

Such agencies exist in **Slovakia** (State Nature Conservancy of the Slovak Republic), **Czech Republic** (Nature Conservation Agency of the Czech Republic), **Latvia** (Nature Conservation Agency), **Estonia** (the Environmental Board), **Lithuania** (State Service for Protected Areas), **Georgia** (Agency of Protected Areas) and **Finland** (Metsähallitus, Natural Heritage Services) – see Box 2 and Box 3.

The strengths and weaknesses associated with this governance type are presented in Chapter 7.

The State Nature Conservancy of the Slovak Republic (SNC)

Coordination and decision-making devolved to national agencies has a significant advantage as it ensures coherent approaches for management throughout the PA network.

Štátna Ochrana Prírody Slovenskej Republiky is the national expert body which is also responsible for administrative issues, coordinating, supervising and controlling the whole PA management system in Slovakia. The SNC headquarter, which is located in Banská Bystrica, coordinates the PA level management bodies (Administrations of national parks and landscape protected areas and Regional Centres), which are also in charge of the management of small PAs under their administrative jurisdiction, that have no administration. SNC is a state administration in charge of nature conservation activities and it is subordinated to the MoE, but without decision making role (decision making authorities are Ministry of Environment, regional or district offices for environment subordinated to the Ministry).



Photo no. 10 - Old growth forest, Slovakia
(by Juraj Vysoky)

More details on SNC: <http://www.sopsr.sk/web/> (in Slovak language only)

Agency for Nature Conservation and Landscape Protection of the Czech Republic (ANCLP) is a governmental body under the Ministry of the Environment, established in 1995 based on the former Czech Institute for Nature Conservation. Its mission is to ensure the protection and conservation of nature and landscape. It carries out its mission through its 13 regional offices and 24 Administrations of Protected Landscape Areas, which are responsible for the management of other smaller PAs outside their borders, according to their territorial competency. The four national parks in the country are managed by their own independent authorities which are not part of the ANCLP. Its headquarter office includes 3 expert divisions: (i) Division of Nature Conservation and Landscape Protection, (ii) Division of Nature and (iii) Landscape Documentation and Division of Informatics (GIS and other informational systems) and other operational ones.

Its main fields of responsibility include:

- monitoring of the status, changes and trends of species and habitats;
- expert support to other institutions;
- the management of PAs in the country (except for national parks) – including the implementation of conservation measures and the management of state lands inside the Special Protected Areas;
- management planning (elaboration of management plans);
- administration of funds and subsidies for nature conservation, as well as the payment of financial compensations for losses caused by conservation measures;
- international cooperation in the field of nature conservation;
- awareness raising, communication and education in the field of nature conservation.

More information: www.nature.cz/ / <http://www.ochranaprirody.cz/en/>

The Agency of Protected Areas in Georgia is a public body under the Ministry of Environmental Protection, meant to ensure the management of nature PAs in the country through its 19 territorial units, which are in charge with the management of a particular number of PAs. It has the following responsibilities:

- to manage I-IV categories of protected areas (State Reserves, National Parks, Natural Monuments, Managed Reserves) through the protected areas administrations and to manage Biosphere Reserves, World Heritage Sites and Ramsar sites;
- to manage together with other organizations category V protected areas and in exceptional cases the separate zones of category IV (Managed Reserve), Biosphere Reserves, World Heritage Sites and Ramsar sites;
- to control the category VI (Multi-purpose Use Areas);
- to conduct measures on maintenance, supervision, preservation, restoration and protection of protected areas;
- to develop management plans and submit to the MoE for approval;
- to develop relevant laws and sublegal normative acts and submit to the MoE;
- to organize monitoring and scientific research, processing, maintenance and dissemination of data;
- to improve management mechanisms and raise the staff qualification;
- to prepare report on status of protected areas on a regular basis;
- to administer protected areas and cooperate with local and international non-governmental foundations;
- to organize necessary construction and improvement work (trails, fences, shelters, etc) necessary for the proper functioning of protected areas;
- to carry out international cooperation in protected areas related issues and participate in relevant programs;
- to cooperate with relevant governmental and non-governmental organizations with similar functions;
- to cooperate with the general public;
- to identify the tourists' service fee rates in protected areas;
- to conclude agreements in accordance with chapter 12 (point 21-24) of Law on Protected Areas System;
- to carry out other activities in accordance with the Law on Protected Areas System, Georgian legislation and its regulation.

More information: <http://apa.gov.ge/?site-lang=en>

The Environmental Board in Estonia (Kesskonnaamet)

The Environmental Board (EB) was established in 2009 as a national agency 'responsible for the environmental issues in general'. Its general responsibilities include the development of legal acts, guidelines, strategies and policies concerning the environment and their implementation, the issuing of permits and licenses, the assessment of environmental impact, monitoring, etc. In the field of nature conservation the EB is responsible for the whole life cycle of protected areas in Estonia – i.e. PA design, establishment, management planning (preparation of protection rules and management plans for protected areas, action plans for the protected species, management guidelines for its partners, etc.), management implementation (carrying out or coordinating practical conservation work, processing permits, etc.) and carrying out or coordinating the monitoring of management efficiency and overall status of nature values.

More information: <http://www.keskkonnaamet.ee/eng>

Nature Conservation Agency in Latvia

The Nature Conservation Agency (NCA), dealing mainly with the nature conservation policy implementation. The agency is not directly subordinated to the MoE, but the 2 institutions are rather collaborating. The NCA is organized in 4 regional offices (subordinated to the central head-quarters), which are supervising and coordinating the PA management planning and implementation in their regions. NCA is not directly responsible for the management of state land, it is organizing all the management activities and coordinating stakeholders' actions. Concerning Natura 2000, the NCA is directly in charge of data base development and management. The monitoring and the reporting obligations were delegated from the MoE to the NCA. The structure and role of NCA was changed in 2009, when all the former national park administrations and other organizations were merged with this Agency.

More information about the NCA: <http://www.daba.gov.lv/public/eng/>

Metsähallitus, Natural Heritage Services – Finland

Responsible authority: Ministry of Environment

National agency (authority): Metsähallitus Natural Heritage Services (NHS)

Statute of the NHS: According to the legislation, Metsähallitus is a state enterprise that includes the Natural Heritage Services (NHS). NHS operates in the same way as a government agency under the direct supervision of the Parliament, the Ministry of Environment (in matters related to nature conservation) and the Ministry of Agriculture and Forestry.

The Natural Heritage Services is funded from the state budget and financially completely separated from all the business branches of Metsähallitus.

In the near future, the legislation will be revised and the business branches of Metsähallitus, including the Forestry Unit, will be organized as government-owned companies, whereas the Natural Heritage Services will continue in its present form like a government agency (but still as a part of Metsähallitus which manages all the government owned lands and waters in a coordinated way).

Role of NHS:

- operational management of PAs through its regional structures,
- development of management plans,
- visitor management,
- helps the Ministry of Environment in coordinating the protected area system at the national level.

Reports to: Parliament, Ministry of Environment (in matters related to nature conservation) and the Ministry of Agriculture and Forestry.

More information about

tus: <http://www.metsa.fi/sivustot/metsa/en/Sivut/Home.aspx>



Photo no. 11 - Interview with Dr Rauno Väisänen, Finland (by ProPark)

b. State/ governmental governance by regional/local agency or authority

In some countries, the national protected area agencies have regional or local level branches to which decision-making power is devolved (e.g. Slovakia, Latvia, Finland, Romania, Croatia, Bulgaria) – Figure 6.

Their decision making role is reflected in Table 8, where information exists.

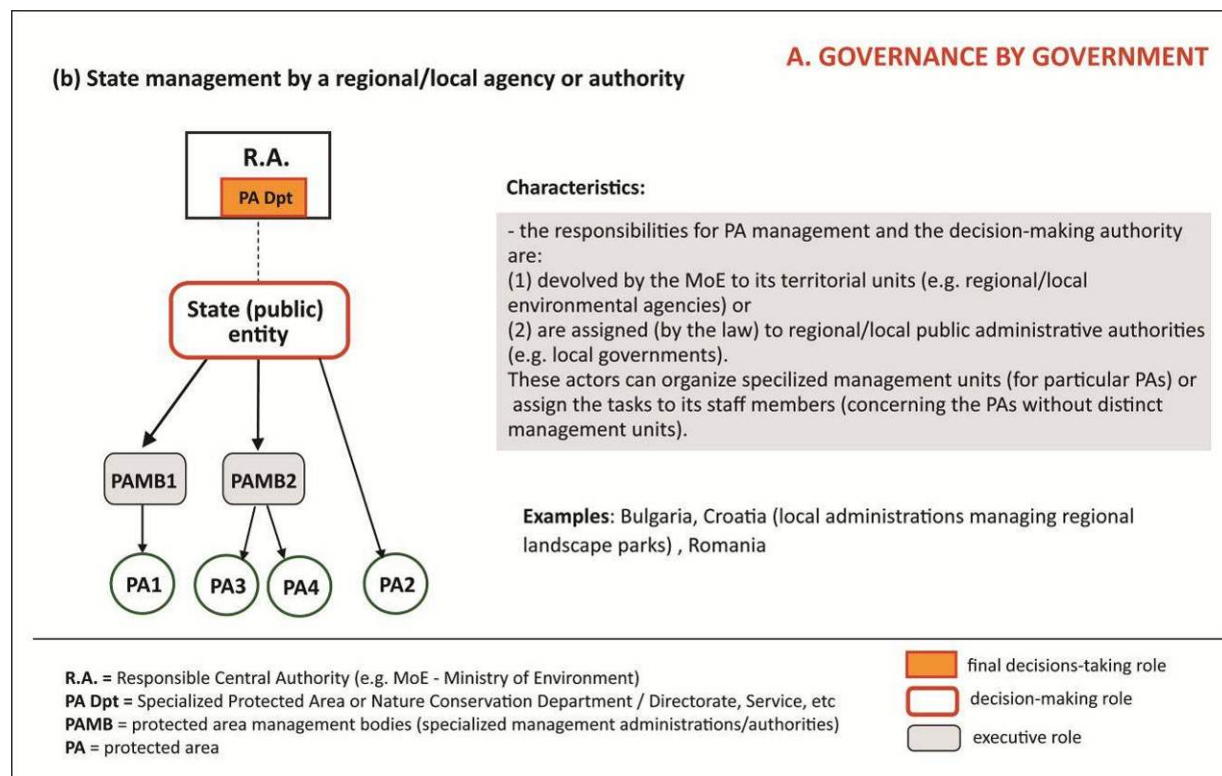


Figure 6 - Management by a regional/local agency or authority and delegated management

The regional/local administrative or environmental agencies have full responsibility or report to the Ministry of Environment. They can decide to delegate or share the management with regional/local actors.

In most countries this governance type is used especially for small protected areas, like in Romania where the Ministry of Environment devolves the responsibility for protected areas from IUCN category I, III and IV to local environmental agencies. They can delegate the responsibility to custodians (individuals, NGOs or other entities).

In some countries this type is applicable for protected areas of regional interest, e.g. Croatia where strict reserves, special reserves, regional parks, significant landscapes, forest parks and natural monuments are managed by the county public institutions, with a possibility to devolve responsibilities to municipalities. In some cases there are management units dedicated to individual protected areas.

Examples: in Moldova PAs on communal land are managed, according to the law, by local authorities. In Bulgaria IUCN management categories I, III, IV are managed by regional environmental inspectorates

c. Management delegated to other actors

Responsible authorities can delegate PA management responsibility to both public and private entities. However, when it comes to public entities it is important to differentiate between delegating and devolving:

- **delegation** means to transfer responsibility to a public entity that is not part of the responsible authority. For example the Ministry of Environment delegates PA management to County Councils in Romania. This is a clear example of type A subtype c.
- **devolution** means that the responsible authority empowers a territorial unit/branch to manage protected areas. In Romania the Ministry of Environment empowers the Local Environmental Agencies to manage small protected areas, this being a clear type A subtype b.

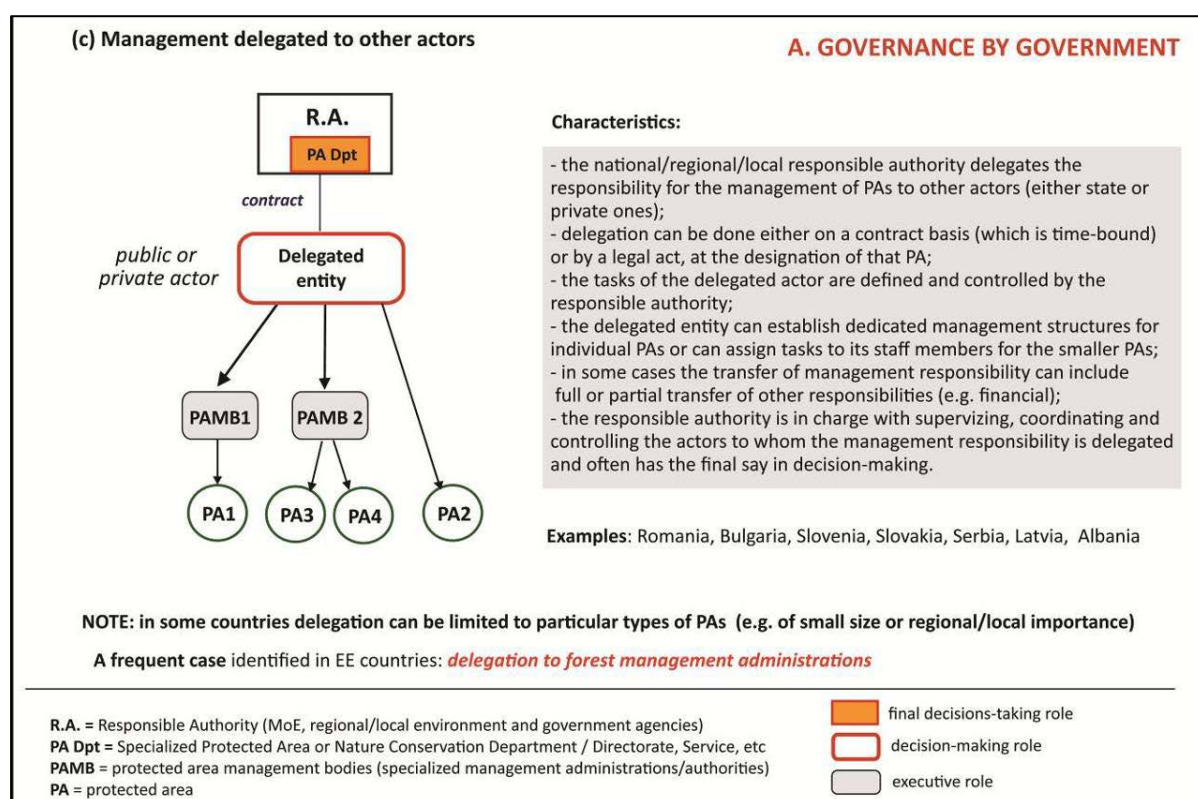


Figure 7 – Delegated management

Delegation to all types of actors, at all territorial levels and for all categories of PAs was found in the region. A particular sub-type of delegation is that in which the management responsibility (for several protected areas) is delegated to an actor which establishes local management units for each PA under its responsibility (Fig 7).

These PA management units can be then established as individual legal entities (e.g. in Romania). Examples of delegation to various types of actors are presented in Box 4.

The advantages and disadvantages of this governance type are presented in Chapter 7.

Box 4 - Management delegated to other actors in Romania and Slovenia

Delegated management in Romania

The management responsibility for any category of PA, except for Danube Delta BR can be delegated to any actor by a contract of custody/administration with the Ministry of Environment and Forests (MoEF), which is valid for 10 years. The Administrator/custodian has to ensure the funding of its activity and it is directly reporting to the MoEF. Public, private, non-governmental actors (e.g. NGOs, research institutes, private forestry administrations) and partnerships (public-private, public-public, private-private) are currently sharing the management responsibility, especially for the management of Natura 2000 sites. As resulting from the contracts of custody¹, while for the large PAs with own management bodies (national parks, nature parks, biosphere reserves, large Natura 2000 sites), the National Forest Administration has the most important role, most of the Natura 2000 sites (except for those overlapping the previously mentioned categories of PAs) are managed by NGOs (44%), private sector (6%) and education/research sector (4%).

¹http://www.mmediu.ro/protectia_naturii/sesiunea_atribuire4.htm [MoEF web page - in RO language only]

Delegated management in Slovenia

The management of 3 PAs in Slovenia is delegated to private or non-governmental actors that are responsible to ensure the specialized staff, to organize and finance the activity of their administrations, which are functioning as legal bodies. This is the case of: Škocjan Bay Nature Reserve - managed by an NGO, Logarska Dolina Landscape Park – managed by a local association (see Box 5), Sečovelje Salina Nature Park – managed by a private company (Soline – see Box 6).

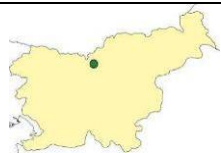
The transfer of management authority and responsibility by delegation / devolution is possible ‘de jure’ in Romania, Slovakia, Slovenia, Bulgaria, Serbia, Latvia, Albania, Georgia.

- In Moldova: MoE Natural Resource and Biodiversity Directorate delegated the management of most PAs to the Central Authority for Forestry ‘MOLDSILVA’.
- In Bulgaria: PAs from IUCN management categories I, III, IV can be delegated by the MoE to NGOs, to environmental management bodies or to other actors.

A peculiar situation is in **Croatia**, where, even if the legislation does not provide the possibility for delegating PA responsibility, there is a ‘de facto’ delegation to an NGO for the Gajna Significant Landscape (Box 20). The governance of the area is done in a public-private partnership by the authority and the NGO, as described in the case study, however, the management is delegated ‘de facto’ to the NGO.

The strengths and weaknesses of this type of governance, as well as some critical conditions to make it work effectively are presented in Chapters 7 and 8.

The case study of Logarska Dolina Landscape Park shows that empowering local stakeholders to manage a PA and officially exercise a leadership role, can lead to important changes and development: the stakeholder group managing a small PA is now playing the role of key facilitator for including a much larger area in the PA system by convincing locals from the region that the PA status can significantly help sustainable development - see Box 5.



Logarska Dolina Landscape Park – Slovenia

This is an example of an initiative of local people who wanted to contribute actively to the conservation of their area, acknowledging the fact that their income is depending on the natural and cultural values that should be protected. This private initiative to take over the management of the protected area from the state authority might even lead to a significant extension of the PA.

History: The PA was established in 1987 on 2430 ha by a municipality that later was divided in 6 smaller municipalities. Now it is on the territory of Solčavsko Municipality.

1987 - 1992 The PA was not managed and visitor pressure increased very much.

1992 – Logarska Dolina Nonprofit Company (Logarska Dolina d.o.o. – called from here on Company) was established by local landowners and tourism business owners, with the aim to manage the PA by initiating sustainable development activities and reducing tourism pressure.

1996 - Solčavsko Municipality is established and then the Institute for Tourism and Sustainable Development of Solčavsko Region (Rinka Center) - called from here on Institute – was delegated by the Municipality to take over the coordina-

tion/leadership for sustainable development. After the establishment of the Institute, the role of the Company is more focused on the PA activities (not so much on development).

Management: Done by the Company based on directions by the Municipality (delegated by the Municipality). A PA management team was established: 1 director, 1 development programme officer, 1 ranger. The Company has 22 members and is run by the General Assembly, has a Commission of 5 people and the PA management team.

Management activities: Visitor management, including running the information and guiding services, land management on the areas owned by members, development projects.

Management plan: Developed through an international project in cooperation with the Triglav National Park. Approved by the General Assembly and then by the Municipality.

Reporting obligations: To the General Assembly and the Municipality, informing the Ministry.

Landowners: Individuals and church

Partnership: With the Solčavsko Municipality and the Institute. The roles and responsibilities within the partnership are being now discussed as they need clarification. Regular meetings, about 3 times/year.

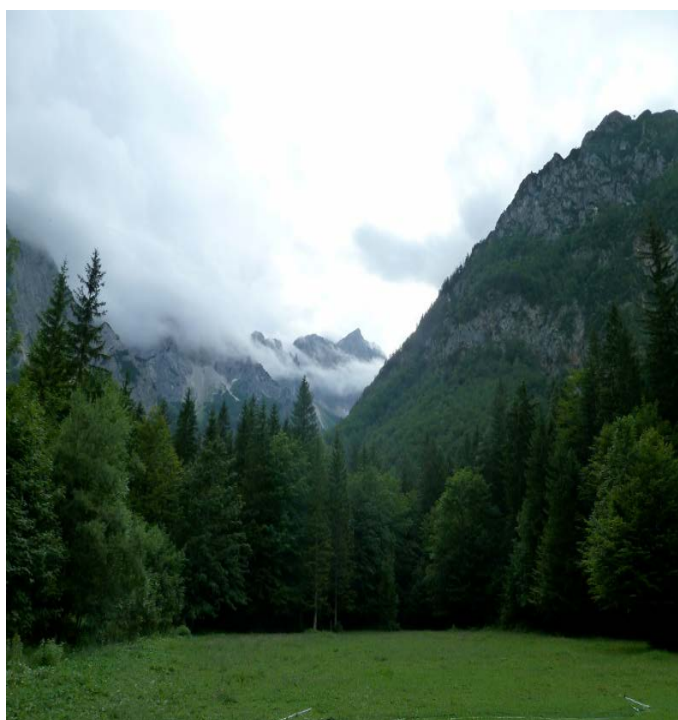


Photo no. 12 - Logarska Dolina Landscape Park – Slovenia (by ProPark)

The Institute was established by the Municipality to work on tourism and sustainable development not only in the PA region, but on a larger area that includes also some other PAs. However, the Company is still taking a leadership role in the region and is commissioned to facilitate the establishment of the Regional Park that would cover an important part of the area under the jurisdiction of the Institute. Therefore, close cooperation is very important.

Income: Entrance fees, tourism business (e.g. guiding and running the information centres), some businesses developed by the Company and projects. No contribution from the municipality.

Businesses: Developed with the aim to support local development: e.g. established the sewage system for half of the valley and developed an energy generator centre on biomass. The sewage system is still run by the company contributing with small amounts to the incomes, but the biomass plant was transferred to a local farmer.

Strategy for the region: Development strategies have been elaborated in the last two years for the region (a large area that includes the future regional park area) under the leadership of the Institute, with very intense stakeholder consultation. These strategies are important, as they are establishing the direction for the future development of the region and maybe even for funding. The PA is considered to have a key role in these strategies and in the achievement of the vision.

Vision for the region: Stakeholders of Solčavsko establish a tourism region of traditional alpine landscape, building on local knowledge of nature, promoting sustainable development based on activities closely linked to nature and making the area more attractive on the international tourism market.



In the last 6 years discussions have been facilitated by the Logarska Dolina d.o.o. – delegated by the government - to establish the Kamnik Regional Park. This would cover a much larger area, allowing for coordinated management by a state authority with state budget support. The present role of the Company would change significantly, as the legislation does not allow delegation for the management of the regional park. However, the Company would accept this, as they recognize the fact that the Regional Park could bring more advantages to the region, therefore they accept the role of facilitators and the fact that they played an important "stepping-stone" role for establishing a PA in the region.

Photo no. 13 - Logarska Dolina Landscape Park (by ProPark)

More info about the PA at: <http://www.logarska-dolina.si>

For **Serbia**, where delegation is allowed by law to different actors, including NGOs, according to some legally established criteria, a very successful case study is described in Box 9.



Nature Park Sečovlje Salina – Slovenia

The only park in Slovenia and one of the few in Europe run by a private company in a state delegated management system. A unique model of symbiosis between a sustainable business based on the direct valuation of natural resources using a traditional method and the conservation of a unique natural heritage.

History: The extraction of salt in the lagoon at the mouth of Dragonja started at least 700 years ago, long before the natural value of this area was acknowledged officially. Due to its high quality and special properties (sweetish taste and very bright-white colour) this was one of the most important salinas during the “Serenissima” Republic of Venice. Other similar pans existing in Europe disappeared due to cheaply produced salt from other regions, especially North Africa. The saltish lagoons are important



Photo no. 14 - Nature Park Sečovlje Salina, Slovenia (by ProPark)

habitats for many species, particularly birds, and have hence high conservation value. The species depend to a large extent on the traditional salt extraction practices. The park was designated in 1990, on 650 hectares, at a local level but without an administration. In 2001 the MoE issued a Decree by which the park became a national level PA which, according to the law, had to have its own administration. At that time, SOLINE Ltd. company, having as its basic activity the production of salt and salt-based products in the area of SSNP was extracting salt from the area. SOLINE was purchased by TELECOM, a mobile phone company, 96% of which is owned by the state. In 2003 the MoE signed a concession contract with TELECOM, based on which the SOLINE company, established the Nature Park Administration. In the first stage, the administration faced a serious resistance from the locals, with disagreements, reluctance and open conflicts. The conservative community felt that it was losing its heritage to the hands of some ‘foreigners’.

PA context

The area of the park has been used for the traditional extraction of salt for over 700 years. The saline uses a unique, non-intensive method of extraction that makes the chemical composition and the taste of this salt unique (sweet salt, rich in minerals). At the same time it conserves habitats of reeds, brackish marshes, halophilous meadows, mudflats and salt pools and unique species. No human settlements are included in the park, which comprises (1) an area of active extraction -“Lera” and (2) an area of conservation –‘Fontaniggie’.

Management activities in the area: Salt extraction, nature conservation (active management) including habitat maintenance and restoration.

Economic activities in the area: Salt extraction and tourism. Many local people are employed here.

Landownership: The entire land, as well as the infrastructure inside the park belong to the state.

Managed by the company which performs the Public Service of Nature Conservation within the private company SOLINE Co. Ltd. From the legal point of view the company is private, i.e. it is independent in taking business decisions but it has certain obligation to its owner (the state). The management has to be according to the rules and conditions established in the contract between the state and the company. The compliance is controlled by the state. A rigorous monitoring system has been established by the park administration to monitor progress related to the biodiversity, economic and business objectives.

The **management planning** process was running for 7 years – from 2004 till 2011. The Management Plan is approved by the Government of Republic of Slovenia and it is valid for 10 years.

Financing: The total yearly budget of the park is somewhere less than 1 mio. € with 15-20% coming from the state. According to the concession contract, the state has the responsibility to provide the money to cover the costs for the staff only. The biggest share of the budget, needed for the management activities, is provided by the private company implementing its own activities (visitor programmes, trade-mark products, international projects). Additional funds are attracted through projects (e.g. LIFE). The accounts for the conservation work and the business activities are strictly separated.

Decision-making Power is shared between the private company SOLINE (and its internal sub-structures) and the MoE, but the Ministry of Finance and TELECOM Company can have a significant influence as well. However, the latter can have only an indirect influence – as an owner of the SOLINE Ltd, but the contract for management was signed directly between SOLINE and the MoE.

The PA has a 'Steering Committee' (SC) including 3 persons from the MoE, 2 from the local communities, 1 from the State Institute for Nature Protection and the Director of the neighbouring PA. Members are appointed by the Minister, with the exception of the representatives of the local communities, which are appointed by the Major. The SC has a consultative role. It meets regularly (3-4 times a year), for discussing and advising on key issues (e.g. management plan, yearly plan, major investments, etc).

The nature park director is the deputy director of the company. Daily management decisions concerning the park are taken by its director, based on the yearly work plan, which is approved by the Director General of SOLINE Company, and by the TELECOM Company, consulted with the Steering Committee and finally approved by the MoE.

The state, through the MoE and the Ministry of Finance, ensures control, supervision and part of the financing and approves the Management Plan and the annual work plan.

Advantages:

- The political influence on the park management is lower
- The symbiosis between the state and the private company allows for using each other's strengths to generate benefits for nature and people. By preserving the traditional technology, by practicing a sustainable business management and by promoting the area for its natural and cultural values, the company contributes to maintaining habitats and species, increasing awareness and local socio-economic development. At the same time the park label improves the image of the company and brings some added value to the salt and the other products on the market
- no need to establish a public institution
- different skills (e.g. financial management) can be used from the expertise of the company.

Disadvantages and risks:

- Bureaucracy is often high, due to the high number of actors concerned with the management and decision-making and to the reporting and accounting requirements provided for this status (i.e. the private company the MoE, the Park Administration);
- Sometimes complicated relation with the authorities (due to the lack of trust) makes the management more difficult;
- Issues related to the right share of costs and benefits – e.g. the company invests in rebuilding and maintaining the infrastructure belonging to the state, with the risk of losing the concession for the administration of the PA, thus losing the investment;
- The park management depends largely on the resources from the private company – if the company does not want to invest anymore in the PA, the management system would be seriously weakened;
- The company has its own problems – selling a product which is produced by a traditional method makes it vulnerable on the market in competition with other producers, as people are not very aware of its value;
- the legal status of the company (i.e. private) is a disadvantage when applying for EU funding – private companies are not eligible for funding in most of the cases.

Lessons learned

It is very important who the person in the key position is – i.e. the director of the Company - and if he/she has a good understanding of nature conservation issues and the will to invest in this field.

“if the company is doing well and the staff understands what nature conservation is, it can provide very good support for nature conservation” (Andrej Sovinc)

Trust building is even more important to convince local people of the good intentions of the PAMB.

Note: There are several specific and favourable conditions in this case study – e.g. the presence of a natural resource with an economic use that contributes to nature conservation, an expert PA director, and a very good understanding of key people from the company - which makes it not very easy to replicate in other protected areas.

More Information: <http://www.kpss.si/en/intro> and <http://www.soline.si/company>



Regional Landscape Park “Meotyda” – Ukraine

Delegation to a public administration can be associated with a very good stakeholder participation. A professional leadership and motivated staff can demonstrate that responsible public bodies do consider stakeholders important and use the law to involve them efficiently in the management of the PA, using an “upside-down pyramidal” decision making system.

PA context

The Regional Landscape Park (RLP) Meotyda (14.351 ha) overlaps partially with the National Nature Park (NNP) Meotyda and includes a wide area of marine waters, as well as wetlands, sands and synanthropic vegetation together with a wide variety of fauna. There is a plan to establish a biosphere reserve in the area as well.

Management activities: Conservation of natural heritage, environmental education, support for the local businesses. Environmental education is considered very important, as there are no such programmes in the official school system.

Economic activities in the area: Major sources of income for the locals are sea fish, sand and gravel, summer recreation

Land ownership: Communal property of the Donetsk Province Council (Donetska Oblasna Rada).

Threats: Development of built-up area, illegal fishing, increasing “research fishing”, corruption and hidden interests, the recreational over-use of the area. There is no scientific evaluation of the status of biodiversity conservation.

History: RLP was established in 2000 by decision of the Donetsk Province Council building on another small PA. Approvals for its establishment were obtained from the local councils and other stakeholders, as requested by the law. The RPL became a EUROPARC member in 2003. The NNP Meotyda was created in late 2009 by Presidential Decree, but the administration is not yet fully established.

Managed by a special management body – i.e. Administration of Regional Landscape Park “Meotyda”, functioning under the Donetsk Province Council (regional state administration). The Administration includes several departments in-charge with: environmental education, recreation, guarding (ranger service), administrative assistance, as well as a scientific department. There are 67 persons employed in the administration, 50 of which are coming from the local communities. The current Director of Regional LP used to work for the national nature park before, and this contributed to a coherent approach towards its management and to developing a good communication and long-term relations with the stakeholders.

Management plan was developed within a project with external funding but it is not yet approved. The main reasons are the political instability and the changes in legislation and institutions.

Financing from the Regional Environmental Fund (e.g. 12 million UAH ~ 1.1 mil. EUR in 2012 and ~ 22 mio. UAH in the previous years). Additional funds for education, awareness, capacity building activities, etc., were obtained from projects and grants (e.g. from World Bank, KfW, etc.).

Decision-making system is an “upside-down” pyramidal system: many local individuals are at the top (their agreements are first of all necessary); the President can issue a decree only when having full agreement at all other levels. At local (park) level, a scientific expert

(employed in the scientific department) has to prepare the background material for decision-making and to approve some of the decisions concerning biodiversity conservation. The decision-making power belongs to the park Director (especially concerning tactical and operational issues), who has to get the management and working plan approved by the Donetsk Province Council and have the accord of the Regional Environmental Protection Agency. It works closely with the NNP as well.

There is a good relation between RLP and NNP, especially due to good personal contacts (the current director of RLP used to work for the NNP before).

Lessons learned and recommendations from this case*:

- For the successful management, it is very important that the Director is a specialist / has a relevant education or practical experience in a relevant field and the scientific department is efficient in preparing the background documentation. To have the right arguments and good explanations is very much necessary when nature conservation has to compete for resources (e.g. budget, staff, technical means, etc) with other development sectors – as it happens in a regional administrations;
- A lot of patience is needed for presenting/explaining to stakeholders what is happening in the PA and it is very important to show tangible results;
- The personal abilities of a good leader, manager and communicator, his/her public image and personal contacts of the director and staff are crucial;
- The fact that most of the sectors of territorial development are represented in a Regional Council can favour the quick reaction, the prompt decision preparation and making, when it comes to tactic issues. This is not the case when issues of concern have to follow an administrative procedure, especially in relation with other institutions of upper level or from different sectors;
- Have a faultless ethic; Avoid fraud and corruption! Clean reputation is very important for a PA leader in its relations with other institutions and the public;
- Intensive awareness raising work.

Disadvantages of the current decision-making system*

- Important decisions are made by politicians not by professionals. Although the argumentation for the decisions is prepared by specialists working in the Scientific department, although the local stakeholders' consent is required, the final decision belongs to those persons which got in their position due to a political mandate and their priorities are determined first of all by political interests.
- Financing to implement decisions is not coming timely ("hard to explain natural seasonal processes to the Financial Administration")
- Sometimes low reaction in urgent situations (due to the bureaucratic system) - especially when it comes to budgeting. In a Regional Council the decision of the Council members is often required and the Council rarely meets besides its regular meetings.
- It follows rather a "local" vision and it doesn't integrate and ensure the implementation of international conventions (e.g. CBD, World Heritage Convention, Ramsar, Bern Convention, CITES, etc), due to lack of political will and resources)
- Nature protection should be organized not by departmental but by territorial principle – departments are administrative units, whose delineation doesn't take into account the natural links and processes; to be effective, nature protection should go beyond these borders.

*in the view of the RLP Director – Mr. Gennadiy Molodan



Tusheti Protected Landscape – Georgia

While the other PAs in Georgia are managed by the Agency of Protected Areas under the Ministry of Environmental Protection, Tusheti Protected Landscape is **the only protected area in Georgia for which the management is handed over to a municipality that works closely with the Agency of Protected Areas.**

History: Tusheti Protected Landscape (TPL) was established in 2003 by the Parliament of Georgia, in a top-down process, in the framework of 'Georgia's Protected Areas Development Project', implemented with the financial support of the World Bank and GEF. Tusheti Strict Nature Reserve (IUCN Category I) already existed when, in 2003, the Tusheti National Park and Tusheti Protected Landscape were additionally established in order to protect natural ecosystems, landscapes, biodiversity, threatened species, very significant historical and cultural values, support recreation, ecotourism and sustainable resource use.

PA context

TPL is located in the north of the country, on the southern slopes of Great Caucasus. 38 villages, populated only during summer, are included in the PA.

Management objectives: Protection/conservation of unique ecosystems and special historical and cultural landscapes and monuments, maintaining and promoting the high mountain culture and local traditions and providing support for recreation and ecotourism. It is part of 'Tusheti Protected Areas' complex, consisting of Tusheti National Park (83.453 ha – IUCN Category II), Tusheti Protected Landscape (31.518 ha - IUCN category V) and Tusheti Strict Nature Reserve (10.694 ha – IUCN category I).

Economic activities in the area: Agriculture, mainly sheep grazing, but also some cattle breeding, production of sheep cheese, meat, wool and woollen cloths, tourism. Locals are using the natural resources in a traditional, non-intensive way (by grazing, cutting timber for fire and as building material, collecting mushrooms, berries, medicinal plants, etc.). In connection with the livestock breeding activities, people in the area preserved a nomadic life-style - they move to the Tusheti Protected Landscape in early spring and stay there till late autumn.

Landownership: State land, included in the Forest Fund (including the settlements and pastures). Cadastre is believed not to be correct and land is claimed by private owners and the Akhmeta Municipality.

Managed by a non-profit legal body, established by the Municipality of Akhmeta . Between 2006 and 2011 the management was done by one of the Municipality's employees. In 2011, Tusheti Protected Landscape Administration (TPLA) is established by the Local Council of Akhmeta Municipality. The administration has currently 7 employees.

The Ministry of Culture and Monument Protection of Georgia is actively involved in the management of the cultural heritage included in the PA (e.g. restoration of Dartlo village).

Decision-making power belongs to Akhmeta Municipality under which TPLA functions. The Municipality decides on its internal structure and staff positions, develops the internal rules and provides the salaries, appoints and dismisses the Director, approves the budget, the management plan, and some of the projects.

Tusheti Protected Areas' have their own administration functioning under the National Agency of Protected Areas, managing Tusheti National Park and Tusheti Strict Nature Reserve. This administration provides technical support and expert advice to the TPLA / Akhmeta Municipality and both work in close cooperation, conducting the monitoring activities of biodiversity and natural resource use and implementing projects. TPLA has to work together with the Agency of Protected Areas on all biodiversity related issues and all biodiversity management activities should be approved by the Agency. However there are no specific mechanisms in place for the decision making process.

Management plan: Is currently under preparation, with financial support from the Czech Development Agency and with assistance from the Nature Conservation Agency of the Czech Republic, in close cooperation with Agency of Protected Areas of Georgia, Tusheti Protected Areas Administration, the US Department of the Interior/International Technical Assistance Program (USDol/ITAP), Akhmeta Municipality, local NGO Tusheti Guide and the local communities. The management plan will be approved by the Municipality.

Financing: The Municipality provides funding for the management activities and approves the budget proposal developed by the TPLA. The director of TPLA decides on the expenditures within the approved budget, on human resource issues (appointment and dismissal of staff). Additional funds may also come from the state, economic activities, grants and donations.

Challenge: The lack of knowledge and experience of people involved in the decision making process might hinder efficient PA management.

Box 9 - Delegation to NGO – 'Zasavica' Special Nature Reserve - Serbia



Zasavica Special Nature Reserve – Serbia

Enthusiastic, motivated team, innovative ideas that help conservation and fundraising, these are some of the key ingredients for an NGO to engage in the management of a PA, taking over the responsibility from the authorities through delegation.

Zasavica SNR is a PA of 1.825 ha along the Sava River.

Managed by: Nature Conservation Movement from Sremska Mitrovica, local NGO delegated for the management by the Government through the designation act (Decree on protection of the Special Nature Reserve, 1997)

Landownership: State, public and private, territory includes the administrative area of 7 municipalities

Financing: Revenue generating commercial activities mainly associated with conservation measures, projects and some funds from the municipalities.

Management plan: Developed by the management team, approved by the MoE and valid for 10 years.



Photo no. 15 - Zasavica Nature Reserve, Serbia (by ProPark)

Conservation and commercial activities: Maintaining the floodplain area through non-intervention management and habitat management by grazing are the main conservation activities. Conservation refers not only to natural biodiversity, but also to the traditional breeds with this PA having the largest gene pool in Serbia for mangalica, podolian cattle and tzigaja sheep, as well as for donkeys. Animal products are sold from the farm that has both the aim to bring back local breeds and to maintain the habitats of the reserve through grazing. Innovative ideas help significantly the fundraising, like for example producing very special and unique donkey products (milk, sausage, soap, moistening cream) and having income from a very modern camping area built with support from project.



Photo no. 16 - Balkan Donkeys in Zasavica Special Nature Reserve, Serbia

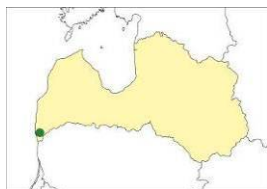
Decision-making for every day management is entirely up to the managers.

Community involvement and benefits: information meetings and events are organized, as well as working group as part of the planning procedures. Community members participate in the processing of the products commercialized by the managers, staff members are from the local communities.

Partnership is developed with the communities for implementing visitor management, i.e. locals are providing the B&B facilities, whilst the managers are providing the infrastructure for visitation, as well as some programmes for visitors.

Compensation payments: are provided to locals for damages produced by beavers. The money comes from the from the own resources of the managers.

In some cases NGOs play a very active role in the management of PAs even if they are not allowed to officially take on the management responsibility – see Box 10.



Management of natural resources and values in Pape Nature Park- Latvia

A PA of 11.000 ha, designated in 2004, with multiple designations (Natura 2000 SCI and SPA, Ramsar, IBA)

Landownership: Mixed (almost 50%, including the lake, part of the bog and part of the forest is state – belonging to Joint Stock Company Latvijas valsts meži and to the local municipalities and 50% private) and very much divided. In the whole park there are 600 private owners.

Designation initiative (history): MoE in close collaboration with WWF Latvia (which collected data, made inventories, prepared the documentation. etc). WWF started to work in the area of Pape NP from 1996 and implemented many projects in this area, both on private and state lands.

Management responsibility for the PA: Kurzeme Regional Administration that belongs 'de jure' to the Nature Conservation Agency –.



Photo no. 17 - Pape Nature Park, Latvia – Information boards promoting the free-range grazing (by ProPark)

Management Plan: Developed by WWF in the framework of a LIFE project between 2004-2007 (valid till 2018, but management activities have to be renewed each 5 years)

Context:

- WWF implemented many projects in the area and contributed to the elaboration of its management plan and to the achievement of its management objectives for many years
- The responsibilities for the management implementation are sometimes unclear or very much divided
- The capacity of state institution to ensure its management is insufficient (in terms of staff, money, and equipment).

Natural resource management: The responsibilities concerning land management are very much divided amongst many actors and are not always clearly assigned for the whole region. The NCA has the role to coordinate all these managers. The state land is under the responsibility of different state bodies (e.g. The MoE for the lake, the State Forest Agency for the state forest), while there is no possibility for an NGO to manage the state lands (except for a limited period, e.g. in the frame of a project). Although WWF found the financial resources and were up to manage the whole area, according to the law there is no possibility to delegate the responsibility for the management of private lands to a third party; contracts have to be signed with each owner.

Since growing cattle is not that profitable anymore, many private grasslands became abandoned, which lead to a biodiversity loss. In this context, grazing with free-range cattle and horses is less costly and contributes the preserving the biodiversity, as provided by the national park objectives. In this context, WWF Latvia rented 426 ha of land from the private owners and they established a grazing area here, with the aim to restore the meadows and to ensure the conservation of its biodiversity. Since 1999, more than 200 wild cows and horses, brought by WWF to graze these pastures became gradually a tourist attraction which is now integrated in the local offer. "People are coming there to see the horses, cows, enjoy nature, find how the animals help restoring the nature and the lake system into a mosaic system which is not artificial but created by animals" (Ints Mednis, WWF Latvia).

Limitations to the full delegation of management responsibility in Latvia as concluded from this case study:

- The land ownership and use rights are very divided between many actors (the state land belongs to different ministries and national agencies while the private land belongs to many individuals or legal bodies),
- The lack of legal mechanisms for the delegation - impossibility of signing an agreement with the Ministry of Environment (which can't delegate the responsibility which belongs to other Ministries or land owners),
- The absence of such an agreement impedes the NGO to access some funds (e.g. from EU programmes) which require the applicant to have management rights over the land where the project is implemented,
- For each management action on private land the landowner has to agree,
- NGOs can neither manage the state land nor buy/own any land in Latvia,
- Renting land from the private owners is costly and land owners are afraid of losing/blocking their use rights by mid or long term contracts,
- The meadows in Pape are not considered as "biologically valuable", so there are no agri-environmental payments for them, only some limited state funding.

Conclusions concerning the state governance structures from Eastern Europe

The table below provides an overview on the diverse systems of government governance which are currently in place in Eastern Europe (as considered in this project).

Table 5 - Particularities of state governance in Eastern European countries

Country	(a1) Centralized gov- ernance	(a2) Governance by a state agency	(b) Governance by a re- gional/local authority	(c) Delegated man- agement
Albania	√			√
Bulgaria			√	√
Belarus¹	√			
Croatia	√		√	
Czech Republic		√		√
Estonia		√	√	√
Finland		√	√	
Hungary	√			√
Latvia		√		
Lithuania		√		
Serbia			√	√
Slovakia		√		√
Slovenia		√	√	√
Republic of Moldova			√	√
Romania			√	√
Ukraine	√		√	√

As illustrated in the table, even though the main role in decision-making belongs to state actors and to the central authorities, the systems in place in some countries (e.g. Romania, Estonia, Bulgaria) are often complex, including a diversity of governance subtypes.

The most significant difference between the systems identified in the region consists in the existence of a national level body (e.g. Agency) which is specialized in the field of nature/biodiversity conservation and which has the role of coordinating the local level units, ensuring a uniform approach throughout the system and a transfer of experience from PA to PA, providing expertise and facilitating the dialogue with other national level stakeholders.

Delegation is the most frequent option for devolving power from central to regional or local level and from state to private and non-governmental actors and from one public sector (environment) to another one (often forestry). Although possible 'de jure' in most of the countries, in some countries there are only few de facto' examples on the ground.

B. Multi-stakeholder management

Shared governance types, as those described by the IUCN typology, were identified in the region.

a. Transboundary governance systems

Although there are some examples of transboundary protected areas where a good collaboration between the 2 management units has been developed, it was difficult to identify functional governance systems of this type, i.e. based on formal arrangements and on joint decision-making procedures, as well as on a joint management approach, as illustrated in Figure 8 and Boxes 11, 12 and 13.

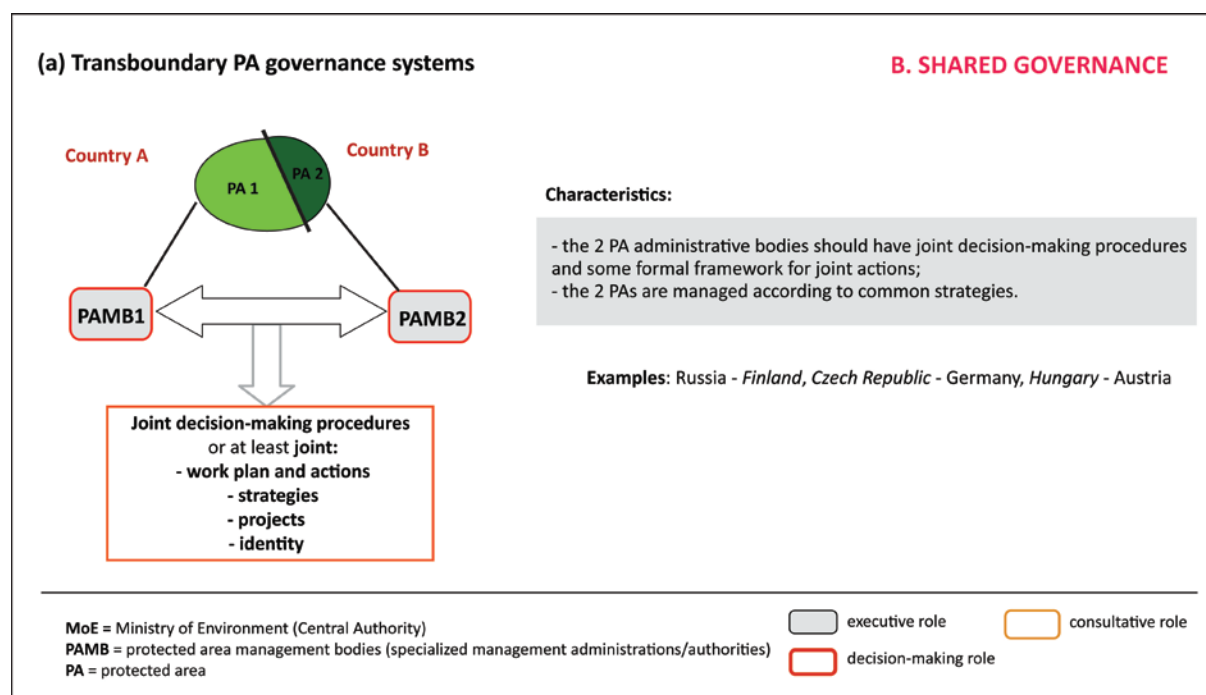
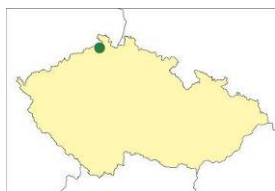


Figure 8 - Transboundary governance system



Saxon - Bohemian Switzerland Transboundary PA (Českosaské Švýcarsko / Sächsisch-Böhmische Schweiz)

A successful example of transboundary cooperation, with clear evidence of the every-day efficient cooperation, certified within the EUOPARC 'Transboundary Parks - Following Nature's Design, with the EUOPARC Transboundary Area Certificate granted in 2012 after a thorough assessment done by independent verifiers.

Legal basis: Agreement between the MoE of the Czech Republic and the MoE of Saxony (Germany) about the cooperation in nature conservation between the Saxon Switzerland National Park Administration and Elbe Sandstone Protected Landscape Area (future Bohemian Switzerland National Park)



Photo no. 18 - Saxon-Bohemian Switzerland Czech Republic (by Václav Sojka)

Long term strategy: A Joint Vision was developed in 2012 for the next 20 years.

Mid-term: The Strategy of transboundary cooperation in nature conservation in the Saxon-Bohemian Switzerland (2004) defines:

- strategic goals: IUCN category II
- research and monitoring activities
- environmental education
- coordination of management plans
- joint practical management activities (e.g. control of invasive species)

Short-term: Annual work plans for Joint Working Groups are established on the following topics:

- nature conservation/monitoring
- forest management
- environment education
- visitor management
- transboundary research and monitoring
- mapping of flora and fauna: no international project, just agreement on methodology and goals



Photo no. 19 - EUROPARC Transboundary Parks Award 2012, (by ProPark)

Joint projects:

- Forest development in Saxon-Bohemian Switzerland – Ziel 3 Project
- Reintroduction of Peregrine Falcon
- Reintroduction of Elbe Salmon
- Visitor management

Coordinated visitor management

- National Park Centre Bad Schandau: transboundary character of the PA is reflected in bilingual exhibition right from the beginning
- National Park Centre Krásná Lípa: Bilingual exhibition, German speaking staff is hired, bilingual events are organized

Joint identity: Transboundary bilingual corporate design - joint transborder project of nature conservation authorities and tourism organizations: joint logo, regional products



Oulanka National Park (Finland)– Paanajärvi National Park (Russia)

Transboundary cooperation allows for the exceptional values and/or the strength of one area to be used to strengthen the other protected area and to increase benefits for both.

International recognitions of the transboundary management:

- EUROPARC Transboundary Area Certificate granted in 2005
- In August 2012, both parks received a joint membership as transboundary PAN Parks – (Oulanka NP – became PAN Parks 2002, Paanajärvi NP – became PAN Parks 2005)

Advantages of transboundary cooperation:

- Oulanka - difficulties to fulfil the wilderness criteria of PAN Parks (10.000 ha of core wilderness area, with non-intervention management). Paanajärvi is “offering” the wilderness area that makes up for the wilderness area of Oulanka as well (reindeer herding is a limiting factor).
- Paanajärvi - difficulties to fulfil the tourism entrepreneur partnership criteria of the Europarc Transboundary Area criteria. Oulanka has the capacity and the possibility to drive the process of establishing the tourism entrepreneur partnership, supporting the process also for Paanajärvi. Mechanisms are put in place to make this component work better, like e.g. the Kuusomo Tourism Association, with more than 160 members, initiated by Metsähallitus staff, working with Metsähallitus on tourism related issues and receiving money for marketing

Transboundary cooperation is demonstrated through the:

- Joint management plan
- Joint tourism strategy
- Joint annual plans and activities
- Joint applications for external funding.

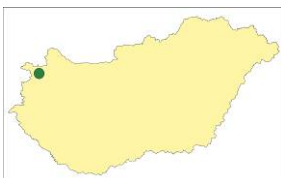
These are working documents helping to harmonize management, even though they are not recognized formally by the national PA authorities

Official recognition at the national levels

Since 2009 the Russian Ministry has recognized the transboundary cooperation and supports it. Agreements and structures are not very official.

Important benefits:

- International funding can and has been accessed: INTERREG, Neighbourhood Programme, TACIS programme. For example one of the best visitor centres and conservation offices for PAs in Russia was built with support of a project.
- Finnish visitors can enjoy the area of the Paanajärvi NP and the Karelian villages that represent important Finnish cultural heritage
- Visitors numbers increased



Fertő-Hanság National Park (Hungary) - Neusiedler See – Seewinkel National Park (Austria)

Motivated staff, strongly believing that nature does not care for political boundaries, fosters major changes by working together on almost daily basis. Transboundary cooperation is only as efficient and useful as the staff members of the joint protected area are motivated and pro-active.

Designations

Fertő-Hanság National Park was officially designated in 1991, having today an area of 23.731 ha, and the Neusiedler See – Seewinkel National Park was designated in 1992 with 10,500 ha today.

The transboundary national park was officially recognized in 1994.

In 1979 the Fertő-Hanság National Park designated as a Biosphere Reserve by the UNESCO-MAB program and since 1989 it is a Ramsar site.

The transboundary national park is part of the Fertő / Neusiedler See UNESCO Cultural World Heritage Site since 2001.

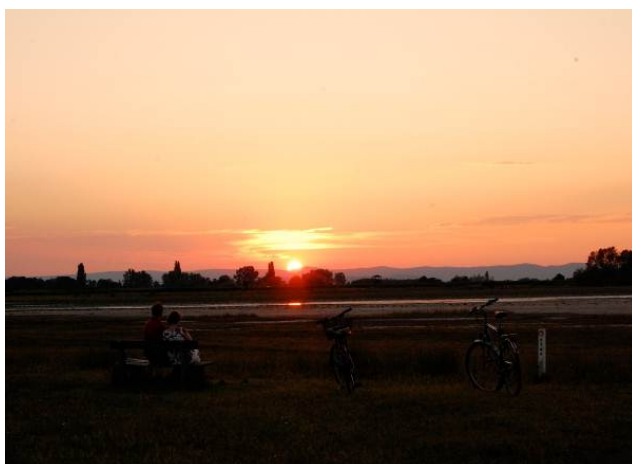


Photo no. 20 - Neusiedler See National Park, Austria/Hungary (by ProPark)

Working together

The joint activities of the Transboundary National Park are based on three important pillars: the joint NP Committee, joint daily activities, joint programs and projects.

The Joint National Park Committee

Members: The two national park directors, representatives of the two ministries that are responsible for the national parks, representatives of Burgenland Region in Austria (because 50% of the Austrian part of the NP is financed by Burgenland, the other 50% are coming from the Austrian Federal Ministry), representatives of the scientific sector from both countries.

Meetings: Twice a year.

Mandate and activities of the Joint NP Committee:

- Deciding on joint strategic questions,
- Approving joint proposals and deciding on some joint matters (e.g. joint EU projects)
- lobbying
- representation.

Joint daily activities

Are based very much on personal relationship and common activities: Staff of the two protected areas work very closely together:

- to share experience on almost daily bases on conservation management practices for habitats and wildlife,
- to develop joint ecotourism activities and visitor programmes,
- to work together on environmental education programmes,
- to have joint projects.

Staff members are meeting often, at least once per month, but sometimes even every day (when implementing joint projects).

Joint programmes and projects

The colleagues of the two NPs work together on joint conservation programmes, from their preparation to implementation and evaluation. Examples of such programmes: protection and management of sodic lakes, species conservation programmes, joint EU projects.



Photo no. 21 - Fertő-Hanság National Park -
Neusiedler See - Seewinkel National Park (ProPark)

Identity

The PAs share the same logo (see the web pages), have common maps, published joint awareness raising materials (leaflets)

Motivation for working together

‘We would like to look like one NP for the public, because they are not interested to know about the two NP directorates. They are interested in the sites, natural values, ecotourism programmes in both countries.’ (Attila Fersch, deputy director, Fertő-Hanság National Park).

http://www.nationalpark-neusiedlersee-seewinkel.at/nationalpark_en.html

<http://www.ferto-hansag.hu/>

b. Collaborative governance systems

For these subtypes we are describing only the governance structures associated with the protected area management units, as the responsible authority arrangements can be of any type, i.e. the protected area management unit can be subordinated to either a central, regional or local authority or agency or to a delegated entity.

Figure 9 presents the main characteristics of these subtypes.

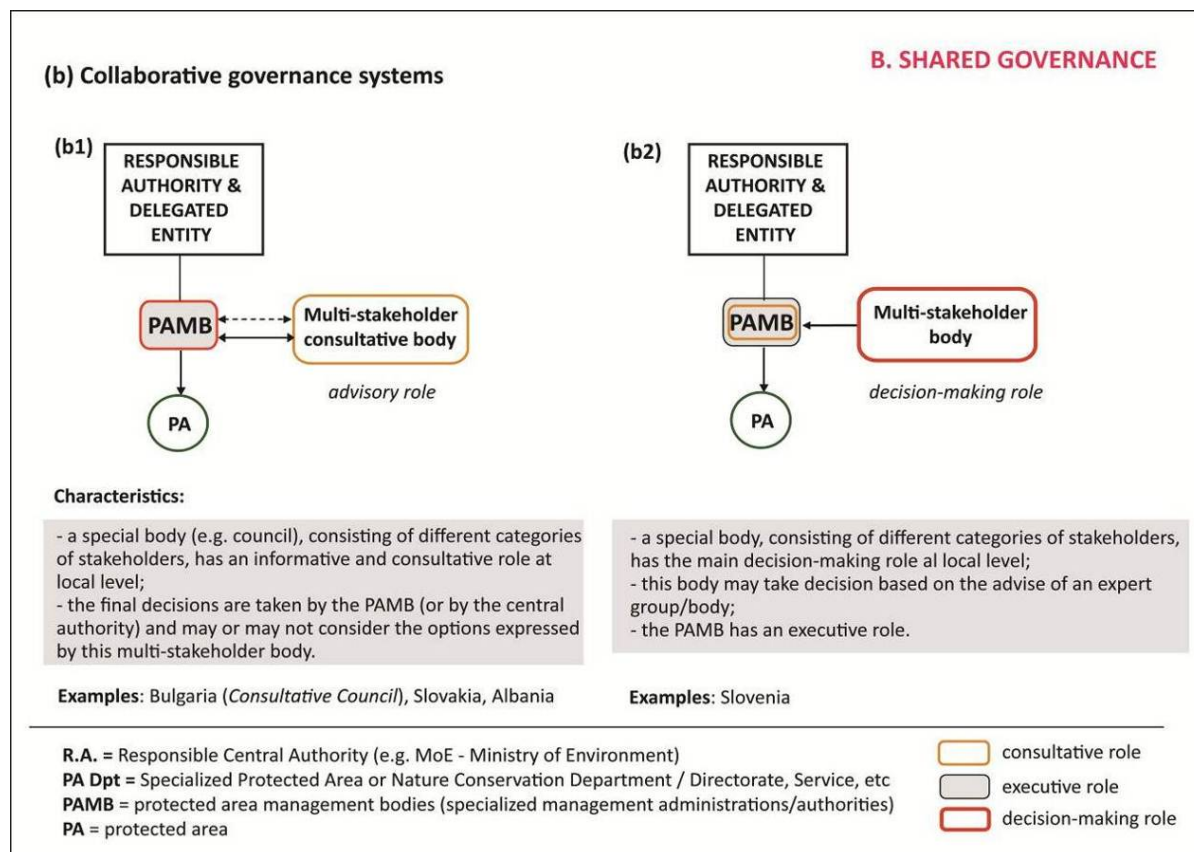


Figure 9 - Sub-types of multi-stakeholder (collaborative) governance structures (typing error: advice)

The involvement of stakeholders in the decision-making or management of PAs through multi-stakeholder bodies is quite common in the EE countries. What seems to differ is their **role** (decision-making or consultative), **their constituency** and diversity of stakeholder groups (technical, non-expert). Some of these are established as a **legal obligation** (their establishment is required by the law) while in some cases (e.g. Slovakia, Estonia), their existence is imposed by internal rules or **voluntary engagements**.

The strengths and weaknesses of this governance type are presented in Chapter 7.

b1. Multi-stakeholder bodies with consultative role

Multi-stakeholder bodies are established usually due to legal requirements, with a consultative role, but with inputs/opinions considered in the final decision in many of the cases.

In the **Czech Republic** the legal requirement for multi-stakeholder bodies of this type exists only for national parks.

In **Latvia** the legal requirement (regulations of Cabinet of Ministers) for multi-stakeholder bodies of this type exists for all national parks and some bigger PAs. A special situation was identified in this country: Steering groups, consisting of both experts and stakeholders from local and regional level are established for the period of time when a management plan is being developed. The group does not necessarily continue its activity after the development of the management plan.

In **Estonia** the obligation to establish such bodies is not provided by the law, but the Environmental Board decided to establish Stakeholder Committees in national parks that meet regularly to coordinate different actions. In the future such bodies will be established in other large PAs as well. According to the strategic vision of the Environmental Board, these Committees should make proposals for early working plans and strategies (including management plans, regulations), discuss the priorities for action and participate to finding solutions and these Committees should consist of representatives of the local communities overlap-

ping the parks, of local people and associations, the State Forest Management Centre, tourism entrepreneurs etc.

In **Lithuania**, the establishment of such bodies is not an obligation. However, according to the Law on Protected Areas, so called 'state park joint councils' and 'strict nature reserves consultative and scientific councils' may be established for national and regional parks, as well as for strict nature reserves. These consist of the PA Directors and representatives of the local public administration.

In **Romania** the requirement refers to national (category II) and nature parks (category V) and for some of the Natura 2000 sites. The Consultative Councils are multi-stakeholder bodies with a consultative role, that include representatives of the local, regional and county level public administrations (e.g. mayoralities, County Councils, Prefectures, environmental protection agencies, etc), of central and county level institutions involved in the management of nature resources (e.g. Forest Administration, Game Management, Water Management, etc), of NGOs and any other stakeholders. The Consultative Councils meet regularly, at least once a year, and provide a framework for the dissemination of information, debate and consultation. In Romania the above mentioned categories of protected areas also need to have expert bodies (Scientific Councils) with a decision-making role. The Scientific Councils are formed of researchers and experts with a scientific background predominantly in natural sciences, as well as in other areas that are relevant for the PA management. This Council approves the management plans, the main strategic and operational plans and documents elaborated by the park administrations, provides an expert evaluation of the requests for different activities to be conducted in the parks and expert advice for the management and ensures the compliance with the law of their management activity.

In **Slovakia** there is no legal requirement to establish such a multi-stakeholder body, but it was requested by MoE that the PA management units do so.

In **Moldova** Consultative Council have to be established 'de jure', but do not exist 'de facto'.

In **Bulgaria** both National and Nature Parks have Consultative Councils, with consultative role, consisting of representatives of the local and regional public authorities, institutions and NGOs from the area overlapping the parks.

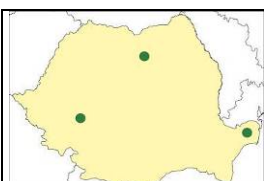
In **Finland** for some of the new PAs it is a legal requirement to have such bodies established.

In **Albania**: PA Management Units established for national and managed nature reserves have to have, according to the law, Management Committees established with a consultative role. Procedures are being considered now to establish how the opinions and input of this committee could be considered in the final decision. Composition: MoE, Ministry of Tourism, other ministries, regional environmental agency, landowners, businesses, NGO. But it is an open committee, with possibilities for anybody to participate. The PAMB plays the role of the Secretariat. Political decision can influence the input of this committee and the final decision of the PA management unit.

In **Georgia**, Scientific-Advisory Boards exist for one or several protected areas. The boards include representatives of PA administrations, Agency for PAs, local authorities, governmental agencies, NGOs, universities, research institutions, border police (if appropriate) and other stakeholders. Local stakeholders, including local non-governmental organizations and community representatives, are not represented in the Board. The Boards do not hold regular meetings – the 'rule' would be to have meetings twice a year - because of low enthusiasm of their members resulting from lack of funds and motivation. They are established for inter-agency cooperation as well as cooperation of local authorities in protected area management. The Board helps adequately formulate the concerns of local population and integrate them in the protected area management measures and thus provides methodological support and recommendations to the PA administrations.

Government management and delegated/devolved management coupled with the presence of multi-stakeholder platforms and expert bodies are combinations that can deliver significant improvements in the governance of PAs. Functional multi-stakeholder bodies are key ingredients of the collaborative governance type. There are several conditions that should be fulfilled to have real collaborative governance, like for example clear rules and mandates for the multi-stakeholder platforms, skills, capacity and real willingness of the PAMBs to work with these platforms, and capacity in the stakeholders. There are some examples of such systems in Eastern Europe which have the legal framework quite well established (e.g. Box 14).

Box 14 - Government and delegated governance combined with multi-stakeholder governance in Romania



Danube Delta Biosphere Reserve - government governed multi-stakeholder PA, Călimani National Park and Retezat National Park - delegated multi-stakeholder governance.

In Romania the vast majority of the protected areas that can be associated with the IUCN management categories II and V and many of those of category IV are delegated to various actors. The only exception is the Danube Delta Biosphere Reserve, which is a protected area managed by the central authority for environment (Ministry of Environment), i.e. has a very centralized set up in terms of the subordination of the management team. A common characteristic of all category II and V protected areas in Romania and of the Danube Delta Biosphere reserve is that they have some characteristics of collaborative governance, since the PAMBs are working with a Consultative Council (multi-stakeholder bodies with consultative role) and are supported by Scientific Councils (expert bodies with decision making role).

Danube Delta Biosphere Reserve

It was established in 1990 on 580.000 ha by law, with no public consultations, bringing together several PAs declared between 1938 and the date of designation as a biosphere reserve. It is a World Heritage Site and a significant part of it is a Ramsar Site. With a management team subordinated to the central authority for environment (now the Ministry of Environment) it has a special law that governs it. Four Natura 2000 sites overlap entirely or partly with the biosphere reserve. Those that are not fully overlapping are managed by delegated NGOs.



Photo no. 22 - Danube Delta Biosphere Reserve, Romania (by Dan Dinu)

Since the very beginning the ministry established the Danube Delta Biosphere Reserve Administration (DDBRA), with a large team of people (about 100 employees) and a Consultative Council, as well as a Scientific Council. The DDBRA is led by a Governor, who has the function of state sub-secretary and is appointed by the prime-minister. This is an arrangement that gives the possibility for very close connection to the government, but, at the same time, the position is under high political pressure, influencing to certain extent also some of the major decisions in the biosphere reserve. In fact the Governor is replaced every time when the government changes. The executive leadership of the management team lies

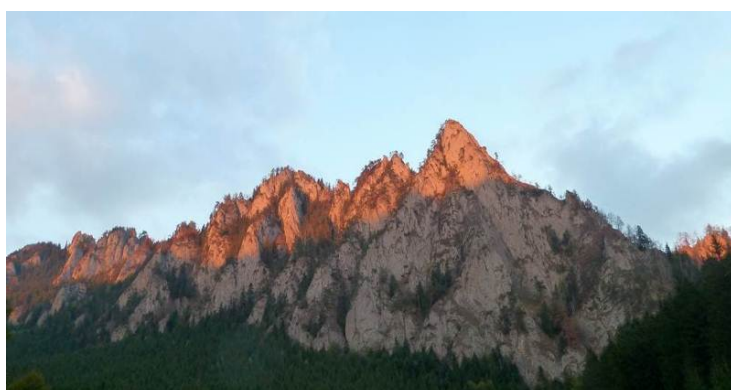
with the Governor and the Executive Board. The Governor has to implement the decisions of the Executive Board and the Scientific Council.

The DDBRA has a double mandate: manager of the natural assets of the biosphere reserve and environmental authority, enforcing environmental legislation on the territory of the reserve. Thus, the mandate of this PAMB is different from the mandate of the PAMB delegated to manage national and nature parks, which have mainly a management mandate of the natural assets and less of the legislation enforcement role. The DDBRA, in its capacity of environmental authority, has the role of coordinating departments with control role of other institutions and agencies in the Danube Delta, with the aim of enforcing relevant legislation.

The DDBRA is the only PAMB directly subordinated to the ministry and it is the only PA in Romania that has an annual budget from the state.

Călimani National Park

Established in 1990 on 24.041 ha with the management delegated to the National Forest Administration Romsilva in 2005.



The Călimani National Park Administration (CNPA) is established by Romsilva in 2004, based on the delegation contract with the MoE. The CNPA was initially working under the direct coordination and being funded by the county branch of the National Forest Administration (Neamț Forest Directorate), but from 2009 the coordination is taken over for

Photo no. 23 - Calimani National Park, Romania (by ProPark) all national and nature parks managed by Romsilva (i.e. all category II and V PAs in its management) by the Romsilva headquarter that has established a Protected Area Service with 3 staff members. The CNPA works with a Consultative Council and is coordinated by the Scientific Council.

Retezat National Park (38,000 ha)

Established in 1935 on 10.000 ha (extended to 39.138 ha in 1990) as the first national park of Romania, it had a core area with non-intervention management secured by the forest managers till 1999, when the first national park administration in Romania started to work here, i.e. the Retezat National Park Administration (RNPA), having the same subordination story as the CNPA: working first and being funded by the Deva Forest Directorate and since 2008 by the National Forest Administration Romsilva. The Consultative Council has a special history in the case of the Retezat National Park: its first form was initiated well before there was any certainty of establishing an especially dedicated management body and a consultative council. In 1995, on the initiative of the Deva Forest Directorate and Pronatura, an NGO from Bucharest that was working for several years in the national park with volunteers, a first gathering of various stakeholders was organized to celebrate the 60 years anniversary of the national park. Driven by a group of representatives of the forestry administration and of the NGO, the Retezat Commission was established as a platform to coordinate activities and discuss and agree on issues related to the national park. Several meetings were organized till the year 2000, when this Commission formed the basis of the Consultative Council.

Similarities of the three protected areas

The **Consultative Councils (CC)** are established according to the law, having as members representatives of institutions and organizations that have a role and a say in the management of land and resources in the PA.

Members: Representatives of institutions, organizations, authorities and local communities that have land or resource management rights or any other interests in the PA. The list of represented institutions and organizations is approved for each PA by the Minister, based on the proposals coming from the PAMB. The proposals should be based on stakeholder analysis, but these are not always carried out properly. Each institution / organization nominates a representative who becomes the main contact person for PA related



Photo no. 24 - Retezat National Park, Romania

(by Dan Dinu; Retezat Commission stamp)

issues and participates in the meetings. The number of members varies from one PA to the other: the Danube Delta Biosphere Reserve CC has about 100 members, whilst the Călimani National Park CC has 85 and the Retezat National Park CC has 34 members. The Ministerial order issued for the establishment of the CC outlines the mandate and a few basic rules on how these should function. Further internal regulations might be agreed by the CC.

Mandate and role of the CC:

- Analyses management solutions proposed by the PAMB that might affect the stakeholders and proposes alternatives if needed. Alternatives are then analysed and approved or rejected by the SC. If the CC proposals do not imply major changes, the PAMB can adopt them without asking the SC.
- Establishes how the different stakeholders might be involved in the management of the PA.

Functioning:

- Meets at least twice a year, more often if needed,
- A president and a secretary are elected by members to act as permanent contacts with the PAMB, with the SC and others and having the role to organize the meetings.

The **Scientific Councils (SC)** are expert bodies established through ministerial order for each PA.

Members of the SC are proposed by the PAMB, with the agreement of the Romanian Academy and appointed through ministerial order. They should be biologists / ecologists and other experts who can support the PA with their expertise and experience. Members are mainly scientists (from the field of biology and geography), but there are examples of PA experts, historians, archaeologists, architects, law experts invited to be part of SCs. Numbers of members vary, with at least 7 experts co-opted, but tend to be much smaller than the CC (the Retezat National Park SC has 11 members, whilst the Călimani National Park SC has 18 members). Until 2012 there were no clear criteria for selecting SC members. That has led to misunderstandings and co-opting people without relevant expertise and experience, i.e. representatives of key institutions that should have been actually represented in the CCs. Since 2012 there is a ministerial order with criteria defined for the members of SCs.

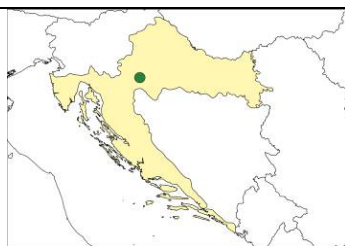
Mandate and role: Participates in the development of the management plan and approves it before it is submitted for final approval to the Ministry. Analyzes the activity of the PAMB, approves annual reports and annual work-plans. Decides if projects/investments can be carried out in the PA and asks for alternatives or imposes limitations if there might be a negative impact on the PA values. The SC does not have any say about the budget and every day management of the PA.

The DDBR SC had legally the role to take decisions on activities that might be harmful for the Reserve, however this was recently changed: the ultimate responsibility is with the Governor and the Executive Board, who consults the SC and the CC prior to taking decisions. Now the SC is still considered to have a decision making role, as the DDBRA is respecting its decisions.

Strengths and weaknesses

Some of the main strengths and weaknesses of these multi-stakeholder and expert bodies are:

- SCs are a very good buffer to any kind of pressures, including political pressure, on the PAMB and the PA. This is especially true if members are fully aware of the role they play and the importance of conservation and PAs
- CCs are not always including key stakeholders. This can be overcome by conducting thorough stakeholder analysis before establishing them.
- Members of the CCs are not always delegated by their institutions or organizations based on their interest and knowledge, therefore quite often they are not playing the active role that would benefit both their institution and the PA.
- Legal responsibility for all decisions is ultimately with the PAMB, even if the PA law states that the decisions should be based on those issued by the SCs, as the SC does not have a legal entity and there is no specific provision on this issue in the PA law. In most, if not all cases, the decisions of the SC are respected by the PAMBs both because they are issued based on thorough debates of the experts and because they provide a good support and buffer to mitigate potential conflicts with investors and other stakeholders, including local communities.
- SC members are not motivated to allocate enough time for the PA issues, which are sometimes quite demanding.
- The link between the CC and SC is not properly established, cooperation between the two councils is in most cases weak, in most cases reduced to a “process” in which the PAMB representatives are ‘carrying’ the issues/messages from one to the other. This can be easily overcome by conducting thorough stakeholder analysis before establishing these councils, organizing back-to-back meetings and by having representatives invited for all meetings from one platform to the other.
- The coordinating institution i.e. the MoE has very limited capacity. Reports of the SCs are not analyzed and in many cases these councils did not even submit their annual reports. Therefore, sometimes even serious PA management issues are over-looked and no correction measures imposed.
- There is no capacity or there is very limited capacity for conflict resolution in the CCs both within the PAMBs and the MoE. This can lead to unproductive meetings, growing lack of trust and ultimately non-functional multi-stakeholder platforms.



Lonjsko Polje Nature Park – Croatia

Even though the legislation does not require stakeholder involvement in PA management planning and management, the PA director of Lonjsko Polje Nature Park felt the need to establish mechanisms that will help an organized involvement of stakeholders, i.e. land and resource users and different sectors important for the PA and its vicinity.

It is a PA of 51.100 ha along the Sava river, with private and state owned land, managed in a way that maintains the cultural landscape mosaic. The PA is funded mainly by the state (95%), with about 5% of the budget coming from visitor fees and guided tours.

Management: Lonjsko Polje National Park Administration, which is a public service institution under the Ministry of Environment. The State Institute for Nature Protection in Croatia plays an advisory role.



Photo no. 25 - Lonjsko Polje Nature Park Croatia (by Pro-Park)

Governance: The official decision making unit at the PA level is the PA Board. At the initiative of the PA Director, two committees were established with the aim to involve stakeholders: the Cooperation Committee at the PA level and the Posavina Committee at regional level. There is no requirement in the legislation for stakeholder involvement.

The PA Board

Members: 5 members nominated by the MoE. There are no clear

criteria and rules on how the members should be selected and the PAMB does not have any say

in the selection process, which might have sometimes a high political influence. If the PAMB has more than 20 staff members, the board should have a representative of the PAMB staff, but this is not the case of Lonjsko Polje.

Mandate: The board approves the management plan and annual work plan and sends it for final approval to the Ministry. It has the right to make administrative and financial decisions (financial decisions - up to a certain amount, above which the MoE decides) and does the staff recruitment.

The Cooperation Committee is a stakeholder committee. It is not requested by the law.

Members: The Cooperation Committee has 22 members who represent land and natural resource users. There are no official institutions and PA authorities represented in this board.

Role: Meetings of the CC are organized to discuss issues of interest for these stakeholders. This committee consults experts when discussing solutions. Recommendations are registered in the minutes and handed over to the PA Board by the director.

Posavina Committee (PC):

Members: 22 members, ministry representatives and representatives of national organizations

Role: To coordinate management measures outside the boundaries, in the vicinity of the PA, i.e. in the buffer zones.

The Director of the PAMB acted as **the link between the Board and the 2 ‘voluntary’ committees** until recently. Now it is the manager for nature resources from the Institute for Nature Protection who took over this role.

Important aspects:

- A management plan is developed for 10 years, revised after 5 years if necessary. Additionally, a spatial development plan (physical plan) is developed for the territory of the PA and is approved by the Parliament. Once approved, it becomes compulsory for all sectors, therefore all sectoral plans have to be harmonized with it. Both documents were developed with the involvement of the above mentioned stakeholder committees.
- Zoning is done with the involvement of the Cooperation Committee and the PC. The management zoning is based on the traditional land-use patterns, trying not to fragment the area. The PAMB, with the agreement of the PC, makes efforts to extend conservation measures beyond the boundaries of the PA.



Photo no. 26 - Lonjsko Polje Nature Park information point, Croatia (by ProPark)

Although such bodies are established, their membership is not always based on the principle of representativeness and they do not always function as an instrument/mechanism to enhance stakeholder involvement. Their effectiveness is often limited by a complex of factors such as the limited interest of members, limited influence on decisions, the insufficient knowledge and awareness of PA management issues, the insufficient capacity of PA staff to steer these platforms (e.g. to organize, moderate, increase effectiveness of participatory processes and motivate the participants), divergent interests associated with the lack of understanding concerning the importance of dialogue / communication etc.

b2. Multi-stakeholder bodies with decision-making role

Multi-stakeholder bodies in some cases might have roles beyond consultation, approving or deciding on some management aspects. Even though they do not have a full decision making right, these bodies can have a veto-like power when it comes to certain aspects of management, e.g. the ministry cannot approve the management plan, unless this body agrees previously on its content.

In Slovenia, the multi-stakeholder bodies have to give a preliminary approval of the management plans, budgets, annual work plans and approve project proposals.

In Moldova, there are Administrative Councils formed by representatives of Moldsilva, MoE and sometimes of the Ministry of Finance, Agriculture or others.

These are considered multi-stakeholder bodies, but local stakeholders are not represented at all. The Council approves the work plan, financial plan and major expenses.

c. Joint management

The main criteria for this governance type are:

- stakeholders have a decision making role shared with the protected area management unit (PAMB), or there is a decision making platform /body facilitated by the PAMB
- AND stakeholders take direct responsibility for certain aspects of the management either by implementing directly some of the management activities and/or by contributing financially and with other resources to the management of the PA.

One 'de facto' example was identified in Finland – (see Box 16) - but it is not supported 'de jure'.

Box 16 – 'de facto' but not 'de jure' joint management in Finland



Kvarken Archipelago World Heritage Site (WHS) joint management - Finland

Recognizing common interests under a good leadership leads to active participation in decisions and management, as demonstrated in this World Heritage Site.

A marine PA and geological site on 194,400 ha, having 85% of the area on the sea and with settlements inside.

Inhabitants: 2,500 in the area and about 100,000 in the surrounding area.

Responsible authorities:

- Ministry of Environment - in charge for the Natural WHS. It has delegated the responsibilities to the Natural Heritage Service (NHS).
- Ministry of Education - responsibility for cultural sites and overall responsibility for the WHS

Designations:

- Kvarken Archipelago (FI) - High Coast UNESCO World Heritage Site (SE)
- some private protected areas included, managed by Metsähallitus together with the land owners
- 54% of the area is SCI and SPA and conservation area

Visitors: about 300,000 per year

Ownership: 80% private land, 50% water area owned by locals. Communities own the land and water areas jointly and have a steering committee that decides about the land and water, including hunting and fishing.

Management plan: Wide consultation of the locals, opinions and comments have to be presented in a written form. Conservation management plans are not implemented yet, mainly because negotiations on the conservation measures are not yet finalized.

Governance platform: WHS Steering Group (SG), with the PA management unit (Natural Heritage Service of Metsähallitus) having mainly a facilitation and secretariat role.

SG membership: 25 members - local authorities, communities, regional environmental centre, NGOs, village action associations and other associations, one representative of the High Coast (Swedish WHS). SG members are invited by the coordinating authority based on the stakeholder analysis. Forming association of stakeholders with similar interests (e.g. fishermen, tour-operators) is encouraged, as for each interest group there is only one seat allocated in the SG.



Photo no. 27 - Kvarken Archipelago World Heritage Site (WHS), Finland, joint management (by ProPark)



The management system of Kvarken World Natural Heritage site

Functioning of the SG:

- Tasks and rules agreed,
- Working Groups are established as needed, coordinated by various stakeholders (Land use WG, Marketing WG, Information and service facilities WG),
- Decisions taken by consensus,
- Meets 4 times/year. No decision making mechanism established between meetings. Special meetings can be called for urgent matters.

Role of the SG

- Approves the Management Plan and the Tourism Plan for the WHS area,
- Land use WG – has role of a conservation authority (permits, legal issues – e.g. for windfarms),
- develops and agrees action plans,
- Decides on the implementation of the action plans, i.e. roles and responsibilities of the various institutions,

- Develops and agrees on the budget, to which the Secretariat (NHS) and municipalities have to contribute
- Decides the logo and the use of the logo by the interested companies.

Joint management character is provided by:

- The fact that key stakeholders are represented in the SG and have a decision making role
- Each member of the SG makes clear commitments for some of the work plan actions, takes up the implementation responsibility and provides the financial resources.

Restrictions for conservation reasons: in the conservation areas no activities are allowed, but in the rest of the area development is possible.

Table 6. Sub-types of multi-stakeholder management used in Eastern European countries

Country	(a) Trans-boundary PAs	(b1) Multi-stakeholder bodies with advisory role	(b2) Multi-stakeholder bodies with decision-making role
Albania	√	√	
Bulgaria		√	
Czech Republic	√		
Finland	√		
Hungary	√		
Romania		√	
Serbia	'de facto', but not 'de jure'		
Slovakia		√	
Slovenia			√
Ukraine*			

* no information available

Cooperation is promoted for certain fields of activity (e.g. study tours, joint projects) on the border of **Ukraine** with Romania / Slovakia / Poland, but there is no structured approach in any of these cases. Therefore we can consider that the first steps towards the trans-boundary management are taken but significant efforts are needed to make them functional.

In **Albania**, the Transboundary Park Prespa Lake was created in 2000 with the joint declaration by the Prime-Ministers of Greece, Albania and Macedonia. The aim of the park is to protect the ecological and cultural values of the area through collaboration between the 3 states and to promote economic prosperity of the local communities. It is the first transboundary protected area in the Balkans which has been initiated with the support of UNDP. In February 2010 a formal agreement was signed between the Ministries of Environment of the 3 countries and the EU instituting more formally the trilateral collaboration for decision-making. (Source: www.spp.gr/spp/index.php)

However, lack of financial resources represents a serious impediment for efficient 'de facto' trans-boundary management.

C. Private Management

The following cases were identified, each with specific aspects involved:

- established by a private company within the legal framework of the country (Finland),
- established by an NGO with legal recognition in Slovakia

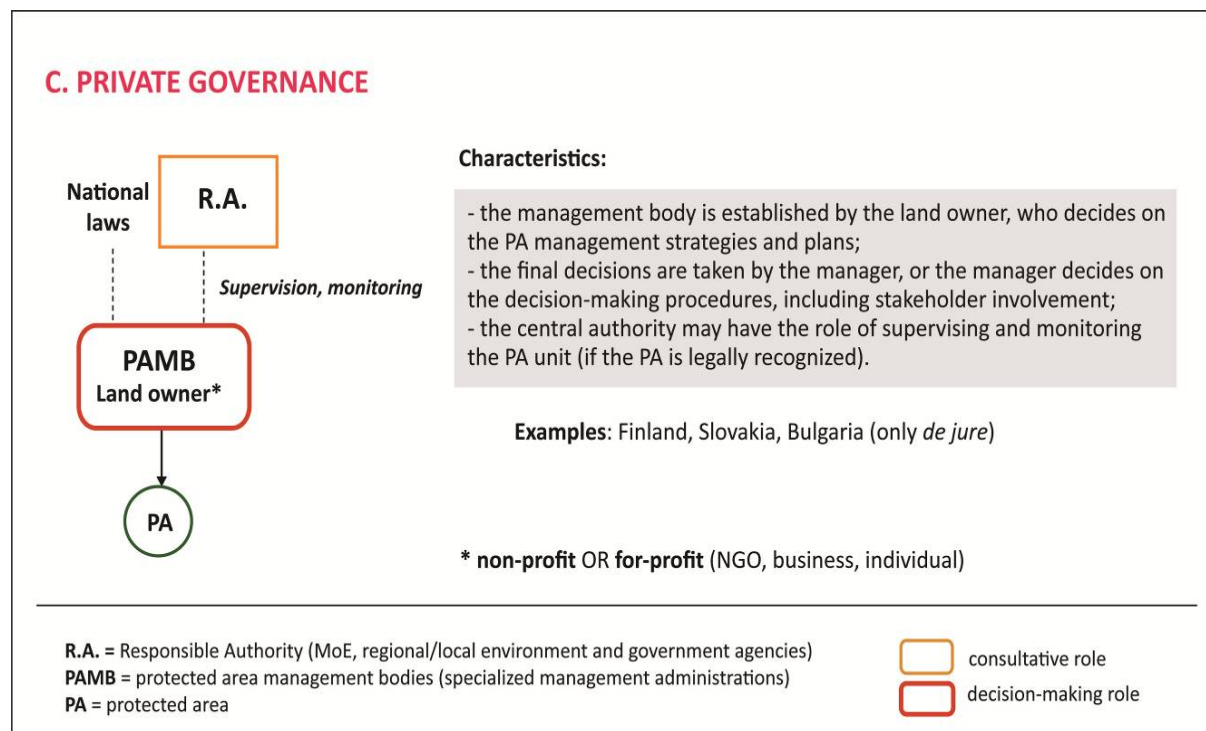


Figure 10 - Private management

Box 17 - Private PA embedded in a National Park in Finland

Private Nature Reserve Aarnikotkanmetsä managed in coordination with the Repovesi National Park – Finland

The private reserve, designated on the request of a private company, is a very good example of private contributions to conservation and to improving recreation opportunities in the vicinity of a big city. Furthermore, starting from this reserve a national park has been designated on the will of the municipalities and the two protected areas are now jointly managed by the state agency for PAs and the private company.

Designation:

Aarnikotka forest Nature Reserve (1,400 hectares) was designated on the request of UPM, one of the biggest forest companies in the world. As the designation was done based on the voluntary commitment of the company, there are no compensation payments done by the state.

Repovesi National Park (1,500 hectares) is established on state land, but with an initial 560 ha donated by UPM for the establishment of the PA. The municipalities of Kouvola and Mäntyharju very much wanted the national park, joining in a strong lobby for its establishment.

The two now form the largest protected forest area in South-Eastern Finland, only a few hours north-east of Helsinki, in the area with the highest density of the population in the country.



Photo no. 28 - Repovesi National Park, Finland
(by Teppo Loikkanen)

Landowner: UPM in the private reserve, the state in the national park

Objectives: The main objectives include biodiversity conservation and providing opportunities for recreation and are integrated in the overall objectives of the Repovesi National Park.

Management: Is done on the principle of non-intervention management, i.e. no active management of the forest, other than for reconstruction of natural habitats. Visitor management is one of the main activities, integrated in the overall management of the Repovesi National Park. There has been a remarkable increase in the number of visitors since estab-

lishment which creates certain pressure on the natural values of the area. A lot of marked trails and camping sites with appropriate fire places have been built to mitigate the pressure.

Governance:

A Steering Group was set up for the private reserve, with 2 members from Metsähallitus, 2 members from UPM and 2 members from the Environment Department of the Regional Centre of Livelihoods, Traffic and Environment. The chairman is always from UPM. This group is the most important decision-making body of the Aarnikotkanmetsä as all the central parties are present there. The role was reinforced by the decision of South-Western Finland Environment Centre in November 2002. The steering group takes decisions on the most important issues, including nature conservation objectives and annual plan, the construction of the recreational infrastructure, communications and PR.

Management responsibility: s with the Natural Heritage Service of Metsähallitus (acting as the state agency for PAs), based on an agreement between UPM and Metsähallitus. NHS of MH finances the management., managed by a PA team that works together with



Photo no. 29 - Repovesi National Park, Finland (photo
Teppo Loikkanen)

representatives of the Municipalities and other stakeholders. The management is done according to the decisions of the Steering Group. The Management Plan is developed by this managing entity.

The Regional Centre of Livelihoods, Traffic and Environment reinforces the Management Plan after the approval of the Steering Group.

The Ministry of Environment is approving the management plan.

Financing: Management activities are financed by the state through the Natural Heritage Service of Metsähallitus.

‘Vlčia’ and ‘Rysia’ scientific reserves - Slovakia

Lesoochranárske zoskupenie VLK (“Wolf” Organization) is an NGO which is managing two scientific reserves - “Vlčia” (Wolf Reserve) in Čergov Mountains. and “Rysia” (Lynx Reserve) in Western Slovakia, in Strážovské vrchy Mo., together with some other old growth and natural forests on the land under their property.

Legal status: The reserves were declared by the regional authorities for environment according to § 31 of the Act on nature and landscape protection as private nature reserves. These scientific reserves are managed according to scientific principles, with the aim to protect the natural processes and by following the national legislation and the IUCN guidelines for this type of PA. They are registered in the national List of Protected Areas with other established and officially recognized protected areas in Slovakia.

Relation with other stakeholders: Although the NGO doesn’t have legal obligations to report to the national authorities and to collaborate with other stakeholders, they have already included in their portfolio many successful projects and initiatives and they are visible at both national and local level.

More information about VLK is available at: <http://www.wolf.sk/en/en-home>

*Note: Sometimes the term of management in PAs is misinterpreted, being assimilated with active management. However, management can also mean non-intervention management in scientific reserves, strict nature reserves, core areas and wilderness, and can consist of: coordinated research, education, visitor management, patrolling for law enforcement.



Limminganlahti Nature Reserve - Finland

This case demonstrates that with motivated staff PAs can be designated even on private land and management done in agreement with the land owners. It is an example of a private protected area, but managed under the coordination of the institution that has the role of the state agency for PAs, in cooperation with local people. Commitment and support of local people is supported by involving them actively in PA related activities.

Designation history: Liminganlahti Nature Reserve (Bay of Liminka) was initiated in 1976 by the Ministry of Agriculture and Forests as this area is important for the conservation of birds and it is the favourite area of many birdwatchers. WWF together with the regional actors started negotiations with land owners, but there was no agreement, mainly because locals wanted to continue hunting. The Natura 2000 process made it possible to have the area protected.



Photo no. 30 - Liminganlahti and Merenkurru WHS
(by Jari Peltomäki)

On the initiative of a staff member of Metsähallitus in the late eighties/ early nineties, the land owners and municipalities together with the regional environmental centre established the Limiganlahti Group, where issues related to conservation were discussed and helped making the designation process smoother, establishing also some rules for the future PA.

Landowners: The shores and water area is owned jointly by locals (common ownership, not by individuals)

Management: Is coordinated by the Regional Environmental Centre and Metsähallitus Natural Heritage Service conservation and is based on agreements with the land owners. These agreements are binding obligations, according to the Finnish Conservation Law. Thus, the area is managed according to conservation requirements, even though the area does not have an official designation as PA. The management requests might vary from one owner to the other (depending also on when it was signed). Funding for the actual management measures is partially coming from EU Common Agricultural Policy (CAP) funds.

Stakeholder involvement:

- Land management continues to be done by locals based on agreements with Regional Environmental Centre
- “Friends of Limiganlahti” - an association established in 2008 by local people and by some people in the nearby town Oulu is now running the events in the visitor centre and the guiding in the area.

D. Community Management

The project team was looking for forms of community management in the region, using the main characteristics described in the IUCN typology, with at least the following characteristics:

- The protected area is legally recognized;
- At least part of the land in the PA is managed by the community, which has legal and/or customary management rights,
- The local community has a customary and/or legal decision-making system concerning the PA, with ‘identifiable institutions and regulations that are responsible for achieving the protected area objectives’ (Dudley, 2008, page 26).

No real example of community management was identified, although initiatives exist in the region. However, more initiatives could have been presented by taking into consideration those areas that are protected by ‘other effective means’ and not only by the legal ones (as in the case of ICCAs). The examples presented in this study are not 100 % ICCA's but rather formally protected areas with some features of community management.

For the initiatives that do appear to be, at least partly, associated with this type, the following aspects make it difficult to fully consider them under this type:

- a) Land management rights: land is not owned by the community) – e.g. the case of Gajna Significant Landscape in Croatia – see Box 20.
- b) Communities do not have their own decision making and management system (nor customary or legally recognized) for the management of the protected area e.g. the case of ‘Pădurea Craiului’ Regional Development Park - Romania), which has characteristics that might be closer to joint management (see Box 21).



‘Gajna’ Significant Landscape – Croatia

It has characteristics that are very close to Community Conservation Governance implemented through public-private partnership. The area is jointly managed by the local authority that has the legal responsibility for management and the NGO established by representatives of the local community who were concerned by the fast degradation of the land that used to be maintained through traditional management practices by the local community. It is an example of bottom-up approach, with an innovative management solution implemented, even if the legislation is not providing a clear framework for such approach. The full array of ‘ingredients’ of this case study shows that it can be actually considered as an early stage of an ICCA.

Area: 280 ha along the Sava River

Managed by: the NGO Brod Ecological Society-BED (Brodsko Ekološko Društvo-BED) / Public Institution for the Management of Protected Natural Resources of Brod-Posavina County



Photo no. 31 - Iris Beneš - Brod Ecological Society Croatia (by ProPark)

History: Common grassland from the 19th century, managed by unwritten rules of the community, which are, to some extent, unbroken until today. Locals from the town of Slavonski Brod, some of them originating from the communities associated to the PA, have initiated the proclamation of the area as protected landscape (nowadays called ‘significant landscape’). In 1990 the Municipality Slavonski Brod (that became after 1990 County of Slavonski Brod) – called hereafter Authority - delegates the supervision over the protection measures to BED – responsibility which is jointly shared with the Authority’s inspection officers. In 2006, the Public Institution for the Management of Protected Natural Resources of Brod-Posavina

County (called hereafter the Public Institution) was founded as a formal manager of all the PAs in the county. This institution is currently co-funding together with BED the guarding of the area and collaborates with BED for the implementation of some joint projects in the area of Gajna.

Landownership: The land belongs to the State now. However, it is important to mention that the community has customary rights for ‘de facto’ management of the land in the protected area.

Financing: 50% projects, 50% county administration, some revenue generating commercial activities are planned, mainly selling podolian cows both for income generation and spreading the traditional breed adapted to floodplain areas. Mainly associated with conservation measures and projects. According to the estimates from the management plan of the Pasturing Community on Gajna, if ownership issues with State are resolved, agricultural subsidies will cover the cost of infrastructure needs.

Management plan: Is being developed. The Internal Order Rule of Gajna, which serves a preparatory step for the management plan was approved by the MoE in 2009 and by the County Assembly.

Conservation activities: Grazing with podolian cattle to maintain the pasture areas along the Sava river. This traditional breed is an endangered one, thus their use for the management of the area also contributes to maintaining the breed in Croatia. The area is a refuge for other indigenous breeds (Posavina horse, Tzigaja sheep, Black Slavonian Pig). Mechanized management is being experienced against invasive species (*Amorpha fruticosa*), but less efficient compared to the grazing management. Flood management is also done to a certain extent, as well as project monitoring.

Decision-making is entirely up to the regional administrative authority, i.e. the County Council.

Community involvement: Very low at present. Locals are mainly working abroad or in cities/towns, less motivated for revitalizing traditional agricultural activities.

Changes in community involvement are favoured for the future by introduction of the possibility to establish '**pasturing communities**' – called hereafter PCs - (amendments on Agricultural Land Act, 2011) which favours participatory management models. PCs are designed to allow producers to organize grazing for cattle in protected pastures on commonly owned land and to organize themselves locally to take the management decisions. PCs are in charge for the implementation of management measures/programs. However, the high level of bureaucracy, with the demanding administrative procedure that involves several ministries, public bodies and institutions represents



Photo no. 32 - Gajna Significant Landscape Croatia
(by ProPark)

a serious weakness that is difficult to overcome. Additionally, PCs' organizational structures only recognize cattle owners as members and do not take into account other interested stakeholders.

The cattle owners in Gajna together with BED have founded the first Pasturing Community in Croatia in 2012, with a clear Management Program incorporating the Measures of Nature Protection approved by the Ministry of Environment and Nature Protection.

Community benefits: the NGO has the will and the capacity to develop conservation management related project, carefully considering also components that are aiming to support/involve the local community, mainly to encourage traditional pasture management.



Defileul Crișului Repede – Pădurea Craiului Natura 2000 site - SCI (Romania)

It is an example of public – private partnership that is laying the basis for a potential community conserved protected area, with innovative solutions driven by an NGO with strong leadership capacity.

It is a protected area in Bihor County, with an area of 38.813 ha, officially designated in 2008 as SCI.

Landownership: Mixed (state, private, community), all on the administrative territory of 18 communes and 2 towns

Designation initiative (history): The Centre for Protected Areas and Sustainable Development Bihor (CPASDB), together with the local communities wanted to establish since 1996 a PA for both nature conservation and local development as in the French model 'of Regional Development Parks'. Information and public awareness campaigns were the first actions implemented by the NGO in support of the initiative within the local communities. Lack of such legal model of PA prevented the establishment of the PA for 15 years. The



EU accession brought the possibility of establishing a Natura 2000 site in the area.

The PA and local identity: Over this period of time, the idea of a regional park was very much promoted, debated and later on became part of the local identity and of a local brand.

Management responsibility: Delegated officially by the Ministry of Environment to CPASDB – an NGO.

Management Plan: Not required by the law, decision taken locally to develop it – under development.

Decision taking platform: Local authorities are proactive and willing to have an important role in the decision making and financing of the PA. But the legal possibility to develop a community institution based on private-public partnership that could take over the management responsibilities does not exist yet in Romania. The CPASDB (having the official responsibility for the management) established a Consortium of Mayors (as legal representatives of the local communities) based on an informal

Photo no. 33 - Crișul Repede Gorge, Romania (by Andrei Posmoșanu, Editura Belvedere)

agreement. The PA Management Unit (CPASDB) and the Consortium of Mayors form the **Administrative Council** of the site.

Functioning and role of the Administrative Council:

- Meets once or twice a year and each town hall is represented by the mayor or deputy
- Approves the Management Plan and the annual action plans;
- Supports the management activities of the CPASDB (which has specialized staff members) and is in charge with the implementation of the management activities,

Local authorities (represented by the mayors) implement activities in partnership with the manager and in some cases with their financial contribution.



Photo no. 34 - Interview with Florin Bonca – mayor of Roșia Commune, Romania (by Pro Park)

Key success factors for deciding and acting together:

- Partnership developed around the natural and cultural values,
- Strong leadership, clear vision and very good facilitation skills of the PAMB (CPASDB),
- Pragmatic and participatory approach of the PAMB (CPASDB),
- Permanent communication with the partners,
- Investing in the local identity and increasing the visibility of the area,
- Continuous information and public awareness,
- Concrete measures in support of local development.

Conclusion: very good example of bottom-up initiative in a limiting legislative context, built on the idea of benefits that the protected area can provide for the local development.

5.2 Expert bodies and their role in protected area governance

In some of the countries the decision making process involves expert bodies established either at the national or protected area authority level.

In some cases, especially if they have decision making powers these structures can mitigate / prevent to a certain extent threatening developments/investments in protected areas, as well as minimising political influence, like for example the expert bodies associated with PAMBs in Romania.

These expert bodies can be associated to various governance structures and they are usually formed of experts nominated by central authorities, perceived sometimes as a body representing the main responsible authority, i.e. taking over some of the responsibilities of the Ministry of the Environment.

a) National level expert bodies exist in Slovenia, Croatia, Serbia and Moldova, having mainly scientific and technical advisory role – Figure 10.

In Serbia, the Institute for Nature Conservation of Serbia and Vojvodina has a consultative and advisory role in the designation and management planning process.

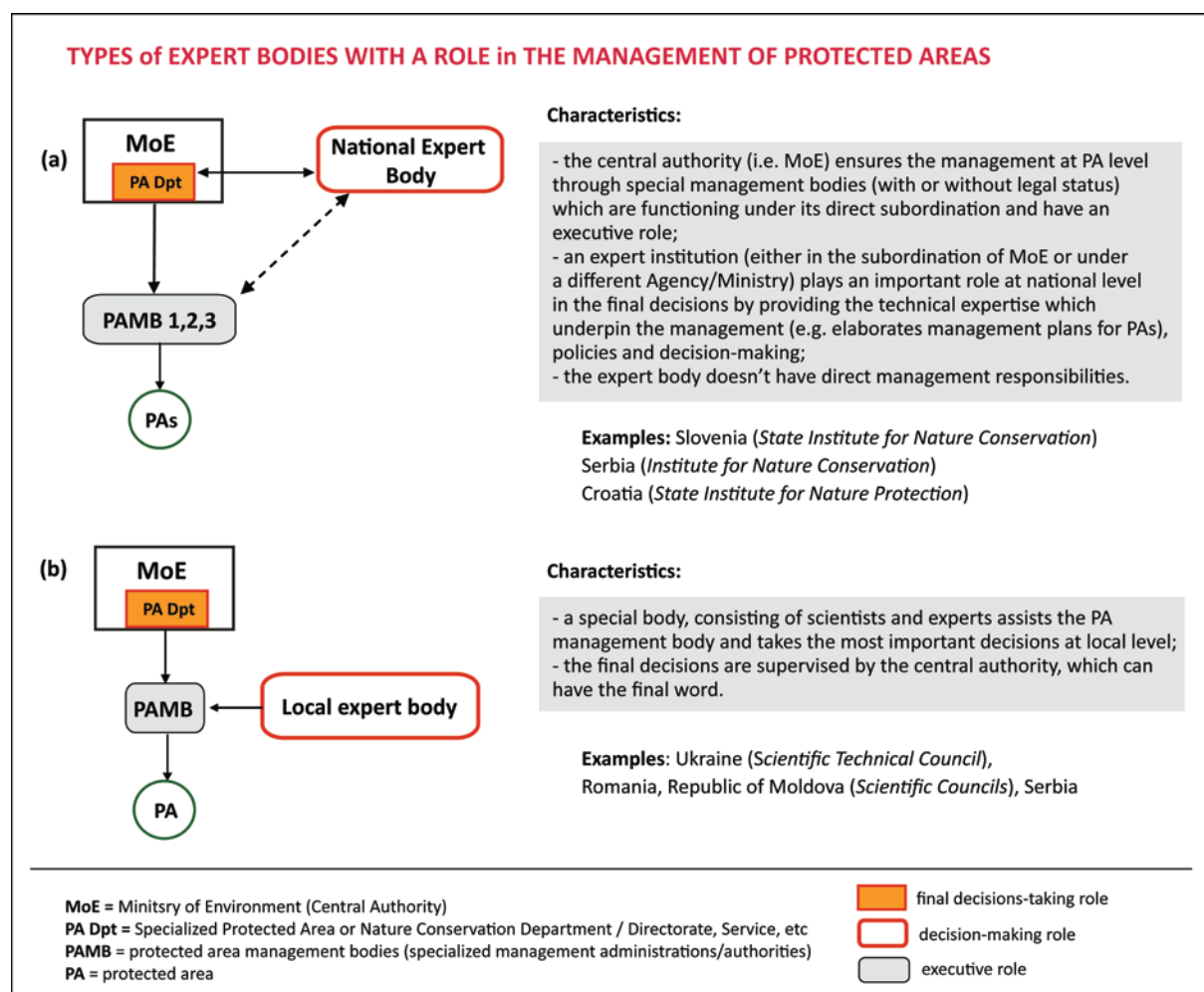


Figure 11 - Governance structures with expert bodies

Box 22 - Government management assisted by a national level expert body in Slovenia and Croatia

Well established, institutionalized expert bodies with responsibilities at the national level are a great support for PA governance and management. They are providing consistent scientific and technical support to PA managers.

Institute for Nature Conservation of the Republic of Slovenia (INCRS)

Established in 1999, functional since 2002, has about 70 employees

History: Regional Institutes for the Conservation of Natural and Cultural Heritage merged into the INCRS

Main characteristics and role:

It is an independent public body, organized in 7 regional units, coordinated by the central head-quarters (Ljubljana), having the following tasks/role:

- Provides expertise and information for decision-making in the field of nature conservation
- Compiles information for the development of nature conservation acts, policies, national and PA level plans, programmes, for the establishment of new PAs and for the PA management.

- Data collection, analysis and management, monitoring of nature conservation status, elaboration of guidelines, best practices, methodologies and procedures,
- Assistance in the preparation of PA management plans,
- Coordination, control, assistance in management implementation,
- Direct involvement in international projects and programmes (e.g. Natura 2000, CITES), design and implementation of public awareness and education programs,
- Selection of concessionaires,
- Collaboration with other specialized bodies (e.g. National Forestry Institute) to facilitate the integration of sectoral policies.

INCRS regional units are in charge of organizing the consultations and public debates at local level (e.g. when a new PA is established).

Plays a **decisive role in the management of PAs** in Slovenia, although it doesn't have direct management responsibilities. It is eligible as a possible PA manager.

More information: http://www.zrsvn.si/en/informacija.asp?id_meta_type=62

State Institute for Nature Protection in Croatia (SINP)

It was established in 2003.

Main characteristics and responsibilities:

The SINP is an independent expert body within the Ministry of Environmental and Nature Protection having the tasks of:

- Preparing inventories and conservation plans for habitat and species,
- Preparing the documents for the declaration of new PAs and the development of Natura 2000 network,
- Developing of PA level management plans,
- Preparing guidelines,
- Management of data and Nature Protection Information System.

More information: <http://www.dzpp.hr/eng/>

b) Regional level expert bodies are established legally in *Hungary*, having advisory role to the National Park Directorates that are responsible for all protected areas in their region. Although established in 2005, consisting of individual experts nominated for 3 years by the Ministry of Environment, these were not functional in the last 2 years. However, some of the PAMBs still keep in touch with the experts, as they find it helpful to have advise/support from them.

c) Protected area level expert bodies

c1. with decision taking role - in Romania, Croatia, Serbia, Moldova

c2. with advisory role - in Slovenia, Czech Republic and Ukraine.

In the Czech Republic, expert bodies are not legally required. However, some national parks do establish them within the National Park Board as scientific sections.

In Croatia and Serbia, management boards or steering committees are established by the responsible authority, with significant decision making role according to the law and possibility of strong influence on the management of the individual protected area. These boards are established for protected areas of national interest, i.e. national and nature parks.

They decide on vision and strategy and are involved even in management level decisions. Local interests are usually not represented by this board and transparency is very low with regards to their decisions and activities.

In Moldova, for the Scientific Reserves (IUCN category II, IV and V) Scientific Councils are established with representatives of Moldsilva (national forest agency), Academy of Sciences, MoE and PAMB. They approve the budget and work plan.

In Ukraine, the Scientific Technical Councils are established for national nature parks, nature reserves and biosphere reserves and consist of scientists and specialists. These have an advisory role. The participation of other stakeholders in these bodies is allowed, but not obligatory.

5.3 Management of PAs by Forest Management bodies

The forest sector plays an important role in the management of protected areas in Eastern Europe both directly and indirectly. First of all, forest management bodies (at all levels) are the 'most important right-holder' by having the responsibility for the management of forests inside PAs (in most of the target countries) and sometimes by owning forests (private forest management units).

State forest companies, in most cases self-financing mixed public-private entities, are often managing PAs in the region, using different governance subtypes:

a) Government management delegated to other actors (Type A, subtype c), with the following situations (possibly important for financing PA work from the state budget)

- forest administrations subordinated to the central authority responsible for protected areas (i.e. Ministry of Environment), for example Estonia (State Forest Management Centre),
- forest administrations subordinated to a different Ministry than the one in charge for PAs

An example is Bulgaria, where the Executive Forest Agency under the Ministry of Agriculture and Food manages, according to the law, 11 nature parks. This is actually a government type where the national forest agency subordinated to the Ministry of Agriculture and Food manages PAs (closer to subtype A.b.), but it is presented here only to show another arrangement where the forestry sector has a very important role in PA governance.

In Albania, the MoE has a Biodiversity Directorate with a specialized PAs Division, but PAs are managed by forest services and districts at the regional level, with protected area management units established for national and managed nature reserves.

b) Multi-stakeholder management - collaborative management (Type B subtype b1) as in Romania (National Forest Administration).

The responsibilities of these forestry agencies in the field of nature conservation differ, but in most cases, they have to finance most if not all the management costs (e.g. in Romania - see Box 23 – and in Serbia). However, they have to involve stakeholders in the governance of PAs managed by them and some of the key decisions cannot be taken without the involvement of the multi-stakeholder and/or expert bodies .

National Forest Administration in Romania (RNP “ROMSILVA”)

In Romania 12 of the 13 national parks and 11 of the 12 nature parks, together with about 30% of the PAs and Natura 2000 sites in Romania are managed by the National Forest Administration (NFA) – a state company whose main object of activity is forest management.

Since 2004, NFA is the main responsible actor under whose subordination the national and nature parks are established. The NFA has to provide the resources (i.e. budget, human and technical resources, funds for operational costs and management activities) for the management of these protected areas. The management responsibility is assigned on a contractual basis with the Ministry of Environment and Forest (MoEF), for a 10 years period for national, nature parks and large Natura 2000. PA management units have the obligation to develop the PA regulations and management plans, to implement and monitor management activities and to ensure the proper application of relevant laws inside PAs.

These management units are reporting to the MoEF and the NFA.

The management of PAs which don't have special PA management units (IUCN Ia, III and IV and small Natura 2000 sites) might be ensured by the Local Forestry Districts, under the coordination and supervision of the County Forestry Directions, based on contractual arrangements with the regional/local environmental agencies.

In many cases, especially due to EU funding for Natura 2000 sites, NGOs, research institutions, expert companies, individual experts have a significant role in the management planning and management activities of the PAs that are under the responsibility of the forestry sector, taking over informally, as beneficiaries of project funding, responsibilities related to these activities.

Since NFA ensures the funding for PA management under its responsibility, it has significant influence on decisions concerning the budgeting and budget allocation.

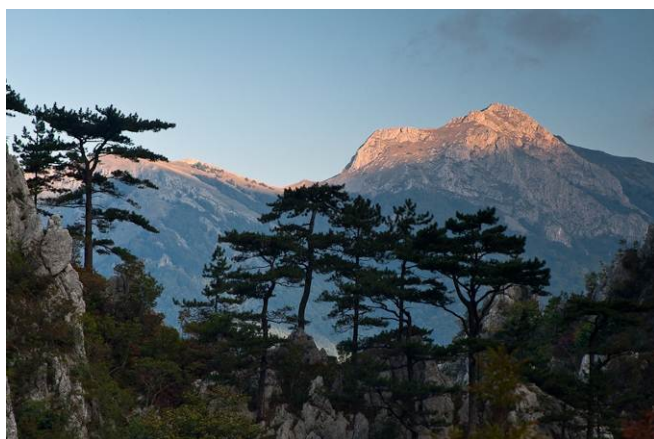


Photo no. 35 - Domogled Valea Cernei National Park, Romania (by Dan Dinu)

Important players in the governance of these national and nature parks are the Scientific Councils (expert bodies) with decision making power and the Consultative Councils (multi-stakeholder bodies).

The final decision-maker concerning the management measures proposed for these PAs is the Ministry of Environment, which approves the management plans and controls their implementation. However, the MoE takes to a great extent in consideration the decisions of the Scientific Council.

Forest management bodies have, in most cases, the advantage of a well structured entity, with some resources available for the management of protected areas and with the legal responsibility to manage state forests which in most of "their" PAs cover significant surfaces. However, participatory management is not a strong desire of forest managers. Even if the legislation imposes on them the multi-stakeholder and expert bodies, in most cases foresters are not yet making all the efforts to develop their own capacity to use efficiently and effective-

ly these participatory mechanisms. Stakeholder participation is still perceived as a burden and not as an advantage and the best way for achieving management objectives in PAs.

Furthermore, forest management, whether is done by state or private companies, in most – if not all – cases has to be self sustainable and is profit oriented, providing products and services and generating revenue from forestry and non timber forest products. Assigning the responsibility for PA management to this sector and demanding full coverage of PA management costs from their own income – as it is most often the case (e.g. Romania, Serbia), leads to potential conflicting interests. In such cases it is very difficult to prove and/or to explain if and how responsible are the forestry activities that are generating the money for PA management. Lack of real participation and transparency in forest and PA management increases significantly the lack of trust towards the forestry sector as a responsible body for biodiversity conservation.

5.4 Specifics of Natura 2000 governance

In most of the EU and EU accession (Croatia) countries the Natura 2000 sites are considered part of the PA network. Management planning requirements and whether compensation payments are applied or not are presented in Table 7. Although the majority of the countries consider the development of a management plan for sites as a legal obligation, some are making use of the possibility to reflect specific management measures in other development plans or include them in contractual obligations, as recommended by Article 6 of the EU Habitat Directive.

In most cases the PA system of national interest overlaps to a large extent with the Natura 2000 sites, but covering a significantly smaller area (e.g. in Romania PAs of national interest cover about 8%, the Natura 2000 network covers about 23%).

Table 6 - Synthetic overview of legal requirements and compensation payments in Natura 2000 sites

Country	Recognized as PAs	Legal obligation for Management Plans	Management plans are being developed	Compensation payments	Special legislation developed*	Management responsibility – similar to the national PA system**
Bulgaria	-	-	√	√	√	
Czech Republic	√	√	√	√		√
Croatia	√	-	√	-		
Estonia	√	√	√			
Finland	√	√	√	√	-	√
Hungary	-	-	√	√	√	
Latvia	√	√	√	√	√	
Lithuania	√	√	√	√		
Poland	√	√	-	√		
Romania	√	√	√	-	-	√
Slovakia	√	√	√	√		√
Slovenia	√	√	√	√		

* If no special law is developed for the Natura 2000 network, it is assumed that the provisions of the Habitat and Bird Directives were incorporated in the protected area legislation

** If no, details are provided in this subchapter

In terms of management responsibilities and governance the situation varies a lot: from having a different system for the PAs of national interest (Finland) to adopting the same system (Romania).

In **Finland** the responsibility for Natura 2000 sites rest with the regional environmental authorities, i.e. the Environmental Departments of the Regional Centre of Livelihoods, Traffic and Environment. No specialized management units are established, sometimes management is done based on agreement with stakeholders.

In **Romania** the same system applies to the Natura 2000 network as for the PAs of national interest:

- Management plans are obligatory,
- For the more complex Natura 2000 sites management can be delegated to any entity that has the technical knowledge and the necessary resources to establish PAMBs. Scientific and Consultative Councils have to be established and involved. ,
- Custodians (individuals or any other legal entities) can do the management based on contractual agreement with the local environmental agencies for the less complex Natura 2000 sites.



Photo no. 36 - Winter in Hortobágy Hungary
(by Kovács Gábor)

In **Hungary**, the responsibility for Natura 2000 sites lies with the Authority for Environmental Protection and Water. The same regional PAMBs are responsible both for the PAs of national interest and for the Natura 2000 sites. Management on private land in these sites is done based on administrative or statutory conservation measures, whereas for state owned land sub-contracted to indi-

viduals or other entities the management measures are imposed through the respective contracts. Management plans

are not compulsory, however there are many cases when these are developed involving stakeholders.

In **Latvia**, the management responsibilities for the Natura 2000 sites are the same as for the other PAs, as these sites are considered nationally protected areas.

5.5 Actors, roles and responsibilities

5.5.1 Main actors and their roles in PA governance

The share of responsibilities for decision-making and some key fields of PA management for the most important categories of actors are reflected in Table 7. Even though the table depicts only a synthetic image of the situation, this 'exercise' resulted in an inventory of the key actors sharing the power in the PA management in the region and in identifying their roles.

The power to initiate the designation of new PAs lies in the hands of any actor, at any level and the official, formal approval of Parliament or Government is necessary. The Parliament has an important role in the declaration of large PAs. Other national level institutions (e.g. Ministries) or stakeholders, as well as local or regional actors can have a consultative role in this stage.

In several countries, municipalities or regional authorities have the decision making role in designating PAs of regional/local interest, as well as in management planning, control and other (e.g. Finland, Lithuania, Czech Republic, Slovakia, Romania).

In Finland, formal Regional Environmental Centres (now included into the Regional Centre of Livelihoods, Traffic and Environmental Department) approve the designation of private PAs.

In some countries, the final decision making role (symbols marked in bold in Table 8) for the same issue (e.g. management planning) is shared by several institutions / agencies, depending on e.g. the type of PA, the level of decision-making, etc. For example in **Finland**, the MoE can designate PAs less than 100 hectares, and has the authority to approve some PA managements plans, while for the other PAs established on state land, the Government decides;

Financing for the PA management is most of the time provided by the state, through the MoE. As an exception, in **Finland** financing is secured by a wide range of national authorities, i.e. Ministries of Environment, Agriculture and Forestry, Justice, Education, Foreign Affairs, Defence, Labour).

In **Moldova and Serbia**, the PAMBs manage the natural resources (e.g. forests, pastures) belonging to the state and use the income to cover administrative and operational costs.

In **Albania**, the final decision on investments in PAs is taken by a National Council within the National Agency for Territorial Planning. This agency has a much better understanding of the development claims of various stakeholders than of the importance and role of protected areas, very often deciding in favour of infrastructure and other developments, against the objectives of the protected areas and the long term interest of locals.

Concerning the responsibility to manage lands inside PAs, the National Forest Authorities have the most important role in the natural resource management and in the operational management of PAs and in some countries are involved in the permanent or occasional financing of PA management (e.g. Romania, Latvia, Estonia, Ukraine, Bulgaria, Albania, Moldova, Serbia, etc.).

Concerning the **management planning**, a wide variety of actors from different levels is most of the times, at least 'de jure', involved in the process. The final decision-making power in approving the management plans belongs either to the national agencies for PAs (where such authorities exist), to the Ministry of Environment, for larger PAs to the Government (e.g. in Romania, Moldova and Albania) or to the Parliament (as in Slovenia).

In Finland, the Sami Parliament has an important 'de facto' role in approving MPs, even if the legislation does not include such provision.

A special case is that of **Bulgaria**, where for the approval of management plans of national and natural parks and managed nature reserves ministries have a decision making role through the Council of Ministers that has to endorse these plans before the final approval by the MoE.

Table 7 -The main actors and their roles in decision-making in the most important management fields

Actors involved in PA management	Albania	Bulgaria	Croatia	Czech	Estonia	Finland	Georgia	Hungary	Latvia	Lithuania	Moldova	Serbia	Slovakia	Slovenia	Romania	Ukraine
NATIONAL LEVEL																
President																D Ct
Parliament				D		D	D	D	D	D	D	D		D A	D	D
Government	D A				D				D	D	D A		D	D	D A	F
Environmental authority – usually MoE	D A	F D C A Ct	F D A Ct	F D C A	F D	F D C M P A Ct	D A Ct	F D A C Ct	D A F	D F Ct M P A E		F D C A	D F Ct A		A	F E Ct A
Ministry of Agriculture																D A
Ministry of Finance	F D A	C					F									D A
Ministry of Defence				D M P O		F			F O							D A
Ministry of Culture										D M P A						D A
Agriculture and rural development authority	D A	C				F									A	A
Tourism authority	D A	C														
Other national authorities	D A	C				F				O					A	D
Protected Area Agency (governmental)				C O		A M P O E	F D M P O E Ct R		F M P O Ct R	D O Ct C M P			D C O M P E Ct Ad			
Forestry Agency (including state companies)	F	F			F O R	A R			F O R	O R	F O		R		F A R	F D A E Ct
Other National Agencies															R	
Environmental Protection Agencies					M P A O E Ct R											
Environmental Control Agen-					Ct						Ct	Ct			Ct	Ct

Actors involved in PA management	Albania	Bulgaria	Croatia	Czech	Estonia	Finland	Georgia	Hungary	Latvia	Lithuania	Moldova	Serbia	Slovakia	Slovenia	Romania	Ukraine
cies																
National Expert Bodies											A	D				
National Academy	D				D						D MP A	Ct				D MP A E
Universities, Research Institutes					D MP E					D						D A
REGIONAL LEVEL																
Protected Area Agency – Regional Branch				O		O			O Ct				MP Ad Ct			
Protected Area Management Units ²³	O		F	MP O				F D MP A O C		O						
Environmental authorities		O				D A			Ct	Ct		D	D MP A			F D Ct
Administrative authorities			O	D A						Ct	O				D A	F D A Ct
Regional Agencies	O	Ct	F								O	O			R	
Environmental control agencies					Ct				Ct				Ct		C	Ct
LOCAL LEVEL																
Environmental authorities															MP O	
Administrative authorities			O	F D MP A O	F* D*Ct*					D* O* MP* A* F*					D	
Protected Area Management Units		MP O R	PM O R				O Ct R			O Ct MP	O R	F MP O R	MP O		MP O	

²³ Refers to protected area management units that have extended responsibilities at the regional level, managing PAs without appointed managers

Actors involved in PA management	Albania	Bulgaria	Croatia	Czech	Estonia	Finland	Georgia	Hungary	Latvia	Lithuania	Moldova	Serbia	Slovakia	Slovenia	Romania	Ukraine
										R						
Delegated entities for PA management		MP O										F O			F MP O	
Multi-stakeholder Platforms	A Ad	A C	A	Ad		Ad				O	A		Ad		Ad A??	
Expert bodies												A			A	
Landowners						R			R				R		D	D
Natural resource managers	R	R	R	R		R						R	R		R	
NGOs					D O E					D MP					O	D
Specialized private companies		MP							MP	MP					MP	MP
Role in: * for local level PAs only F – Financing, D – Designation, C – Coordination within the PA system (system level or for certain categories of PAs), MP – Management Planning							A - Approval of management plans O - Operational management (decisions for every-day management), Ad – Advisory role, E – Evaluation, Ct – Control, R – Resource management Note: 'Resource managers' refer to companies, agencies, local communities, churches and any other entities that manage natural resources in the PA.									
For roles that are applicable to several actors, the bold characters indicate the power to take the final decision, whilst the same symbol in normal font indicates that the respective actor has an important say, considered by the final decision maker.																

Note: The table reflects the information collected by the project team from a limited number of respondents within a very limited time frame. As in most cases there is no direct access to legislation, it was difficult to clarify some of the information and to describe the full picture, especially in complex situations.

The role of non-governmental actors in the main aspects in the life cycle of a protected area is presented in Table 8.

Table 8 - The involvement of non-state actors in the life cycle of PAs

Country	Propose		Designate*		Manage		Comments / Observations
	'de jure'	'de facto'	'de jure'	'de facto'	'de jure'	'de facto'	
Albania	√	√			√	-	
Belarus							
Bulgaria	√	√	√	-	√	√	Private PAs can be designated by the land owner in Bulgaria
Croatia	√	√	-	-	-	√	
Czech Republic	√	√	-	-	-	-	
Estonia							
Finland	√	√	-	-	√	√	
Hungary	√	√	-	-	√	√	
Latvia	√	√	-	-	√	√	
Lithuania	√	√					
Poland							
Serbia	√	√	-	-	-	-	
Slovakia							
Slovenia	√	√	-	-	√	√	
Montenegro	√	√	-	√	-	√	
Republic of Moldova	√	-	-	-	√	-	
Romania	√	√	-	-	√	√	
Ukraine	√	√	-	-	√	√	

* takes the final decision (most often by issuing a legal act) of designating a new protected area

Even though it might seem useless to analyse whether non-governmental actors can designate a protected area, the Bulgarian situation shows that this is a real option that should be considered. There are already such 'de facto' initiatives in Romania as well: the private Foundation Conservation Carpathia is buying forests with the aim to establish a large wilderness protected area. The fact that the legislation does not allow for the recognition of PAs designated by land-owners can have serious implications for the conservation management. For example, if a forest land owner in Romania wants to establish a strictly protected private PA, there are two major obstacles: will run in serious bureaucratic issues for not respecting the annual timber harvesting plans included in the forest management plan and would have to convince the hunting associations - who have the contractual right for game management - to accept the non-intervention management and to ask the relevant ministry to accept a no hunting policy.

Having the option of designating PAs by land-owners could also contribute to recognizing the legitimacy of community governance (at least on community land).

In **Latvia**, the delegation of management responsibility to non-governmental actors is only possible if based on an agreement with the landowner(s). Considering the very fragmented structure of land ownership, this condition is very limiting and makes it almost impossible for NGOs or other actors to gain the management rights for a particular protected area.

5.5.2 Land ownership and management within PAs

A very general overview on the land ownership is presented in the Chapter 4.1. In terms of land and resource use, there are again very different situations:

- In **Romania, Czech Republic, Slovakia**, land and resources are managed by various actors, with the obligation to respect the PA legislation and management plans. The PAMB has the role to consult these actors on management measures, and ensure that the actors are fully respecting the management plans. The stakeholders (actors) can have a consultative and/or advisory role when establishing the management measures.
- In **Serbia**, the public enterprises managing the national parks have resource management responsibilities on state land and even develop economic activities based on the direct use of natural resources, through which the management costs are covered. These situations are quite difficult as in many cases they erode the image of the PAMB as a conservation actor, especially if they use forests or if there is no transparency regarding the use of their funds. Poor communication actions and skills can significantly worsen the situation.
- In **Croatia**, in some cases, the PAMBs are managing tourism related activities.
- In **Finland**, the only management actions carried out by the PAMB that are related to resource use are the visitor management ones. Restoration activities are also carried out on non-state land, but only with the agreement of the landowner.

A major issue for PAMBs with management rights associated not only with conservation actions, but also with commercial activities, is that local communities and stakeholders will perceive them as competing agencies. Building dialogue and trust for developing participatory governance systems becomes then even more important, but also very difficult, especially in the first stages.

The involvement of land owners and users in the management of PAs ('de jure' situation) is presented in Table 9.

Table 9 - The influence of land owners in the life cycle of protected areas

Country	PA design and establishment Agreement is compulsory	PA management planning Consultation x Decision √	Management implementation Active involvement	Comments / Observations
Albania	√	x		
Bulgaria	√	√	-	
Croatia	√ 'de facto'	x √	√	Forestry, hunting and other natural resource uses: final decision is with the MoE
Czech Republic	-	x	-	
Estonia	√	√	√	Their interest in management planning is quite low. In management implementation contracts with them are developed.
Finland	√	x	√	Active involvement applies to private PAs
Hungary	-	√	-	
Latvia	-	x	-	
Lithuania	√	x √		

Country	PA design and establishment Agreement is compulsory	PA management planning Consultation x Decision ✓	Management implementation Active involvement	Comments / Observations
Poland				
Serbia	-	-	-	
Slovakia		✓	✓	
Slovenia	✓	✓	✓	The principle of 'relative' ownership applies (see Chapter 4.1). Formal agreement is not necessary for the declaration of a new PA, but in reality they can have a very strong influence.
Republic of Moldova	✓	-	-	For PA designation at least 51% of each local council have to agree officially. It is considered that they represent the land-ownership or resource management rights for the community
Romania	✓	✓		
Ukraine				

In **Bulgaria** it is compulsory to invite the land-owners in the special commissions (of different stakeholders) which are analysing the proposal for the declaration of a new PA at regional level.

In **Croatia and Serbia**, for PA designations public hearings are mandatory, but participants have no real influence on the final decision.

In **Lithuania**, consultation with land owners in the management planning process is obligatory and agreement with private land owners on management activities in their land is compulsory.

In **Latvia**, landowners have to be informed and consulted about the designation of a PA, but decision should be taken on scientific grounds only, especially for Natura 2000. In the management planning processes landowners are consulted, but are not involved in the decision making. There are no legal requirements to have the management of the protected area done by the landowner.

5.5.3 Financial responsibilities

In most of the Eastern European countries the financing of protected area management is ensured from the state budget.

Although sometimes the PA management bodies are offered the possibility to supplement their budget through income generating activities (e.g. entrance fees in PAs, entrance fees in visitor or information centres, informational materials, tourism activities, etc.), such revenues represent in most cases a fairly small share from their total annual budget, except when income is generated from management of lands and resources inside the PAs or concessions of management or resource use rights.

Another opportunity is represented by the existence of grants that can be accessed through projects, which becomes a quite common and important source of funds, especially in the EU countries. However, this possibility is often limited by:

- Limited capacity of the PA teams/staff (numbers, skills),
- Knowledge and experience in project development and management or by their day to day work load,
- Legal status of PA management bodies (which are sometimes not independent legal bodies – e.g. Slovakia), and by
- Possibility of the state institutions (under whose sub-ordination PA bodies are functioning) to ensure co-financing.

The ‘responsibility for funding the management’ of PAs is sometimes ‘delegated to other actors’ together with the authority and management responsibility. In Romania, for example, the custodians / administrators of a PA have to secure the finances to cover the full costs of the management for the whole period stated in the contract (usually 10 years). In Slovenia, the other actors to whom management responsibility can be assigned by contract or concession are responsible to ensure part of the financial resources, while a part of the costs is covered by the MoE from the state budget.

Table 10 - Main sources of funding for protected area management in Eastern European countries

Country	MoE	Other governmental actors and non-governmental actors	Delegated entity	Management of lands and resources inside PAs	Land or concession or use rights	Other activities conducted by the PA Administrations	Projects	Comments
Albania	x		x	-			x	MoE has special budget line for PAs
Bulgaria	x		x	x	x	x	x	Only Nature Parks can conduct other activities
Croatia	x	x			x	x	x	
Czech Republic	x							
Estonia	x	-		-		-	x	State budget is the main source + State Forest Management Centre
Finland	x	x Several – see Table 7					x	
Hungary	x			x	x	x	x	
Latvia	x	x joint Stock Company Latvijas valsts meži		-		x	x	
Lithuania	x						x	
Poland	x			x				

Country	MoE	Other governmental actors and non-governmental actors	Delegated entity	Management of lands and resources inside PAs	Land or concession or use rights	Other activities conducted by the PA Administrations	Projects	Comments
Serbia	x		x	x	x	x	x	
Slovakia	x	-		x		X	x	State budget is the main source.
Slovenia	x	x (only in case of concessions)				x	x	
Republic of Moldova			x	x	x	-	x	
Romania	x (only for DDBR)		x			x	x	Other actors' funds prevail
Ukraine	x							

The level of financial support for PAs varies very much across the region, with a better situation in Slovenia and for national parks in Bulgaria, where at least minimum needs are covered and an even better situation in Finland, where many governmental actors are contributing financially to protected area related activities. The worst situation is in Romania, where no funds are allocated through the state budget for protected area management (except for one biosphere reserve).

5.5.4 Decisions concerning the budget allocation for PA management

When financing is secured from the state budget, the MoE or the national agency for PAs decides on / supervises the budget allocation for specific management activities in each PA (e.g. Slovenia, Slovakia – State Nature Conservancy's head-quarters, Romania - MoE).

In some cases, at the local level, this responsibility belongs to 'the multi-stakeholder bodies' (e.g. Slovenia – the Protected Areas Council).

In Croatia and Serbia, the budget for national and nature parks is approved by the management board and money is allocated from the state budget.

There are very rare (almost no) situations when stakeholders contribute to the financing of protected area management activities. Only two of the analysed case studies show that there are some initial steps from the stakeholders to contribute to funding PA management activities.



Photo no. 37 - Stakeholder consultation - Romania (by Emil Popp)

Coordination mechanisms

This chapter describes a few aspects related to how coordination of decision making is working.

National coordination of different stakeholders is not of real interest in most of the countries. There is little interest and even a lack of understanding why it is important to have the relevant national and regional level authorities informed and involved in protected area management related issues. In some of the countries the legislation imposes consultation with and even approval from the main authorities representing sectors that can influence PA management or that can be influenced by PAs. This is the situation for example in Albania, where ministries and state agencies have to approve designations and management plans, and in Romania, where management plans are approved through governmental decisions. But these legal procedures do not help in establishing real cooperation and active involvement of relevant authorities. Only one example was identified for efficient coordination at the national level – (see Box 24).

Box 24 - National level coordination mechanism for the management of PA system in Finland

Coordination of national level authorities in Finland

Responsible authority: Ministry of Environment

Multi-stakeholder advisory committee - Coordination platform established at the national level:

Monitoring Working Group for the CBD (including the PoWPA), officially established

Members: representatives of the

- Ministries of: Environment, Agriculture and Forestry, Labour, Education, Finance, Defence, Livelihoods,
- Finnish Environment Institute,
- Association of Agriculture and Forests (owners),
- Commerce and Industry Association,
- Forest Industry,
- NGOs: Finnish Nature Conservation Association, Swedish Nature Conservation Association,
- Saami Parliament,
- lobby and recreation organizations.

Role:

- It is a forum for exchanging information between the various ministries.
- Conservation Programmes are communicated and all members have to give written opinions/statements on the programmes.
- Helps harmonizing the legislation between the various sectors.
- Provides input to all projects and major investments to secure proper consideration of protected areas.
- Metsähallitus prepares documents and issues for the meetings for the discussion related to protected areas.

The working group meets once a month. It has been active for the last 20 years.

Multi-stakeholder bodies provide an important mechanism for improved governance at local, i.e. protected area or PAMB level. These are described in Chapter 5.1 sub-chapter B.

Multi-stakeholder bodies can be efficient if there are well defined criteria and regulations for their establishment and functioning, as well as people with good leadership abilities, good facilitation and very good communication skills and people with ability to build and maintain trust (both in the multi-stakeholder body and in the PAMB). Unfortunately much too often respondents indicated that these bodies are not fully functional, mainly because some of the above presented 'ingredients' are partly or fully missing. Lack of real decision-making power of these bodies can also be demotivating for its members, who are more prone to losing their interest to get involved actively if their advices are not reflected in PA activities and in final decisions. In some cases low success might also be determined by the political influence on their establishment (e.g. in selecting their members), as well as by the lack of interest and understanding of their members towards the role they should and can play in these bodies.

It is interesting to see that in some of the PAs there is a genuine interest from the managers to establish multi-stakeholder forums, even if it is not required by the law, like for example in Lonjsko Polje, Croatia ('de facto') – Box 15.

5.6 Some aspects on the quality of protected area governance

The quality of governance is a complex yet essential issue contributing to the overall PA management effectiveness. Its monitoring and periodic evaluation allow for the proper design and adjustment of governance policies and provide a measure of its influence over the overall management effectiveness.

Even though the frame for collecting information (Annex 1) took into account the issue of governance quality, in this stage it was not possible to gain a clear image concerning this issue. During the interviews there were attempts to gain a good understanding of the governance quality, but the conclusion is that a higher number and more in-depth interviews are needed for these issues, having as target audience a balanced group of PA managers and stakeholders. Quality assessment is not an easy task also because some of the criteria and indicators are difficult to define. Therefore, this chapter only refers to a few aspects that could be observed and analysed in the study area.

Annex 5 provides examples of monitoring the quality of governance, which can be used to develop a framework for assessment and reporting.

Transparency

All the countries are signatories to the Aarhus Convention, which enables public access to information concerning the environment. Information concerning protected areas, as, for example, their nature values, their managing institutions, legal provisions, national and international policies, their management plans (if the case) is generally available to the public. But specialized information concerning the PA governance system, the governance processes or its quality, as for example, the responsibilities of different actors in the decision-making process, the possibilities for stakeholders to intervene in a decision, evaluation reports, etc, is most often scarce / difficult to access, or available only by request.

Reporting is mainly done within the agencies/institutions, i.e. respecting hierarchical levels and, if expert bodies and consultative councils are established, some reports might be presented to these entities. In some cases there is a legal request to post annual reports (including the financial information) on the PA website.

Even when PA managers provide information related to consultation or decision-making processes, target groups might not always be reached because of use of inadequate communication channels (e.g. inviting farmers to stakeholder consultation via web pages in communities where internet is not accessible).

Limited interest of stakeholders in PA management issues, combined sometimes with reluctance of PA managers to present the 'de facto' situation openly, as well as lack of understanding of the advantages, significantly slows down improvements in ensuring transparency.

Coordination

Coordination amongst the actors involved in the PA governance system at national level is important to ensure coherent national strategies for PAs that serves as reference for harmonizing the activities of other important sectors (forestry, agriculture, transport, tourism, energy, etc), but effective coordination mechanisms at national level hardly exist.

An example of functional coordination mechanisms exists in Finland – see Box 24.

Management effectiveness assessment

Recent years have shown an increase in the interest for assessments of effectiveness at PA system or for individual PAs. This trend has been stimulated by obligations deriving from the CBD and interest of donors to see levels of improvement in the PA management recorded (e.g. World Bank and UNDP - GEF funded projects). In some cases, implementation of assessment tools were promoted/initiated by NGOs, like for example, in most cases of RAP-PAM assessments.

Table 11 - Systems for the monitoring of protected area management effectiveness

Country	RAPPAM Assessment conducted in (year)	Tools used periodically for tracking PA management effectiveness at system level
Albania	2009	-
Armenia	-	-
Bulgaria	2004	-
Croatia	2009	METT is planned for use for all national and nature parks and will be interpreted at national level
Czech Republic	2004	CPAMETT (not yet compulsory)
Estonia	-	-
Finland	2004	Yes (each 5 years)
Georgia	2004, 2009, 2012	-
Hungary	-	CPAMETT (not yet compulsory)
Latvia	-	-
Lithuania	2006	-
Poland	-	CPAMETT (not yet compulsory)
Republic of Moldova	-	-
Romania	2006	CPAMETT (not yet compulsory)
Serbia	2009	CPAMETT (not yet compulsory)
Slovakia	2004	CPAMETT
Slovenia	2009	-
Ukraine	2009	CPAMETT (not yet compulsory)

Although system level assessments were conducted in many of the EE countries (Table 12) at least once, these were not repeated and there is no clear planning for systematic assessments.

At the individual PA level the most frequently used assessment tool is the World Bank / WWF Management Effectiveness Tracking Tool (METT), mostly project driven or sometimes requested by donor agencies.

Consensus-based decisions

Consensus based decisions are not a common practice in the region. The only example encountered during the field visits is the decision-making within the Steering Group of the Kvarken Archipelago NHS (see Box 16).

6 Trends in protected area governance in Eastern Europe

Simultaneously motivated by the will to achieve increased effectiveness and impelled by the European Directives, by international policies and conventions or determined by the political and socio-economic changes, the protected area management systems have encountered significant changes in most of the Eastern European countries. Such changes are reflected not only in the legislative framework but also in the structures and mechanisms, including the decision-making procedures. However, in some of the countries no major changes are registered, like for example in Ukraine and in the Republic of Moldova. These countries were not yet "forced" by the EU accession to significantly increase their PA coverage and to alter their management approaches.

These, sometimes rapid, changes can generate feelings of instability and insecurity for PA managers, reflecting the fact that these systems didn't reach their 'maturity' yet, especially in the former communist countries, with a long tradition of centralized decision-making system that have recently joined the EU or are underway to integration.

a. Institutional changes and legal frameworks

The last 20 years brought many institutional changes in almost all of the study area, especially at the national level, with central authorities responsible for protected areas facing many changes, induced mainly by political influences. In the past 4-5 years the main arguments for the changes were related to the economic crises.

For example in Latvia the responsibility for the protected area system moved in 2009 to the Nature Conservation Agency. In Romania the responsibility for PAs stayed with the central authority for the environment, but there were many changes in the protected area department: for some time it was a separate sub-department within the Biodiversity Directorate, now it is not separated as such. Sometimes these changes affect the staff composition and, combined with the very low wages, may lead to a high staff turnover. This instability has a direct influence on protected areas and their efficient coordination and management, making it very difficult to have a systematic approach on issues that need more attention, like governance.

There were many changes in different directions – difficult to identify a general trend for the entire region. The main tendency is to establish specialized bodies for PA management (national agencies, institutes, PAMB, expert bodies, etc.) which reflects an increasing attention for this issue.

Although incomplete, the legislation of most countries is being steadily improved by integrating principles, concepts, mechanisms which can improve the quality of PA governance. This process is obviously stimulated and sometimes directly supported by the international and EU organizations and institutions, by the donor-agencies, etc. Some countries recorded a considerable advance in developing governance and management systems in line with the international requirements in the context of some projects which provided external (Western Europe, USA, etc.) expertise (e.g. Romania, Moldova, Bulgaria, etc.).

b. Increasing diversity of governance types

Although the shift is slow, two simultaneous and convergent trends could be observed: (1) on one side the Governments enable the development of new types of governance by creating the legal framework which recognizes them, while (2) at the same time, new types of governance are being demonstrated 'de facto' as response to conservation needs, revealing commitments, interests or reminiscence of old customs and traditions.

c. Involving stakeholders, adopting more participatory forms of governance

More countries developed mechanisms to ensure public/stakeholder participation – as e.g. the multi-stakeholder bodies. Even though in many cases these are formally established but have a limited functionality and effectiveness, their existence represents an opportunity for future developments.



Photo no. 38 - Ignis Plateau – Romania (by Emil Pop)

The significant changes in land-ownership, in the economic, social and political systems in the region of the countries have influenced also protected area governance and management. One obvious change across the region is that stakeholders have an important say in the designation of new PAs. None of the countries can now designate new PAs without the agreement of the right-holders and other stakeholders. Even if not clearly stated in the legislation in some cases, none of the responsible authorities would take now the

responsibility to designate PAs without the agreement of the stakeholders.

However, it has to be noted that in most cases the consultation process on the designation of Natura 2000 sites in the EU countries was quite poor. The strong EU legislation and the designation criteria (scientific) allowed for the establishment of the Natura 2000 network in most countries without a thorough consultation, but are causing many issues and even conflicts during implementation. Responsible authorities and management bodies have to find solutions to involve and convince stakeholders in the management planning process and to work together with them in the actual management of the habitats and species, thus being forced to learn in a fast and difficult way how to improve governance.

The progress in developing more participatory forms of protected area governance and in adopting (especially 'de facto') a greater variety of governance types in Eastern Europe was influenced also by the EU, through new concepts, principles, directions, models, mechanisms, responsibilities and obligations provided through the Habitat²⁴ and Birds²⁵ Directives, as well as through the guidance documents developed for the implementation of the Natura 2000 network. For example, the possibility of managing land and resources in Natura 2000 sites based on management plans other than the specific PA management plan and through agreements (contracts) with the right-holders is being promoted through the Habitat Directive²⁶.

²⁴ Council Directive 92/43/EEC of 21 May 1992 on the conservation of natural habitats and of wild fauna and flora – Habitat Directive

²⁵ Council Directive 79/409/EEC of 2 April 1979 on the conservation of wild birds – Birds Directive

²⁶ Habitat Directive, Article 6, para 1 - For special areas of conservation, Member States shall establish the necessary conservation measures involving, if need be, appropriate management plans specifically designed for the sites or integrated into other development plans, and appropriate statutory, administrative or contractual measures which correspond to the ecological requirements of the natural habitat types in Annex I and the species in Annex II present on the sites.

The case studies collected demonstrate that there is an obvious tendency to diversify governance approaches, sometimes through a bottom-up approach: NGOs and local communities or even private companies are taking over management responsibilities for protected areas and also some decision making powers. Protected Area Management Bodies are establishing multi-stakeholder platforms to help them engage with the representatives of the stakeholders, even if the legislation is not imposing a formalized consultation/involvement approach.

d. Progress in achieving PoWPA objectives related to governance

In general, progress with achieving the PoWPA objectives, although slow, is visible. Concerning the governance issue, the following tendencies can be emphasised:

- Some progress in developing governance and management systems that allow for decentralization, transfer of authority and responsibility to non-governmental actors which can have an increasing influence in decision-making processes – see the list of countries that are ‘de jure’ accepting the establishment of multi-stakeholder platforms or even allow for delegating management responsibilities to different entities, other than governmental actors,
- Continuous development of the NGO sector in general and the rise of organizations which are dedicated to and sometimes have significant expertise in nature conservation, taking over responsibilities for PA management on a contractual or a voluntary basis. However, civil society is not yet strong and coordinated enough to intervene in very constructive ways in the process of developing policies, strategies and the legal framework for PA governance and management, lead mostly by state actors. There are some exceptions though, like for example in Georgia, where working committees, including NGO experts are established by the central authority on different issues related to PA management, or in Romania and Bulgaria where NGO Coalitions are established to coordinate influence and input into the decision making at national level.
- Increasing role of the private sector and other actors can be demonstrated either at country level (see Romania) or at the PA level in the management of protected area,
- Increasing level of information and public awareness concerning the importance of nature conservation, as well as the interest of various stakeholders to get involved in this field,
- Increasing diversity of governance types, even if not always ‘allowed’ by the legislation, including the development of public/private partnerships for PA management and delegation to non-state actors.



Photo no. 39 - Pădurea Craiului – Romania
(by ProPark)

7 Lessons learned

This section reflects some of the most common lessons, as resulting from the practical experience of our respondents, from our own analysis of the case studies and from the experience of PA practitioners who participated at the workshop organized in the framework of this project²⁷.

7.1 Key lessons

- Centralized governance systems are predominant in the study area. However, it is more and more obvious even in this region accustomed with centralized systems, that it is not anymore possible to achieve nature conservation objectives based on decisions taken by the authorities or their representatives and by law enforcement; stakeholder involvement is crucial in most cases for effective protected area management.

'It is important to involve people as soon as possible in every process, every project and everything that we do.' - Andris Širovs (Kemerī NP/NCA Pierīga)



Photo no. 40 - Learning together - Enjoying together: young conservationists on the Isle of Vilm during the Klaus-Toepfer Fellowship Programme run by BfN (by ProPark)

- The case studies show that protected areas under government governance are running into conflict situations especially when land is owned by various actors and not by the state. In such cases, conservation is perceived by the resource owners as being imposed by the state, while the resource use restrictions - which generate, to a certain extent, a negative impact on their livelihoods - are perceived as unfair and unjustified. Consequently, in such contexts, even when mechanisms for right-holders' and shareholders' participation exist, the state PA management authorities - which are most often sub-capacitated - are hardly able to alleviate use conflicts, to cope with multiple conflicting interests, to gain acceptance or foster involvement of stakeholders in the management process. This is especially true in the absence of financial compensations or active support to generate alternative benefits. However, even in situations when land is mostly owned by the state, therefore with little or no ownership or use conflicts, like in Finland, the need for stakeholder involvement is considered more and more important and beneficial and mechanisms for participatory management are developed, due to its contribution to improving both PA management and governance and to creating synergies between different sectors, thus underpinning overall sustainable development.

'Involving stakeholders is good business' – Teppo Loikkanen (Repovesi National Park)

²⁷ "Governance of Protected Areas in Eastern Europe - case studies on different governance types and lessons learned", workshop organized by the German Federal Agency for Nature Conservation (BfN) and ProPark Foundation for Protected Areas Romania, 2nd - 5th of December 2012 - Isle of Vilm, Germany

- Government governance might lead to protected area management bodies being perceived as regulating and controlling authorities, preoccupied only to impose restrictions and to control stakeholders. However, there are situations when this serious disadvantage is partly overcome if the PAMB is pro-actively supporting stakeholders to access compensation payments for the restrictions imposed in the PA (see example in Hungary – Box 1).
- Right-holder / stakeholder participation has to be stimulated by informing key target groups on its importance and benefits. That has to be complemented by direct and visible benefits (using also the ‘carrot’, not only the ‘stick’) such as, for example, improved access to information, decision-making power, networking that leads to alliances and partnerships, joint initiatives that are contributing to solving concrete problems, joint projects, increased lobbying power towards government and national level institutions to increase support for the region, etc.,
- Building trust between PA management authorities/bodies and stakeholders is very important to encourage pro-active involvement in the decision-making process for the benefit of stakeholders and in support of the PA management.
- Communication is the key for involving stakeholders in governance, even if most of the PA managers do not recognize yet its importance. In many cases limited communication capacity, skills and abilities limit also the effectiveness of new governance approaches. There might be mechanisms in place to engage stakeholders in PA governance, but their functionality can be seriously diminished if those involved don’t know how to communicate.

‘I think that we are learning every day; (...) you should always start with learning what the situation is – you can’t / shouldn’t base anything on assumptions. In this Charter²⁸ process I learned that many things improve if you start talking with people – the most important is talking to them – despite the fact that it is the 21st century nothing works better than the personal contact with the local people. It takes more time, it takes more effort – it is not as easy as working with e-mails but it works. To establish a long term relationship it works best nowadays. That’s why we have these stakeholder meetings and around the table everybody is sitting and discussing – also private talks. You just get to know people; you start talking and then encourage people start talking. These very many problems turned out to be communication problems. They didn’t understand something to the end, they were afraid to ask...so sometimes communication is the problem; the real problem turns out not to exist at all, it’s just the communication. Not always.’ (...)‘If you don’t speak to people they invent their own answers.- Agnese Balandina (Kemer NP/NCA Pieriga).

- One of the main success factors for improved governance, beyond clear legal provisions, prove to be the people involved – open-minded, motivated people, with good communication and facilitation skills can do more than the best laws – see the example of Finland, Pol’ana Protected Landscape Area and VLK NGO (Slovakia), Lonjsko Polje and Gajna (Croatia), Defileul Crişului Repede (Romania) etc.
- The shift from strongly centralized systems to more participatory ones is reflected by the ‘de facto’ situation, with delegation, private management, voluntary collaborative management arising on the will of non-governmental actors even if not recognized by the legislation, thus ‘forcing’ changes in governance patterns through bottom-up approach.

²⁸ European Charter for Sustainable Tourism in Protected Areas – Europarc Federation

- But it is also true that, even if delegation is possible ‘de jure’ in many countries, as presented in the study, it is rather seldom happening ‘de facto’ (e.g. Slovakia, Bulgaria, Slovenia, Poland, Finland). As emphasized during the interviews, this is mostly due to the fact that the actors that could be eligible to take over this responsibility don’t have the sufficient resources and capacity and are not supported by the state, even though in most cases PAs are considered of national importance.
- PA managers started to learn that participatory governance processes usually lead to delays in the planning and management processes; however these processes also lead to more accepted results in the long run. This is now being more and more acknowledged and PA managers try to allocate sufficient time for consultation and involvement of stakeholders in the management planning processes (at least 1 or 2 years, sometimes even 3).
- Sharing management responsibilities with non-governmental actors proves beneficial to protected areas, as these actors are, in most cases, willing to invest their resources in the protected area management, and it is also improving the governance system by taking on decision making roles for the everyday management and by bringing in other actors. PA governance systems that involve non-governmental actors have to be based on very good coordination and monitoring, as well as control systems to help improve coherence and convergence.
- Coordination between different sectors is most of the times difficult, impacting on the protected area management effectiveness. In some countries, the inter-sectoral integration is facilitated by the existing procedures for the establishment of a new protected area or for the elaboration of a management plan – e.g. in Slovenia, particularly in the case of large PAs, consultations with the different ministries are necessary for each of these steps, in Romania and Albania PA management plans can only be approved if all the relevant ministries have endorsed them.
- In some countries, where several authorities/agencies have protected area management responsibilities, the coordination role of the MoE is not obvious or clearly defined; therefore the PAs managed by other actors (which sometimes don’t even have reporting responsibilities to the central coordinating institution) might not be fully integrated in a national strategy. This might be the case with the Ministry of Defence in the Czech Republic and Latvia (Adazi Protected Landscape Area) or the case of Bulgaria, where national and nature parks are managed by different Ministries (MoE and Ministry of Agriculture and Food).
- In most countries key economic sectors and major players for the PA governance system as well as at the PA level are not properly informed about the importance of PAs and their involvement and support is limited or non-existent. Except for Finland, none of the countries have a functional information and coordination system at the national level for the various actors/sectors relevant for PA governance. At the PA level however, the diverse landownership and resource management rights started to impose on the PA management bodies an intensified cooperation with the local actors.
- Properly informed and involved actors can become critical supporters of individual PAs and even the PA system, as it happened in Finland: *‘The financial cut threatening the Natural Heritage Service two years ago made the agency explain more what the benefits of PAs are. Tourism operators and some municipalities started to lobby for maintaining and even increasing the budget of the NHS. Benefit sharing aspects were very important in this process. Now the benefits for health are being researched.’* – Rauno Väisänen (Metsähallitus Natural Heritage Services).

7.2 Most common mechanisms used to improve PA governance in the region

In most of the countries some mechanisms are being used or new governance types adopted to improve PA governance. The most common ones identified are:

- a) protected area agencies established to coordinate and support PA management
- b) management devolved/delegated to governmental/non-governmental actors operating at the regional/local level
- c) multi-stakeholder platforms established, to facilitate participatory decision making



Photo no. 41 - Dawn in the puszta, Hungary
(by Kovacs Gabor)

Strengths and weaknesses for each of these frequently used mechanisms / governance types were identified during the interviews and also discussed with participants at a workshop²⁹ organized for a final discussion of the results presented in the study. Participants, partly members of the Advisory Committee and representatives of countries from the study area, agreed that the aspects presented below are quite common across the region.

Important note: strengths and weaknesses presented below do not apply collectively to all of the protected area agencies, delegated entities and multi-stakeholder platforms in the region. The following tables present lists of strengths and weaknesses as presented by interviewed people and workshop participants based on experiences in their countries.

7.2.1 Governance systems with National Agencies for Protected Areas

There is a general agreement on the fact that national agencies for protected areas have an important role in coordinating PA management across the system and representing PA interest at the national level. These usually act as ‘technical branches’ of the ministry, helping to develop arguments for national strategies, policies and legislation, sometimes having the responsibility for coordinating research and monitoring and supporting PAMBs. The extent to which they can help improve PA management depends on their mandate. In most of the cases these agencies do not have decision making roles and are fully subordinated to the central authorities. However, their technical coordination can significantly improve PA management by providing coherent frameworks and guidance, as well as technical support throughout the PA network. It is a shared opinion that the importance of these agencies grow with the diversification of governance types, where coordination becomes even more important to keep PAs working to achieve their management objectives. Some of the strengths and weaknesses observed are presented below. Proper consideration of the aspects listed under the ‘weaknesses’ can be significantly addressed and the agencies made even more effective as they are now.

²⁹ ‘Governance of Protected Areas in Eastern Europe - case studies on different governance types and lessons learned’, workshop organized by the German Federal Agency for Nature Conservation (BfN) and ProPark Foundation for Protected Areas Romania, 2nd - 5th of December 2012 - Isle of Vilm, Germany

Table 12 - Strengths and weaknesses of coordination and guidance by a national agency

Strengths	Weaknesses
Coordination of national, regional and local PA work, leading to uniform approaches in governance and management	Very centralized system
Stakeholders have easier access to the agencies than to ministries, i.e. agencies have capacities for faster connection with stakeholders if needed, faster response to them than from the ministry	Disconnected from local stakeholders, limited knowledge on their needs ⁽¹⁾
Fast decisions within the PA system for issues within the mandate of the Agency	Sometimes complicated decision making (depending on mandate)
	Decisions are not always adaptable to the local situation and/or the decision making process does not allow for flexibility
	No flexibility in terms of accepting other governance types
Easy process of monitoring and reporting (coordinated processes)	
PA specific expertise quickly and easily available	
Can act as a good facilitator for sharing technical knowledge within the PA system	
Buffer against political pressure on individual PAs	Can be politically influenced, depends on how it is set up ⁽²⁾
	No veto right, sometimes very limited say against harmful developments
Makes PA more visible, gives additional political weight to Pas	Extra layer of bureaucracy
Shares responsibilities with the PAMBs	Confusion of responsibilities, chance to increase misunderstandings with the public/stakeholders (depending on how transparent is the governance system and how clear the mandates/tasks are)
Usually has its own budget, allowing for better financial management in the interest of Pas	
Can apply for funds/projects	
Can have the responsibility to integrate PAs in the bigger picture (looking to conservation outside PAs)	

⁽¹⁾ There are examples of good practice to overcome this weakness, e.g. in Lithuania, with Agency staff having field visits each Friday to talk to people

⁽²⁾ However, usually political influence on Agencies is lower than within Ministries.

7.2.2 Transfer of power and responsibility through delegation

Delegated management tends to become quite common in the region if we consider both subtypes, i.e. devolved and delegated management. Given the increase of PA numbers and coverage, especially in EU countries with the designation of Natura 2000 sites, delegated management might become even more widely used. If we are considering also the bottom-up 'pressure' coming especially from NGOs (see case studies), it is important to derive lessons learned from present practice. The strengths and weaknesses presented below refer mainly to delegation. Some of the issues are specific to devolved management, with a clear indication if the aspect is specific to this sub-type of delegated management.

Table 13 - Strengths and weaknesses of delegation

Strengths	Weaknesses
	No transparency on the conditions in which delegation is possible, especially when management is devolved to governmental organizations
Willingness to manage - usually higher motivation and enthusiasm for managing the PA	Sometimes 'Imposed' delegation / responsibility, combined with no knowledge / understanding of PA management and no financial support from the state can lead to very poor management
	Sometimes lack of resources and capacity for the complex management tasks
Diverse actors involved in PA management	Lack of capacity of the delegating entity to ensure control and coordination for the many delegated entity
Good knowledge and awareness of the local situation, local expertise	Weaker possibility / more difficult to access information from state agencies and some of the other entities (compared to a state agency)
Ability to act without too much bureaucracy (in comparison to state agencies) ⁽¹⁾	Lack of clear mandate, standards and rules (sometimes)
Decision made locally, especially in the case of community managed PAs	Weaker stakeholder perception/recognition of the legitimacy of the delegated entity
Less money to allocate from state budget and sharing responsibility with the state for the PA management ⁽²⁾	Conflict of interest in using / protecting natural resources if the delegated entity is managing some of these resources ⁽⁸⁾
The state benefits from the work done by the delegated entities and benefits (indirectly) of the investments done by the delegated entity ⁽³⁾	Limited term contract, allowing only for short term perspective and less motivation to invest in the PA
No need to establish a new management system, e.g. forestry sector (very often delegated) has already a system in place ⁽⁴⁾	
Local delegated entities have better possibilities to engage locals ⁽⁵⁾	
Increased commitment of locals, especially in community managed PAs	
Helps to foster the connection between people and resources	
Diversified sources of funding	No possibility to access funding from others if the delegated authority is a governmental actor (devolved management)
Better possibilities to get funding for nature conservation – especially by non-governmental entities	Companies: are not eligible for EU funding (by their legal status)
More income (money) – delegated entities in the non-government sector are stimulated or forced to increase their funding	
Financial insecurity makes the manager more involved, active, motivated, innovative	Uncertain funding, dependent on the economic situation of the delegated entity and on availability of money for nature conservation from donors

Strengths	Weaknesses
Flexibility to increase staff (unlimited number) – in private companies and forestry sometimes, as well as in other entities – adopting to the work load as needed/possible; allows for more flexibility in rewarding/motivating people in the management teams	
Better marketing and better knowledge in managing the economic/business part ⁽⁶⁾	Wrong attitude /interest of the delegated entity, conflicting with the objectives of the PA
Better in communication, as well as in education activities and awareness raising ⁽⁷⁾	
Less political influence, especially for PA managed by communities	
Easier for NGOs to gain trust of locals	More time is needed for locals to trust companies as delegated entities.

⁽¹⁾ Levels/scope of responsibilities and decision making have to be clearly defined, i.e. accountability has to be very clear

⁽²⁾ 'Cheap' option for the government - passing the 'bag', sometimes even without support for 'carrying it' properly. Very important to have state budget money allocated to cover minimum needs for PA management

⁽³⁾ Maintaining investments within the PA for the management of the PA even after the delegation agreement is over, is essential and should be legally regulated.

⁽⁴⁾ it is however very important for the delegated entities to establish a specialized department (for several small PAs) or even PAMBs, to ensure efficient management

⁽⁵⁾ Chances to involve / motivate people are bigger

⁽⁶⁾ Applies especially to private companies, perhaps also to local community driven PAs

⁽⁷⁾ Especially NGOs, sometimes even better than the business sector

⁽⁸⁾ Risk: decreased accountability in case the state doesn't get involved or at least does not control

7.2.3 Multi-stakeholder platforms

As shown in Chapter 5.1.B, in most cases multi-stakeholder 'platforms' exist at site level – e.g. in Romania, Slovakia, Moldova, Bulgaria, Finland, Lithuania, Estonia, Slovenia, Georgia and Albania. Only in few cases such mechanisms are established at national level (Finland, Moldova) or regional level (see the case of Kvarken Archipelago NHS in Finland – Box 16).



Photo no. 42 - Telascica Nature Park, Croatia
(by Dijana Zupan)

Such platforms can be associated with various types of governance systems, providing a mechanism to ensure participatory decision-making. These can be established either on a voluntary basis or due to legal requirements, can have only consultative role or a varying influence on decision making. Depending on the system of sharing power amongst its members and on their overall role in decision-making, these platforms can represent weaker or stronger forms of

collaborative management. Experience in the region shows some strengths and weaknesses that should be considered to improve the effectiveness of such mechanisms.

Table 14 - Advantages and disadvantages of governance with multi-stakeholder platforms

Advantages / Strengths	Disadvantages/ Risks
<p>Expertise, input of diverse and complementary knowledge Might widen the pool of relevant expertise and help with management recommendations ⁽¹⁾. Members might have diverse scientific/technical background and/or management experience</p> <p>Mirror the local realities When the local stakeholders are represented, it provides opportunities to have the local perspective integrated in the decision-making Better connection with the local reality (needs, knowledge, traditions)</p> <p>Coordination, harmonization, collaboration Harmonization of different land and resource management approaches Cross-sectorial cooperation at local level</p> <p>Dialogue, communication, social benefits Conflict resolution Improved relationships and participation More understanding for the different expectations and opinions Easier acceptance and implementation of decisions/goals</p>	<p>Accountability Lack or unclear legal responsibility (accountability) is a risk.</p> <p>Legitimacy and membership Questionable legitimacy of representation (e.g. some non-governmental groups might not have a proper mechanism to delegate representatives) or lack of trust towards representatives of some stakeholder groups (e.g. representatives of local authorities not always properly representing the interests of local communities) Issues of concern may often not reach the responsible authorities due to an improper representation ⁽¹⁾</p> <p>Risks related to their functioning Local stakeholders and NGOs might not be well represented or invited to participate One/few person(s) can dominate the discussions ⁽²⁾ Unpredictable results of meetings, which, if not handled correctly, might raise false expectations or reduce trust if not implemented by the PAMB Big councils might have small results ⁽³⁾ Can lead to endless discussions ⁽⁴⁾ ; frustration if only talking with no decision power Time consuming procedures Opens the door for compromises that might jeopardize the PA objectives ⁽⁵⁾ Special human capacity requirements, both from the PAMB and stakeholder represented – e.g. facilitators and stakeholder knowledge for a good functioning With little motivation there is little output</p>

⁽¹⁾ It is very important who are the people involved / that the right people are involved.

⁽²⁾ It is important to have clear rules for their functioning and to ensure the equal share in the final decisions (e.g. by vote)

⁽³⁾ Stakeholder's representativity and number should be carefully weighted. It is more important that a minimum number of relevant stakeholders is included, rather than a great number of people with no relevant connection with the PA management.

⁽⁴⁾ Good moderation / facilitation is always necessary to keep the focus of discussions, especially when the group is heterogeneous (there are big differences amongst participants concerning their level of education, information, background, interests, etc.)

⁽⁵⁾ It depends on what/how much power it has

8 Recommendations

Central and regional authorities and agencies with responsibilities for protected areas, as well as PA managers should increase efforts to improve PA governance, thus recognizing the importance of this issue for the efficient management of protected areas. Some of the main aspects that could be considered at the national and PA level are presented below.

8.1 General recommendations

1. Coordination of the actors involved in PA governance and management at the national level should be improved, given its importance: it enables a coherent approach, continuous monitoring and improvement of governance and increase of PA management effectiveness. Such coordination becomes even more important when governance approaches diversify and the number and variety of actors involved is increasing. This can be done by establishing specialized departments within the central authority responsible for PAs or national agencies for protected areas and allocating resources for their good functioning.
2. National and regional PA authorities should acknowledge the staff and resource needs for improved PA governance, by providing financial and technical support on governance and considering specific requirements when recruiting the staff.
3. Management bodies of government governed PAs should develop stakeholder participation plans based on thorough stakeholder analysis³⁰ and should develop mechanisms to ensure transparency and to provide opportunities for consultation and involvement.
4. Establishing multi-stakeholder platforms (at national, regional and/or local level) should be considered as an important step for improving PA governance throughout the region, especially in areas where land and resource-use rights are diverse and stakeholders have an important role in securing efficient management. Specific recommendations for these platforms are presented separately.
5. Governance quality should be monitored at the PA and national level by defining and using at least a few key indicators. This can also be used for national reporting to the CBD on PoWPA implementation (see examples in Annex 4).
6. Legislation should provide a flexible framework for governance, allowing for different governance types to be implemented in any category of PA. Even if the existing legislation is not yet so open, solutions should be found to at least allow for strong participatory mechanisms, especially in category V protected areas, where biodiversity conservation objectives are combined with objectives supporting sustainable community development.
7. In participatory decision making processes, taking decisions by consensus should be considered, whenever possible, over voting. Such approach gives a proper influence for groups with limited representation, i.e. equal weights to the voices of those who are not properly represented.

8.2 National/regional level

1. Develop a framework in which any governance type can be adopted and implemented. This is especially recommended in the countries where bottom-up approaches - like the ones presented in the study - proved to be successful.

³⁰ A methodology adapted for the context of PA management is available in: IONIȚĂ, A. STANCIU, E. (2012) *Participatory Management of Protected Areas in the Carpathian Ecoregion Part II: Guidelines for stakeholder involvement in protected area management*, WWF DCP <http://www.propark.ro/en/publicatii/>

2. The legislation should have provisions that allow more flexibility in PA governance and thus a more active involvement of stakeholders and better coordination framework at the national and regional level.
3. Develop a management assessment system that reflects the connection between the management effectiveness and the various governance types.
4. Raise awareness and promote benefits of different governance types, especially to decision-makers, PA managers, right-holders and active stakeholders, local authorities, with the aim to gain their support and involvement;
5. Develop financial mechanisms to support implementation of different governance types – i.e. financial easement policies, subsidies, grants, etc., in support of the non-governmental actors taking the responsibility to develop participative governance types and in support of stakeholders who are impacted by the PA restrictions.
6. Build capacity of national level decision-makers to improve governance and participatory management in PAs.
7. Ensure mechanisms/procedures for involvement of different sectors and authorities in PA coordination and management and for coordination between the different sectors and institutions, so that they start to actively support PA strategies and objectives and reflect much better PAs and their objectives in sectoral policies and legislation.
8. Fundamental laws of EE countries should properly consider the importance of responsible management of land and associated natural resources (e.g. forest, meadows, wetlands) for the stability and health of the society. This would entail balancing land ownership rights and public interests through a framework that makes compensation payments compulsory to owners who are managing their land by considering public interest (e.g. securing environmental services), which is the case especially in PAs.



Photo no. 43 - Learning about good governance, Romania (by ProPark)

8.3 Protected Area level

1. Follow a step by step approach to improve PA governance, by adopting measures and mechanisms to help implementing new types of governance, for example by improving the capacity and skills of the PAMB to involve/support stakeholders and establish internal regulations requiring PAMB to engage more actively with stakeholders (see example from Hungary in Box 1) and by establishing voluntary multi-stakeholder consultation bodies (see example from Croatia Box 15 and the example of Slovakia)
2. Start to allocate time, resources and specialized staff to involve stakeholders in a professional manner in PA decision making and management by taking up an active and well performed facilitation role.
3. Improve capacity of all relevant team members to implement good governance, to encourage stakeholder participation, develop innovative solutions for functional decision-making systems;
4. Improve transparency of the management system at all levels: PAMB, consultative and decision making bodies.

5. Increase efforts to identify direct and indirect benefits deriving from the PA to local stakeholders and find efficient ways to communicate them.
6. Learn to demonstrate to stakeholders that effectively managed PAs are in the key interest not only of nature, but also of society that depends entirely on the resources and services provided by nature.
7. Build stakeholder involvement platforms, even if not requested by the legislation, and build them based on open communication and trust.
8. Establish PA management teams that are recognized leaders in their region, facilitating important economic and social events associated to the biodiversity conservation work.
9. Try to involve local stakeholders in the actual management for the PA (e.g. monitoring, guided tours, habitat management, etc.)



Photo no. 44 - Strategies developed with local people
Interview with Marko Slapnik, Croatia (by ProPark)

8.4 Multi-stakeholder and expert bodies established at the PA level

1. Clear rules and mandates should be defined for multi-stakeholder bodies to make them efficient in supporting PA management. Securing a legal mandate and defining clearly legal responsibilities for these bodies within the PA law could be essential in making these bodies active and efficient.
2. Using a professionally conducted, thorough stakeholder analysis as tool for identifying members of the multi-stakeholder bodies is key when setting up these bodies.
3. Willingness of the PAMBs to work with these platforms is key and should be seconded by a well developed capacity of the protected area staff to develop an open dialogue and effective cooperation with these bodies.
4. The institutions and organizations who delegate their representatives for the multi-stakeholder bodies have to understand their role and develop a mechanism to define a clear mandate for their representative, as well as an internal communication system that allows for a better involvement at the institutional level. PAMBs might have to get involved in this process - if they want to have active partners - by establishing and maintaining, for example, direct contacts with relevant departments in the institutions and not limiting their cooperation to the person who is delegated for the multi-stakeholder body.
5. Think of non-monetary incentives and rewards for active participation in the platform (e.g. acknowledgments in websites, annual reports, newspapers; regular information on PA issues, special guided tours, etc.)
6. Expert bodies will become good advisors and/or decision makers only if members truly understand the role and importance of PAs for sustainable development and if they are fully aware of the role they play in shaping the strategy of the PA and for most activities in the PA and if they see that they are really making a difference and that their advice is taken into account. Information sessions at the beginning of meetings or

pecially organized seminars and roundtable debates could be a way to offer updated information to members.

7. Involvement of experts in the advisory or decision making bodies should not be expected to be done entirely on voluntary commitment. The involvement of highly qualified experts in such bodies should be stimulated and motivated by financial mechanisms.
8. There should be clear plans/rules on how to secure a working relationship between multi-stakeholder bodies with consultative role and bodies with decision making roles.
9. National level institutions and agencies responsible for PAs should establish a framework that allows for incorporating these bodies actively and efficiently in the PA governance system and for taking full advantage of the multi-stakeholder and expert bodies.

The study was limited in its scope due to limited resources. However, it has identified some areas in need of further work for a better understanding of the concept of governance and the opportunities improved governance might bring to conservation:

- Further work is needed to develop guidance and methodology for assessing the governance of protected areas (systems) for adaptive management and reporting progress.
- More guidance is needed in terms of principles, criteria and rules for effective delegation of PA management to other bodies.
- More guidance is needed in terms of principles, criteria and rules for effective devolution of PA management to local authorities.
- More guidance is needed for delineating the role of the government in securing the conservation interest of private protected areas.
- Further work is necessary to study the state of community conserved areas in Eastern Europe and the state of protected areas managed by the Church.
- The understanding of the different PA governance types could be enhanced by an information campaign (i.e. video clips on case studies, leaflets) with products being translated into several languages.
- Making PA experts and practitioners more aware of the opportunities of diverse governance types and the importance governance has in achieving conservation success could also be facilitated by offering a specific study programme to learn from best practise and to widen perspectives. Also, curricula on governance issues should be developed, based on the findings and supported with the case studies of this study.

9 Conclusions

The major changes that took place in the last twenty years in the Eastern European countries had a significant influence on nature conservation and implicitly on PA management, imposing new conditions for their governance. Almost in parallel, there has been an obvious impetus and support coming from the international level to improve the governance of PAs, as reflected by the international agreements (see Chapter 4.3), by the CBD-COP meetings and various international events (e.g. World Park Congress, The United Nations Conference on Environment and Development, etc.), workshops.

Yet, PAs in Eastern Europe are still governed mostly by governments, albeit slowly moving towards more diverse governance systems, also in accordance with the principle of subsidiarity. Protected area legislations in most cases do not reflect properly those key aspects that are necessary to ensure good governance, participatory decision making processes able to strive towards equity and to contribute to improving the performance of the PA management systems. The reasons why participatory approaches to decision-making or action are not working properly, even when legally required, are multiple and deeply rooted in the culture and in the history of this part of Europe. Also, some of the new governance arrangements found in some countries seem to threaten the integrity and conservation objectives of some of the PAs.

Despite the problems, there are significant changes and positive trends, with open minded protected area authorities and managers and pro-active stakeholders taking the lead in changing very centralized protected area government systems into more open and transparent participative systems. Case studies of 'de facto' governance types, even in the absence of a 'de jure' back-up, demonstrate the commitment and responsibility of civil society and private owners for active involvement in conservation. This is a clear sign of adaptation to the changing socio-economic and political context. The trend proves that there are new forces rising for the future of PAs that should be seriously considered by decision makers in their future strategies.

Improving governance for protected areas is a critical condition for effective and efficient management of these areas for the benefit of rights-holders, stakeholders and nature. If we aim to have protected areas as successful models for nature conservation and sustainable development, their governance should demonstrate the advantages of shifting from centralized decision making to joint management, of having a full pro-active participation of rights-holders and stakeholders, of sharing management tasks and responsibilities with the authorities or even taking-over their tasks entirely. Beyond the international obligations assumed, the Eastern European countries should acknowledge the benefits arising from good quality governance of protected areas both for the authorities responsible for their management and for stakeholders. Good governance of protected areas will decrease conflicts, will increase the involvement of a wider range of stakeholders and will motivate them, as having a share in decision making is, in itself, an incentive for conservation³¹.

Benefits can serve as a key argument only when fully and correctly understood. Such benefits are multiple when stakeholders start sharing the burden of conservation, even if there is a tendency to consider mostly the economic ones

Harmonizing landownership and resource use rights with PA objectives is obviously the most critical issue when it comes to efficient PA management and to fair cost and benefit sharing. Good quality governance will provide the appropriate framework for viable solutions to many

³¹ The possibility to effectively have a say in the governance of protected areas is -in itself- an incentive to supporting conservation. It is the explicit recognition of the "procedural right" to participate and it signals the appreciation of very much needed local capacities (Grazia Borrini-Feyerabend, 2012).

of the potential conflicts between protected area authorities management bodies and right-holders.

Providing compensation payments to landowners to balance the financial losses deriving from management restrictions is also a key element for improving governance across the region.

Furthermore, land ownership rights should be balanced as much as possible by reflecting in the legislation the overall public importance of biodiversity and of the environmental services provided by the different land uses. This could strengthen the position of landowners in PAs for claiming compensation payments for the public services they provide through a responsible management of forest and agricultural land, as imposed by the PA management objectives. A very inspiring example is set by Slovenia through the concept of so called 'relative' ownership (see Chapter 4.1), which demonstrates that the ownership rights can be balanced with the public interest, providing that the state takes the responsibility to compensate private land owners.

The diversity of systems identified through this study demonstrates that 'pure' types/subtypes of PA governance rarely exist in reality, therefore the IUCN conceptual models should be considered not to assign labels but to provide a guiding framework for understanding the governance systems. The most important aspect to consider is to **allow for different governance approaches, to provide a legal framework that supports diverse actors to take over responsibilities and allocate resources for PA management, but always keeping in mind that effective PAs are the core business of the state and should be supported as such.**

National level decision makers should also consider the important benefits from accepting and recognizing all governance types, even of those that might now look like unrealistic for this part of the world. Recognizing for example community conserved areas (ICCA³²) can significantly foster public commitment for conservation which leads to an increasing area of high biodiversity set aside for conservation by people's will, through a bottom-up approach, without running into major conflicts. This would of course entail a full acceptance of the IUCN definition of PAs, i.e. as areas that are 'recognized, dedicated and managed, through legal or other effective means, to achieve the long-term conservation of nature with associated ecosystem services and cultural values'³³.

When allocating resources and time to build good PA governance systems, one should bear in mind that this is not to add an extra burden on PA authorities and management bodies, but because it is one of the most important conditions for efficient and effective PA management. Even if the influence of governance was not clearly acknowledged when planning and implementing management activities so far, the governance set-up always had a strong influence. Practicing good governance will help improve PA management significantly and will empower PA authorities and managers to demonstrate the benefits of sharing responsibilities.

But let us remember that: implementing good governance systems is only possible with professional, dedicated people and requires a lot of patience and intense communication. It also implies building the awareness and capacity of stakeholders, especially that of right-holders to pro-actively share responsibilities for the management of resources in PAs.

³² ICCA - (Indigenous People and Community Conserved Areas) are "natural and modified ecosystems including significant biodiversity, ecological services and cultural values voluntarily conserved by indigenous peoples and local communities through customary laws or other effective means".

³³ Dudley, N. (Editor) (2008). Guidelines for Applying Protected Area Management Categories. Gland, Switzerland: IUCN. x + 86pp

Eastern Europe, a region very rich in natural and cultural values, has still the chance to learn and implement in due time how to manage these values in the best ways, using protected areas as bastions of conservation and models for the management of the entire region. By implementing good governance systems we stand a much better chance to prevent and address the ever-growing pressures and threats that bear upon nature. With that, we can perhaps demonstrate that **deciding and working together** is the best way to fully benefit on the long term from what nature offers to us.



Photo no. 45 - Looking for new horizons (by ProPark)

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Agency of Protected Areas in Georgia: <http://apa.gov.ge/?site-lang=en>

<http://www.iccaconsortium.org>

10 Annexes

Annex 1: List of experts contacted for the study

The list of persons interviewed and their affiliation

Country	Name and institution/organization
Albania	Nihat Dragoti and Silvamina Alshabani - Ministry of Environment, Forestry and Water Administration
	Ardit Konomi (UNDP) - Balkan Prespa Park
Bulgaria	Dimitar Stoev – Head of the Protected Area Department and Tsvetelina Ivanova – expert - Ministry of Environment
	Svetoslav Pasov and Diana Kostovska – Bulgarian Society for the Protection of Birds
	The expert biologist of Pirin National Park
	Besislava Antonova – expert biodiversity at Rila Monastery Nature Park
Croatia	Vesna Vukadin – State Institute for Nature Protection
	Mila Loncar – expert associate
	Goran Gugić – Head of Nature Park Lonjsko Polje
	Iris Beneš - Brod Ecological Society (managing Gajna Significant Landscape)
	Milan Nekić – Head of Northern Velebit National Park
	Irena Glavicic – Conservation Officer Northern Velebit NP
Finland	Petri Heinonen – Environmental Manager, Forestry
	Environmental Affairs at UPM Company (Aarnikotkanmetsä Reserve)
	Teppo Loikkanen – Metsähallitus NHS, Repovesi National Park Superintendent
	Aulikki Alanen - Ministry of Environment
	Rauno Väisänen – General Director of Metsähallitus Natural Heritage Services
	Olli Turunen – Finnish Association for Nature Conservation
	Prof Heikki Toivonen - Finnish Environment Institute (SYKE)
Latvia	Susanna Lindman - World Heritage Coordinator - Metsähallitus Natural Heritage Services
	Ann-Sofi Backgren – member of the Steering Committee for the Kvarken Archipelago World Heritage Site
	Arto Ahokumpu – Metsähallitus NHS, Director Development Projects
	<i>For Pape Nature Park:</i>
	Ints Mednis – WWF Latvia
	Solvita Reine - Joint Stock Company Latvijas valsts meži, Dienvidkurzeme Forestry
	Andris Maisiņš - Nature Conservation Agency (NCA), Kurzeme Regional Administration
	<i>Ādaži Protected Landscape Area</i>
	Agnese Krauze - Ministry of Defense, State Centre for Defense Military Objects and Procurement (Ādaži Protected Landscape Area)
	Vilmārs Katkovskis - Joint Stock Company Latvijas valsts meži, Rietumvidzeme Forestry
	<i>Ķemeri National Park</i>
	Andris Širovs and Agnese Balandiņa - Nature Conservation Agency, Pierīga Regional Administration

Country	Name and institution/organization
Latvia	Andis Liepa - Fund for Ķemeri NP Gundars Važa – Engure municipality
	<i>General situation</i> Ilona Mendziņa – Ministry for Environmental Protection and Regional Development, Nature Conservation Department Jānis Strautnieks – General Director of Nature Conservation Agency
Poland	Director of Pieniny National Park
Romania	Gavrilescu Catalin – Director of Ceahlău National Park and Pirvulescu Ion (biologist)
	Sebastian Catanoiu – Director of Vanatori Neamt Nature Park
	Basarb Birladeanu – Director of Călimani National Park
	Florin Bonca – mayor of Rosia commune (Bihor county)
	Viorel Lascu – The Center for Protected Areas and Sustainable Development Bihor - custodian of Defileul Crisului Repede – Padurea Craiului site
	Grigore Baboianu – executive director of Danube Delta Biosphere Reserve Administration
Serbia	Srdjan Stefanovic - Director of Djerdap National Park and Marija Milencovic-Srbulovic
	Slobodan Simic - Nature Conservation Movement of Sremska Mitrovica - Special Nature Reserve Zasavica
Slovak Republic	Slavomir Celer – Tatra National Park
	Vladimir Klč – Director of Pieniny National Park
	Vladimira Fabriciusova – Director of Pol'ana PLA
	Michal Adamec – Technical Director of State Nature Conservancy of the Slovak Republic
	Rastislav Rybanic – Ministry of Environment
	Erik Balaz – VLK Association
Slovenia	Marko Lenarcic – head of Logarska Dolina Nature (landscape) Park Marko Slapnik – head of the tourism information center in Solčava Mladen Berginc - Head of the PA Unit - Ministry for Agriculture and Environment
	Andrej Sovinc – head of Sečovelje Salina Nature Park Alojz Jurjec - long-staying director of the company Soline Mirela Flego - head of local tourism association in Secovlje
Republic of Moldova	Victoria Kovali, head of the PA Department - Moldsilva,
	Alexandru Rotaru - Project Manager UNDP PAS Project
	Aurel Lozan – IUCN Commission on Ecosystem Management (CEM)
Ukraine	Anastasiia Drapaliuk, Serhiy Matvyeyev - Ministry of Ecology and Natural Resources
	Myhaylo Biliak – Director of Yavorivskyi National Nature Park Administration
	Gennadiy Molodan – Director of Regional Landscape Park "Meotyda"

List of persons who filled in questionnaires or were contacted by email

Country	Respondent
Estonia	Leelo Kukk – Environmental Board in Estonia (Deputy Director General)
Lithuania	Džiugas Anuškevičius – Ministry of Environment of the Republic of Lithuania (Chief Desk Officer of the Protected Areas Strategy Division)
Armenia	Karen Manvelyan – WWF Caucasus (Director of Armenian Branch Office)
Georgia	<p>Ekaterine Kakabadze – IUCN Caucasus Cooperation Center, Biodiversity Conservation Officer)</p> <p>Gela Bakhturidze – Director of Tusheti Protected Landscape Administration (provided support in conducting the interviews)</p> <p>Anzor Gogotidze, director of Tusheti Protected Areas Administration, Agency of Protected Areas</p> <p>Lasha Moiscrapishvili, Deputy Head of Agency of Protected Areas, Ministry of Environment Protection</p>
Hungary	<p>Gábor Szilágyi – Director, Hortobágy National Park Directorate</p> <p>Attila Fersch, deputy director, Fertő-Hanság National Park</p> <p>Ákos Gábor Ugron – Head of Department, Department for National Parks and Landscape Protection</p>

Annex 2: National level questionnaire

GOVERNANCE OF PROTECTED AREAS IN EASTERN EUROPE

National level questionnaire

Respondent info

What is **the role and responsibility of your institution in the decision-making and management system of protected areas** (e.g. concerning PA designation, coordination, management implementation, etc.), **in relation with the other actors** involved?

A. Structure and functioning of the governance (decision-making) system – Actors and roles

A.1. Name the (types of) actors, their responsibilities and the links between them

Please list all the stakeholders involved directly and indirectly in the governance and management system of PAs in your country, as indicated in the table below.

Actors* and institutional structures with direct responsibilities in PA management ¹ (name <u>and</u> sector ²)	The actor/ structure is hierarchically subordinated to: (name)	Their responsibilities include: (please tick the box where applicable)										Comments/ Additional explanations (concerning each actor's role and responsibility)
		Financing PA management	Initiates the designation	Approves the designation of a PA	Elaborates the PA management plans	Approval of management plans	Management of PAs	Evaluates the management outcomes and performance	Control	Natural resource management inside PAs	Other responsibilities (please list/explain)	
NATIONAL LEVEL												
REGIONAL LEVEL												

LOCAL LEVEL												

* Non-governmental actors (NGOs, private companies, individuals) should be considered as well.

1 If multi-stakeholder bodies / administrative structures exist (e.g. Consultative Councils, Advisory bodies, Work groups, etc.), please list them as well.

2 Refers to the economic field of activity in which the respective institution is engaged (e.g. environment, forestry, wood industry, agriculture, tourism, etc.).

A.2. Which institution(s) and department(s) is/are leading the PA management process at the national level? Please enumerate its/their responsibilities. (e.g. formulating visions, initiating strategies and developing methodologies, guidelines and solutions to various PA management issues, coordinating the management, etc.)

A.3. Are the actors (presented in the table under question A1) **coordinating effectively their actions related to PAs? Do they have coherent/convergent policies, approaches and actions?**

Coordination:

A.4. Which are the factors contributing to their effective coordination / convergence? (if the case)

A.5. Which are the factors impeding their effective coordination? (if the case)

A.6. Are there clear provisions in the legislation specifying the decision making levels? If yes, who has the ultimate responsibility to take decisions at the:

Level of responsibility related to PA management	Responsibilities at this level are clear (yes/no)	The actor(s) having the ultimate responsibility to take decisions at this level
PA system level (e.g. deciding the main and secondary legislation, regulations, control systems)		
strategic level for individual PAs (e.g. deciding the management objectives)		

operational level for individual PAs (e.g. deciding the 5/10 years action plan and priorities for actions)		
every day management level in PAs		
for the management of various resources within the PA (e.g. for forests, water, etc.)		
If responsibilities at different levels are not clear, please specify here:		

A.7. Responsibilities and roles in the designation and management of protected areas

a. "DE JURE" SITUATION

A.7.1. Can responsibility to propose, designate and manage PAs be assigned to **different categories of actors** (e.g. NGOs, private land owners) and **done at different administrative levels** (e.g. county, municipality)?

Category of protected areas	Propose	Designate (take the final decision to establish a PA)	Manage
PAs of international interest			
Natura 2000 sites (community interest)			
PAs of national importance			
PAs of local level			
Other categories (please name them)			

Proposal

Designation

Management

b. "DE FACTO" SITUATION

A.7.2.a. Are there cases in your country of PAs proposed, designated or managed by governmental actors, other than environmental ones or by non-governmental actors?

Category of protected areas	Propose	Designate (take the final decision to establish a PA)	Manage
PAs of international interest			
Natura 2000 sites (community interest)			
PAs of national importance			
PAs of local level			
Other categories (please name them)			

A.7.2.b. Please provide an overview of the situation in your country: how many protected areas (number or % of total) are managed by:

Type of management authority	Nr. of PAs	% of total PAs in the country
Governmental bodies (e.g. Ministry, national, regional, local level governmental agencies)		
Non-governmental actors (e.g. private companies, universities, research institutes, Church, individuals, NGOs)		
Local communities		
In partnership (e.g. public-private partnership, i.e. through a cooperation of governmental or non-governmental actors, or partnership between non-governmental entities etc.)		

A.7.2.c. Number of PAs managed by non-governmental actors by type of protected area (please provide also the name of the PA and of the management body)

Category of PAs	Number of PAs managed by non-governmental actors	Examples (name of the PAs and managing body)
PAs of international interest		
Natura 2000 sites (if the case)		
PAs of national importance		
PAs of local level		
Other situations (please explain)		

If responsibility for the management of PAs can be delegated to non-governmental actors, please answer to questions 6.3. and 6.4.

A. 7.3. Explain how this responsibility is assigned (based on a contract, agreement, other). Please specify **who supervises the contract/agreement**.

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A.7.4. Explain the relation of the non-governmental actors that are managing PAs with the national level authority. Is there a coordination of all PA managers at the national level? Are they reporting to a national/local level authority?

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A.7.5. Is responsibility to achieve the PA management objectives clearly assigned? e.g.:

	only to the PA management team
	to PA management team and local or national authorities (which ones)
	only to authorities (e.g. local environmental agencies or local authorities for small reserves)
	to institutions, agencies, companies responsible for the management of land/resources in the PA (based on contractual responsibilities or other)
	Other situations: <i>(Please explain)</i>

A.8. Financial responsibilities

A.8.1. Who finances PA management?

A.8.2. Who decides on the budget allocation for each PA management?

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B. Background conditions, mechanisms and decision-making processes

B1: PA governance issue is reflected / underpinned by the law and the legal provisions are implemented

B.1. Are the IUCN types of governance (see ANNEX 1) recognized by the law?

B.2. Are the CBD and PoWPA objectives (referring to governance and stakeholder involvement - see ANNEX 2) integrated in the national legislation and National Biodiversity Strategy and Action Plan?

B.3. Are there clear principles³⁴ and criteria established by the main and secondary legislation (e.g. protected area law and/or environmental law especially for EIA and SEA) to ensure a good governance of PAs?

B.3.1. Transparency and performance (Principle 1)

B.3.1.a. Are there legal requirements to have the roles, responsibilities, activities and financial management of those directly involved in PA management communicated in a transparent way (on the website, by public reports, newsletters or other) to public or to some stakeholders in particular? Is this an obligation?

³⁴ The **principles of good governance** (according to IUCN, UNDP, etc) are: [1] **legitimacy and voice** (freedom of all stakeholders to have a voice in the decision-making, participation, consensus orientation), [2] **fairness** (equity of chances for all citizens to maintain/improve their wellbeing, fair, impartially and consistently implemented laws, decency and no harm to people, equitable distribution of costs with the PA management, fair system of conflict resolution, access to justice of all stakeholders), [3] **accountability** (legal responsibility), [4] **transparency** (free flow and access to information of public concern), [5] **performance** (competent, impartial and prompt response of actors responsible for the PA management to requests, capacity to carry out the required role and assume responsibility and to overcome threats, effectiveness and efficiency, robustness) and [6] **effective leadership** (direction – i.e. strategic vision, long good conduct).

B.3.1.b. Is information concerning the **roles, responsibilities, activities and financial management** easily available to the public?

In what form?

Where?

How?

Under which circumstances (e.g. only by request, only some information, only available in some formats)?

B.3.1.c. Are there legal provisions also setting the **obligation to ensure transparency over:**

the PA designation process? (e.g. to inform the public or stakeholders about the intention to designate a PA, about the results of the pre-feasibility studies, the alternatives for the future, etc)

the PA management planning process? (e.g. who does what, when and why for the development of PA management plans)

the management implementation process? (e.g. the management directions objectives, actions, achievements, progress, etc)

B.3.1.d. Is **information on the designation and management planning** of PAs currently made available to the public/stakeholders?

Yes/ no

In what form?

Where?

How?

Under which circumstances (e.g. only by request, only some information, only available in some formats)?

When?

B.3.1.e. Which are the greatest **impediments in ensuring transparency** of decisions concerning PA management and designation?

Time constraints and staff numbers., sometimes old fashion attitudes of some employees.

Language – all official documents have to be produced also in Swedish and Saami and this is quite expensive.

B.3.1.f. Is there a legal requirement and a system in place to assess PA management effectiveness?

If your answer to the previous question is YES:

B.3.1.g. Is management effectiveness regularly assessed in a structured and comprehensive way?

(1) By whom? At which level of authority (local, national)?

(2) Is there an assessment methodology established at the national level?

(3) Is this evaluation system correlated with the METT (Management Effectiveness Tracking Tool – of WWF and WCPA) approach?

(4) Are there any other stakeholders involved in the assessment?

(5) If, YES, are their views taken into consideration?

B.3.1.h. Are the results of these assessments actually communicated?

Yes / no

To whom?

By what means?

Only on request or officially communicated to all stakeholders?

3.1.i. To whom should the results of these assessments be communicated (only to relevant institutions? to the public?) **and how** (e.g. periodic reports, publications, by request, etc)? Please explain.

3.2. Stakeholder participation to the decision-making process (Principle 2)

3.2.a. Are there clear requirements in the legislation for the consultation and participation of various stakeholders in the:

PA design and the pre-feasibility check before the designation (including the choice for objectives and a certain type of PA)?	
Designation (e.g. consultation before the designation)?	
Management planning (e.g. formulation of management objectives and actions) ? Do the stakeholders involved have the power to influence the management objectives (e.g. is their participation in the formulation of management objectives compulsory, is their approval or vote necessary for the final version of management plans)?	
Management implementation?	

3.2.b. Is there a clear indication in the law on who can participate in each of these cases (specified above) and how?

3.2c. Thinking of the current situation are stakeholders currently involved in each of the PA management phases?

National level institutions have to provide legally information to the national database (or Metsähallitus database) for use in designation and planning

Management phase	Who participates?	How? (which is their contribution)
The design and pre-feasibility check of PAs or Natura 2000 sites		
Before the designation of national level PAs / Natura 2000 sites (e.g. consultation)	Hunting associations might be involved Tourism companies Museums Municipalities Regional Councils	
Development of management plans		
Do they usually influence the management objectives (e.g. come up with proposals, demands, complains, etc)?		
The management implementation activities?	See examples from 3.2.d.	

3.2.d. Is there an **obligation to have multi-stakeholder bodies** directly involved in the management of PAs (e.g. Consultative or Scientific Councils/Boards, etc)?

Please answer each of the questions below.

Yes / no

For which categories of PAs?

Who should be represented in these bodies?

What is the role of these bodies?

3.2.e. Are all the relevant categories of stakeholders included in these bodies? Do they have an influence ('de facto') on the decision-making process?

3.2.f. Are there any legally approved or agreed **guidelines** detailing the **procedures** concerning stakeholder involvement in the:

	YES	NO	Explanations/Details
PA designation (and pre-feasibility check)			
management planning process			
management implementation			

3.2.g. In day to day practice, are decisions:

	YES	NO	Explanations/Details
based on consensus?			
are stakeholders' opinions / options integrated in the final decision?			

3.2.h. Are there clear legal requirements to:

	YES	NO	Explanations/Details
consider/integrate their opinions in the final decision			
reach a consensus with the stakeholders? Are there mechanisms in place to ensure that? (e.g. a 'majority of votes'/unanimity system)			
have their approval in order to make a decision? (e.g. for the establishment of a PA? / for the final version of the management plan)			

3.2.i. How can private actors get involved? Are there mechanisms in place to allow PA administrations for institutional partnership, collaboration and delegation of responsibility?

Collaboration	
	not possible
	possible with any type of institutions/organizations
	approval for collaboration is needed from _____ (Please specify)

Formal Partnership	
	not possible
Possible under the following circumstances:	
	only based on clear conditions/criteria linked to the PA objectives
	for any kind of activities
	for financial support, with/without clear indication of what is acceptable or not (e.g. what sector of activity could offer such support – Can oil companies sponsor nature conservation?)
	for joint commercial activities (e.g. tourism)
x	only with the approval from central or hierarchically superior authorities
Delegation	
X	not possible
	possible but only based on clear criteria/contract
	possible but only based on the decision of ...(e.g. of the institution that is responsible for the PA management body, of the Ministry, of the Academy, etc..)
	it is actually happening, but not necessarily based on agreement with the PA management team and not always responding to PA objectives (e.g. forest management is done according to the legislation by forest authorities, but there are no negotiations and written agreements for changes in the management practices to clearly define responsibilities from the PA perspective)
Sponsors	

3.2.j. Please provide examples of efficient collaboration/partnership/delegation

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3.2.k. If stakeholder participation is a requirement, is there any **mechanism to control and secure an effective participation?** (e.g. reports/minutes of meetings have to reflect who and how contributed to planning/management, tables with participants and signatures have to be provided, etc.).

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3.2.l. Who should control if the procedures (concerning public participation) were respected?

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3.2.m. Are these controls really done? Is this contributing to improvements or is it just a formal procedure?

3.2.n. Is stakeholder involvement supporting the PA authorities to achieve their mission?

	Yes, involvement procedures and decision making levels are clear and allow for a smooth, coordinated and clear process
	No. In this case please specify the main weaknesses:

3.3. Accountability (Principle 3)

3.3.a. Are the PA managers (including delegated actors) **accountable for respecting provisions on transparency, stakeholder involvement and fair decision-making Can their performance be made accountable by the public/external actors?**

3.3.b. What are the measures taken if mandated managers are not following legal procedures concerning transparency and public participation?

3.4. Fairness (Principle 4)

3.4.a. Who is responsible for conflict resolution when concerns raised by stakeholders in the consultation/negotiation processes can't be solved at the PA level?

3.4.b. Do people have **access to justice to solve their concerns i.e. if decisions related to PAs are not fair for stakeholders? Is there a mechanism (legal procedure) that allows them to ask for corrections/fair decisions etc?**

3.4.c. Are decisions taking into account the human rights? (e.g. ownership rights, the right to information and participation, to access resources, etc)

3.4.d. Are there **financial compensations / other compensatory mechanisms for the land owners or other mechanisms to minimize the possible negative impact of PAs on them?**

3.4.e. Are these compensatory mechanisms functional? Where does the money come from? (e.g. EU? National level authority? etc)

3.5. Leadership (Principle 5)

3.5.a. Do PA manament authorities have the **obligation to develop and follow a long term, strategic vision** of the direction they have to follow by their current activity? (on which the management plans are then based?)

34.f. Are there **mechanisms** in place (e.g. monitoring, control) **to ensure the consistence of the actions with the vision** (the proposed objectives)? Is this aspect assessed periodically (e.g. while performing the evaluation of PA management effectiveness – if this is done)?

B2: Land ownership and management within PAs

1. Who owns and manages land and resources within PAs?

2. Which is the role of land owners and managers in the PA management, according to the law?

- (a) land/resource owners
- (b) land/resource managers

3. Are land owners and managers involved in the:

	YES	NO	Explanations/Details
PA design?			
PA establishment?			
PA management planning?			
PA management implementation?			

B3: Socio-economic and political context

1. How would you characterize **the decision-making system in your country in general** (in different fields of activity)? Are transparency, public participation, dialogue, common practices?

2. How would you describe the overall socio-economic situation in your country? Which do you think that are the main factors influencing the PA decision-making and management system?

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3. Is political / social / economic stability an issue for the management of PAs? How does it influence?

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4. Is the **private sector** (profit and non-profit) **developed and active enough to be able to get involved** in achieving the objectives concerning nature conservation?

Are there actors with a good capacity to represent organizations (NGOs, associations of land-owners, science organizations e.g.) representing the main stakes developed at national level? What about the PA management level?
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Do they have /own / produce information which is relevant for the decision / policy making?

(3) Do they have any power to influence decision-making?
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5. Are these actors active in the field of PA management?

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6. Which is the relation of your institution with them?

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7. Are they effectively ('de facto') involved in the decision-making process? Are they exercising the power to influence decisions taken by the governmental actors?

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C. The evolution of the decision-making system. Trends

1. Which are the most significant changes in the system of PA governance in the last **20 years**? (*E.g. types of actors involved in the decision-making, roles, procedures, mechanisms, etc*)

2. Which are the implications of these changes? Please name some positive and negative aspects.

3. Is change too frequent? Does it affect the stability of the governance system in a negative way?

D. Implications and outcomes

1. Is there any **system to evaluate the outcomes and effectiveness of PA decision-making** (governance) system? Do you consider decision-making a relevant issue to be considered and monitored?

2. Is, in your opinion, the current decision-making system enabling **the effective achievement of the PA management objectives**?

Does it have other positive implications as well? e.g.:

	YES	NO	Explanations/Comments
Awareness raising amongst a wider variety of actors in the society on the issue of nature conservation			
Stimulates the collaboration amongst different sectors (fields of activity) and their integration. Enables the integration of PAs in their territorial context			
Contributes to a more equitable share of power within the society (or within the groups of those interested in the PA management)			
Enables the equitable share of costs and benefits of PAs			
Increases the interaction and cohesion amongst the actors relevant for the PA management			

3. What do you think that makes the current system of decision-making effective?

4. Which are its weaknesses? What makes it less effective?

5. What could / should be improved?

6. Which are the opportunities for change?

ADDITIONAL INFO

Publications

Annex 3: Guidelines for the interviews

PROTECTED AREA LEVEL ACTORS³⁵

The **aim of the interview** is to explore the following issues:

- structure and functioning of the current system of governance (institutions and actors involved, responsibilities, roles, mechanisms);
 - background conditions (legislative provisions and policies concerning the decision making and management process, socio-economic context, etc);
 - advantages, disadvantages, implications and outcomes of the existing system of governance;
 - recent changes and trends concerning the decision-making system;
 - challenges in adopting / developing new types of governance;
 - opportunities for improvements;
- lessons learned and insights.

Abbreviations: PA = protected area / PoWPA = Programme of Work on Protected Areas

NOTE: considering its sense, the concept of governance is assimilated to the wider concept of 'decision-making system'.

Protected area

Respondent info

Name: _____

Institution/organization: _____

Function: _____

Main tasks _____

Q1: Which is the **role and responsibility of your institution/organization in the management system of this PA?**

Q2: What kind of decisions is your institution/organization responsible for?

³⁵ Representatives of **Ministries, national or regional agencies/institutes** involved in nature conservation or natural resource management inside PAs (e.g. forestry), **national or regional level NGOs** (which are not directly involved in the management of a particular PA)

A. Protected area history and context

1. Please describe briefly the park (IUCN type, management objectives, territory, main economic activities in the park, human settlements, etc).
1. Who established the National Nature Park and when?
2. Which were the stakeholders involved?
3. Do you have a management plan approved / in force? When was it elaborated?
4. If a Management Plan exists, please describe how it was elaborated (Who had the initiative? Who took part to discussions/consultations? etc)

Is it obligatory, by the law, to involve other stakeholders in the preparation of your Management Plan? Which are the main impediments to do so?

5. Who are the main land owners in the park? (structure of land ownership) Do they have any power to influence your decisions concerning the management? Should their point of view concerning the management be taken into account? Please explain

B. Relations with other stakeholders

Please reflect on your previous relations with the other stakeholders (state institutions from national or local level, organizations, private companies, schools, etc) and provide answers to the following questions:

- a) Which are, in your case, the stakeholders that you are most often interacting with (state institutions from national or local level, organizations, private companies, schools, etc)? Which are the most active and powerful? How do they get involved in the park management? - Please describe your previous collaborations and partnerships
- b) Which difficulties did you face in developing partnerships with the other stakeholders?
- c) Which are, in your case, the main sources of conflicts / tensions with other stakeholders? Do you have enough power to solve these conflicts? What works and what doesn't, in this sense?
- d) Is political stability and support an issue for the PA management? How does it influence you?
- e) Is the national park Administration recognized by the other actors (at local and regional level) as an authority?

C. Structure and functioning of the governance (decision-making) system – Actors and roles

- a) Please describe your administrative structure
 - How is the administration organized internally?
 - Do you have any stakeholder body as a Scientific /Technical / Consultative Council? What stakeholders are members of this body? What is their role?
 - In your particular case, is this council effective in supporting your management? What makes it effective and what should be improved / changed?
- b) Please name the actors who, in your case, have responsibilities concerning:
 1. The elaboration of the management plan (who writes the Plan, who approves it? What other stakeholders are involved and how?)
 2. The approval of your Management Plan? (who takes the final decision?)
 3. The financing of your management (where do the money come from? Who decides how budget is allocated for different management activities?)
 4. The evaluation of your management results and effectiveness?
 5. The control of your activity and of other stakeholder's activity in the park (if the obligations provided in the Management Plan are respected)
 6. The management of lands and natural resources in the park

- c) Which are the main stakeholders (institutions/organizations) who have the power to make decisions concerning the management of your park?

(Please describe the system by naming them and explaining their role)

When and how other stakeholders can have an influence on decisions concerning the park?
To what extent can they influence the process and the final decision?

- d) Are decisions concerning the park, oriented to consensus? What mechanisms are there in place for that?
- e) Which are, in your opinion, the:
- advantages
 - challenges
 - Disadvantages of the current decision-making system?
- f) What should be improved and why?
- g) In your opinion, are there any opportunities to improve your decision-making system?
- h) Compared to other protected areas that you know in your country, what makes, in your opinion, your case special (concerning e.g. the relation with other stakeholders from local level, your decision-making system, etc.).
- i) Concerning the way decisions referring to the Park are taken, the collaboration with other stakeholders for the management of the park, what would you recommend to other practitioners?

Annex 4: Provisions concerning the Governance of Protected Areas and participatory mechanisms in Bulgaria

Although currently governance by the government is the most common form of PA governance in Bulgaria, the legislation provides opportunities for other forms to develop as well. The fundamental law for the management of nature protected areas is the **Protected Areas Act** (promulgated in State Gazette No. 133/1998). Another important act is the **Regulation on Elaboration of Protected Area Management Plans** (REPAMP), approved by the Decree no. 7/2000 (State Gazette no. 13/2000), which provides details concerning participation in the management planning process.

- A diversity of governance types recognized

Type A: (a) Governance by a regional agency in charge - According to the law, the national parks are managed by dedicated bodies, under direct subordination to the Ministry of Environment and Waters (MoEW), while other smaller PAs are managed by the Regional Inspectorates for the Environment and Waters. **(b) Delegated management to a governmental agency** – The Executive Forest Agency, under the Ministry of Agriculture and Food manages the nature parks in the country through special directorates. Article 53 allows to NGOs to take over the management responsibility or the possibility to organize management activities in PAs.

Type B: Collaborative management – the national and nature parks have Consultative Councils, consisting of different stakeholders from the public administration, nature resource management, education, research and civil society sectors. These don't have decision-making power but their consent is necessary for the most important decisions.

Type C and D: Private governance and governance by local communities - Article 52 (4) gives the right to the owners of lands and waters in PAs to establish "special units for carrying out, maintaining, directing and regulating activities according to the orders for declaring and the plans of management.

- Provisions guaranteeing a participatory approach throughout the PA management cycle

The establishment of a new PA

Art. 37 – the obligation of the MoE to organize public debates and to provide the opportunity to stakeholders to submit written statements for the proposal of a new PA and lists the categories of stakeholders who should be invited.

The final decision should be taken by a common majority within a multi-stakeholder commission, formed of representatives of Ministries of Agriculture and Food and of Environment, institutions in-charge with nature resource management and public administrations, within one year from the submission of the proposal. The refusals to approve the proposals should be motivated. In case of negative votes, the final decision is taken by the MoEW (Art. 38).

Changes of PAs

Any other change in a PA (i.e. deletion, increase, reduction, new categorization, change of regime) has to follow the same procedure (Art. 42) and should be coordinated with interested state authorities and land owners.

Management planning

The management plans can be commissioned by the MoEW to owners, municipalities, NGOs and others (PA Act - Art. 58 and REPAMP Art. 9) or furthermore commissioned to others - e.g. in the framework of projects (REPAMP Art. 10). In the process of preparation, the executors shall organize public discussions with the participation of the interested parties, whose statements and recommendations should be taken into account. The categories of

stakeholders to be invited are listed in the law. The management plans for national and nature parks should be presented for approval to the Council of Ministers. The law provides the terms and conditions for the prior timely information of Council's members.

The REPAMP, Art. 13 describes all the procedure which has to be followed by the ones in-charge with the planning (who should be informed, what announcements should include, how stakeholders' statements should be documented, the time frame in which comments can be submitted, etc).

Evaluation of progress with the management implementation

For the national and nature parks a public discussion should be organized by the MoEW every four years, to follow the fulfillment of the management plans. All the relevant stakeholders (categories are listed in the law) should be invited to this debate.

Annex 5: Monitoring Governance Quality - Examples

A. Introduction

Governance is key to establishing the direction for the management of protected areas and for the effectiveness of the management bodies. Therefore, protected area authorities and agencies responsible for or coordinating protected areas, as well as protected area management bodies should be able **to monitor and report on the quality of governance**.

It is not simple to monitor the quality of governance. However, if clear and simple monitoring questions are formulated and indicators defined to measure progress, PA authorities and management bodies should be able to trace changes and report on governance quality.

This annex is not providing full monitoring guidelines. Developing monitoring questions and a list of indicators, as well as recommendations on how to assess and evaluate the information is quite demanding and it is not within the scope of the study. However, the examples provided below should help identify and define a few key indicators and include them in the overall monitoring plan of the authorities responsible for PAs or of the PA management bodies.

Monitoring questions should be defined for each of the principles for good governance:

1. Legitimacy and voice – looks to the social dialogue and collective agreements on protected area management objectives and strategies on the basis of freedom of association and speech with no discrimination related to gender, ethnicity, lifestyle, cultural values or other characteristics (Dudley, 2008);

It includes the principles of:

- **Participation** – stating that all people (with no discrimination) should have a voice in the decision-making, either directly, or through legitimate intermediate institutions that represent their intention.
- **Consensus orientation** - reflects the capacity of governing system to allow for mediating differing interests to reach to a broad consensus

2. Subsidiarity – the management authority and responsibility is attributed to the institutions closest to the resources at stake (Dudley, 2008);

3. Accountability – having clearly demarcated lines of responsibility for the different entities involved in the decision making process and management and ensuring adequate reporting and answerability to stakeholders about the fulfilment of their responsibility (Dudley, 2008);

It includes the principle of **transparency**: information on actions, processes and institutions are directly accessible to those interested/concerned. Enough information is provided to understand and monitor institutions and their decision-making processes (Abrams et al., 2003).

4. Performance – defined as being effective in conserving biodiversity and achieving the other objectives of the protected area whilst considering the concerns of stakeholders;

It includes the principles of:

- **Responsiveness**: institutions and processes try to serve all stakeholders in a competent way.
- **Effectiveness and efficiency**: processes and institutions produce results that meet needs while making the best use of resources (Abrams et al., 2003).

5. Fairness – sharing the costs and benefits of establishing and managing protected areas equitably and providing a recourse to impartial judgement in case of conflict;

It includes the principles of:

- Equity: all men and women have equal opportunities to improve or maintain their well-being.
- Rule of law: legislations and rules are fair and enforced impartially.

6. Direction (strategic vision) - fostering and maintaining a consistent long-term vision for the protected area and its conservation objectives.

B. Steps to identify some key indicators

- a) For each of these principles **monitoring questions** should be formulated: what do we want to monitor, what are the most relevant aspects that can give us the best information on what is the progress on fulfilling the principle.
- b) For each monitoring question key attributes should be defined, to help define what should we measure
- c) Indicators should be identified for each question.
- d) For each indicator establish what should be measured and how
- e) Analyze the list of indicators and the resources and time needed to collect/measure. If resources and time are limited, prioritize and select the indicators that gives the best information with the lowest 'investment'

C. Examples of monitoring questions and indicators

I. Principle to be monitored: Legitimacy and voice – Participation

Monitoring question 1: Are there legal provisions for stakeholder participation?

Key attributes:

- participation-mechanisms to be considered (what are the mechanisms that would allow/secure participation):
- Multi-stakeholder platforms
- Expert bodies
- Obligation to consult on: designation, management plans, zonation, etc
- Obligation to actively involve in: decision making, management planning, management activities
- Joint management possibilities
- stakeholders – could be agreed that this question refers to all stakeholders or only communities, or key stakeholders. Might be that the question needs to be analyzed and indicators defined separately for each major stakeholder group (communities, resource users, etc)

Indicators and assessment

In this case it is recommended to have a simple assessment, maybe in a table format like suggested below, ticking the boxes where the answer is correct, as this is a question about the existence of legal provisions and only needs a confirmation by yes or no. No indicators need to be defined.

Legal provisions exist for:	Yes	Consultative role	Can influence decisions	Decides
Multi-stakeholder platforms	√	√	-	-
Expert bodies	√	√	√	-
Stakeholders consulted on:				
PA designation	√	√		
Management plan	√	√		
Zonation			√	
Actively involved in				
Decision making	√			
Management planning	√			
Management activities	-			

If implementation is monitored at the national level, the **indicator** might be the **number of PAs** that are implementing the legal provision

Legal provisions exist for:	Yes	Consultative role	Can influence decisions	Decides
Multi-stakeholder platforms	12	12		
Expert bodies	5	5	5	
Stakeholders consulted on:				
PA designation	2	2		
Management plan	10	10		
Zonation	13 ¹	13		
Actively involved in				
Decision making	-			
Management planning	5			
Management activities	2			

¹ PAs that have developed new management plans and those that have opened consultation to discuss the needs of landowners and resource managers

Analysis: comparing results from several years, it can be demonstrated if there is any progress in time.

Monitoring question 2: Are legal provisions implemented and if yes, how?

Key attributes:

- What legal provisions are we talking about? Consider the legal provisions defined for participation in the legislation - if using the example of Monitoring question 1, these could be:
- Multi-stakeholder platforms
- Expert bodies
- How can those be implemented and quality monitored?
- Are clear tasks defined (ToR – terms of references)

Indicators and assessment

In this case it is recommended to have a simple assessment, maybe in a table format like suggested below, ticking the boxes where the answer is correct, as this is a question about the existence of legal provisions and only needs a confirmation by yes or no. No indicators need to be defined.

	Clear tasks (ToR)	Regular meet- ings	Presence at the meetings	Consultative or advisory role	Can influence decisions	Decides
Indicators	ToR approved	Number of meet- ings	(Number of members / num- ber of partici- pants) x no. of			
Stakeholder participation through:						
Expert bodies - 2011	-	2	16/15	√	-	-
Expert bodies - 2015	√	3	24//10	-	-	√
Multi-stakeholder platforms (council) – 2011	-	2	40/35	√	-	-
Multi-stakeholder platforms (council) – 2015	√	2	40/25	√	√	-

Analysis: comparing consecutive years, progress can be demonstrated or possibly issues that need consideration. The example below could indicate a decrease in the interest of stakeholder to participate at the meetings, an issue that should be analyzed to establish the reasons and what would be needed to improve participation.

Monitoring question 3: Is there a progress in working with stakeholders towards joint management possibilities?

Key attributes:

- Important stakeholders that are relevant for the joint management (landowners, resource managers, local communities)
- Stakeholders with whom partnership agreements were signed
- How are decisions taken (voting, consensus)
- Contribution to costs

Indicators and assessment

Contributions	Partners (written agreements)	Decisions		Contributions to costs
		Votes	Consensus	
Indicators	Number of partners	n/a	n/a	% of the management costs (other than recurrent)-
Key stakeholders				
2010				
Municipalities	3	√		0,5%
Private Forest Management units	1			2%
Forest fruit processing company	-			-
Ecotourism companies	-			-
2012				
Municipalities	3	√		0,5%
Private Forest Management units	1			3%
Forest fruit processing company	1			0,25%
Ecotourism companies	2			4%

Analysis: comparing consecutive years, progress can be demonstrated.

Monitoring question 4: How is the legal obligation to consult stakeholders respected by PA managers?

Key attributes:

- Issues on which stakeholders should be consulted – as defined in the legislation. See the example from Monitoring question 1: designation, management plan, zonation, etc.
- How they are consulted: through meetings, direct consultations, written contributions, collecting suggestions, etc.

Indicators and assessment

Indicators	Numbers of meetings	Number of people who participated / number of people contributing	Number of written suggestions	Number of suggestions
Issues on which stakeholders are consulted				
Designation				
Management plans				
Zonation				
Habitat restoration measures				

Analysis: comparing consecutive years, progress might be demonstrated in involving stakeholder.

Other possible monitoring questions

- Did the PA management team conduct / update the stakeholder / right-holder analysis?
- Have legal and customary rights been assessed / respected in the process of stakeholder involvement?
- Are there mechanisms to engage stakeholders and right-holders in management and governance?
- Are decision-making mechanisms allowing for full input of minorities?

D. Further examples of monitoring questions

This section presents a few more examples of monitoring questions, without taking them to the next steps, as described in section B and C.

The same steps should be followed like for the examples presented above.

Scoring system can be developed, using yes / no or yes / mostly yes / mostly no / no answers that can have values attributed (e.g. from 0 to 3)

I. Principle to be monitored: Legitimacy and voice

Examples of monitoring questions that should help to look to the connection between conservation sector and other sectors (are the sectors communicating, how are their decisions affecting communication, how do they use their budget)

- Are there legal mechanisms enabling participation of different sectors?
- Is there a long term strategy for actively involving other sectors in PA management?
- Are sector contributing to nature conservation?
- Is there a financial contribution from other sectors?
- Is there a reporting procedure of other sectors to the MoE?

Example of a matrix to monitor the progress:

Contributions	Sectors (companies)		
	1	2	x
No input			
Providing information			
Harmonized legislation			
Projects for PAs			
Financial			

II. Principles to be monitored: Equity and equal share of benefits

- Are there provisions in the law to allow for equal participation to decision-making?
- Are there means to monitor the issue of benefits /equity?
- Are there means to avoid inequity /unequal share?
- Is there an assessment of costs and benefits?
- Is there a system to track and calculate the flows of costs and benefits?
- Are compensations provided to those affected by the restrictions?
- Are compensation payments clearly linked to commitment to PA objectives / goals?
- How big is the amount of money that stays in the area? – indicator addressing the equitable share of benefits. Is there a merit-based of promoting the civil servants?

E. Evaluation of governance related issues incorporated in existing tools for PA management effectiveness assessments

Some aspects are already included in other reporting and assessment systems, like for example in the report on the implementation of the CBD PoWPA, in the RAPPAM and METT questionnaires on PA management efficiency.

e.1. Management Effectiveness Tracking Tool (METT)³⁶

Some of the questions, i.e. additional questions related to management planning and the questions related to local communities might give some information on how stakeholders are involved in the activities of PAs

Issue	Criteria
7. Management plan Is there a management plan and is it being implemented? Planning	
Additional points	
7a. Planning process	The planning process allows adequate opportunity for key stakeholders to influence the management plan
24. Local communities Do local communities resident or near the protected area have input to management decisions? Process	Local communities have no input into decisions relating to the management of the protected area
	Local communities have some input into discussions relating to management but no direct role in management
	Local communities directly contribute to some relevant decisions relating to management but their involvement could be improved
	Local communities directly participate in all relevant decisions relating to management, e.g. co-management
Additional points	
24 a. Impact on communities	There is open communication and trust between local and/or indigenous people, stakeholders and protected area managers
24b. Impact on communities	Programmes to enhance community welfare, while conserving protected area resources, are being implemented
24c. Impact on communities	Local and/or indigenous people actively support the protected area
25. Economic benefit Is the protected area providing economic benefits to local communities, e.g. income, employment, payment for environmental services? Outcomes	The protected area does not deliver any economic benefits to local communities
	Potential economic benefits are recognised and plans to realise these are being developed
	There is some flow of economic benefits to local communities
	There is a major flow of economic benefits to local communities from activities associated with the protected area

³⁶ Stolton, S., Hockings, M., Dudley, N., MacKinnon, K., Whitten, T., Leverington, F., 'The Management Effectiveness Tracking Tool (METT)' WWF, 2007.

e.2. Methodology for Rapid Assessment and Prioritization of Protected Area Management (RAPPAM), WWF

Some of the issues assessed are reflecting or could be considered to some extent relevant for analysing to what extent the PAs are considering good governance principles. This section provides the full list of the aspects considered in the questionnaire for the relevant issues, but with the explanatory notes copied below the table only for those considered fully relevant for governance.

10 COMMUNICATION AND INFORMATION		Description of acronyms:
y m/y m/n n		'y' – yes 'm/y' – mostly yes 'm/n' – mostly no 'n' – no
<input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/>	a) There are adequate means of communication between field and office staff.	
<input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/>	b) Existing ecological and socio-economic data are adequate for management planning.	
<input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/>	c) There are adequate means of collecting new data.	
<input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/>	d) There are adequate systems for processing and analysing data.	NOTES :
<input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/>	e) There is effective communication with local communities.	

There is effective communication with local communities.

Effective communication implies that community members have access to clear communication mechanisms and processes regarding protected area-related issues that affect them.

14 MANAGEMENT DECISION MAKING		Description of acronyms:
y m/y m/n n		'y' – yes 'm/y' – mostly yes 'm/n' – mostly no 'n' – no
<input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/>	a) There is clear internal organization.	
<input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/>	b) Management decision making is transparent.	
<input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/>	c) PA staff regularly collaborate with partners, local communities, and other organizations.	
<input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/>	d) Local communities participate in decisions that affect them.	
<input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/>	e) There is effective communication between all levels of PA staff and administration.	NOTES :

a) There is clear internal organization.

Indicators of clear internal organization include defined organizational structures, clear communication channels and processes, and well-defined job descriptions.

b) Management decision making is transparent.

Examples of transparent decision making include accurate records of major decisions (e.g. reports, minutes), clearly defined decision-making procedures, and defined mechanisms for staff involvement.

c) PA staff regularly collaborate with partners, local communities, and other organizations. Partners may include local, national, and international conservation organizations; research institutions; schools, colleges and universities; community development agencies; local businesses; recreational groups; tourism agencies; and community volunteer groups.

d) Local communities participate in decisions that affect them.

Indicators of community participation include clear mechanisms for participation (e.g. citizen panels, advisory groups); periodic scheduling of processes for feedback on management plans and activities; and the existence of community outreach staff and programmes. The degree of community participation will depend on the degree to which local communities are affected by and/or depend upon protected area management and resources.

e) There is effective communication between all levels of PA staff and administration.

Effective communication is defined as an adequate flow and timing of information needed to perform all critical management activities. Levels of staff include field levels (e.g. park guards, wardens, community extension agents), office levels (e.g. park headquarters) and administrative levels (e.g. central planning headquarters, departmental offices). This indicator also implies effective communication among the various levels (e.g. communication between park managers).

16 OUTPUTS		Description of acronyms:
y m/y m/n n	In the last 2 years, the following outputs have been consistent with the threats and pressures, PA objectives, and annual work plan:	'y' – yes 'm/y' – mostly yes 'm/n' – mostly no 'n' – no
O O O O	a) Threat prevention, detection and law enforcement.	<hr/> <hr/> NOTES :
O O O O	b) Site restoration and mitigation efforts.	
O O O O	c) Wildlife or habitat management.	
O O O O	d) Community outreach and education efforts.	
O O O O	e) Visitor and tourist management.	
O O O O	f) Infrastructure development.	
O O O O	g) Management planning and inventorying.	
O O O O	h) Staff monitoring, supervision, and evaluation.	
O O O O	i) Staff training and development.	
O O O O	j) Research and monitoring outputs.	

Management outputs are the specific products and services accomplished by protected area staff, volunteers, and community members. The adequacy of these outputs should be assessed relative to the degree of threats and pressures, the protected area objectives, and the annual work plan. Depending on the objectives of the assessment, a list of specific outputs might also be included in this section.

19. POLICY ENVIRONMENT

19 POLICY ENVIRONMENT	Description of acronyms:
<p>y m/y m/n n</p> <p><input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/> a) PA-related laws complement PA management and promote management effectiveness.</p> <p><input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/> b) There is sufficient commitment and funding to effectively administer the PA system.</p> <p><input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/> c) Environmental protection goals are incorporated into all aspects of policy development.</p> <p><input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/> d) There is a high degree of communication between natural resource departments.</p> <p><input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/> e) There is effective enforcement of PA-related laws and ordinances at all levels.</p> <p><input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/> f) National policies promote widespread environmental education at all levels.</p> <p><input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/> g) National policies support sustainable land management.</p> <p><input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/> h) National policies promote an array of land conservation mechanisms.</p> <p><input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/> i) There is adequate environmental training for governmental employees at all levels.</p> <p><input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/> j) National policies foster dialogue and participation with civil and environmental NGOs.</p>	<p>'y' – yes</p> <p>'m/y' – mostly yes</p> <p>'m/n' – mostly no</p> <p>'n' – no</p> <hr/> <p>NOTES :</p>

- a) PA-related laws complement PA objectives and promote management effectiveness.

Laws related to protected areas could include land use planning; forestry, hunting, and agriculture laws; and regulations and policies at national, regional and local levels. Complementary laws enable or enhance protected area objectives and management effectiveness.

- b) There is sufficient commitment and funding to effectively administer the PA system.

Sufficient commitment and funding would imply secure, long-term mechanisms are in place to adequately fund the protected area system.

- c) Environmental protection goals are incorporated into all aspects of policy development.

For example, environmental impact assessments are routinely incorporated into infrastructure development; land use planning practices control the spread of urban areas; and trade laws prohibit the sale of threatened and endangered species or their parts.

- d) There is a high degree of communication between natural resource departments.

A cohesive, well-coordinated government is likely to be better able to develop and implement a coordinated environmental plan. Examples of departments include the various ministries, agencies and administrative units for parks, forestry, wildlife, recreation, and tourism.

- e) There is effective enforcement of PA-related laws and ordinances at all levels.

Effective enforcement implies that illegal activities are detected, and justice is fairly administered throughout the system.

- f) National policies promote widespread environmental education at all levels.

Environmental education could include non-formal education (e.g. public service announcements, park flyers and other literature), as well as formal education (e.g. curriculum development within primary, secondary and advanced institutions).

- g) National policies promote sustainable land management.

Sustainable land management includes sustainable forestry, agriculture, and fishing practices. Examples of such practices include the degree to which forests are independently certified as well-managed, and the degree to which farmlands are certified as 'organically' or 'ecologically' managed.

- h) National policies promote an array of land conservation mechanisms.

Policies that promote land conservation may include tax incentives (e.g. for creating private reserves or donating to charitable environmental organizations); policy support for the development of market-driven mechanisms (e.g. forest product certification); punitive measures for inappropriate land development (e.g. impact fees on housing development); as well as traditional conservation policy measures (e.g. zoning ordinances).

- i) There is adequate environmental training for governmental employees at all levels.

Adequate training and education could include a wide array of conservation-related topics.

- j) National policies foster dialogue and participation with civic and environmental NGOs.

Examples of policies that foster dialogue include forming partnerships between governmental agencies and NGOs; allowing NGOs to have legal standing in environmental disputes; and developing transparent mechanisms for public participation in policy development.