



# Strengthening capacities for improved governance in Central and Eastern Europe

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**Should the voice of communities  
count when establishing or  
managing a protected area?**



## **Content of the Governance Session**

- PoWPA requirements
- What is Governance – definition
- Changing approaches to PA management and governance
- Types of governance
- Principles of good governance
- WWF stakeholder involvement guidelines
- Protected Area Governance in EE - case study identification



# PoWPA requirements

## Programme Element 2: Governance, Participation, Equity and Benefit Sharing

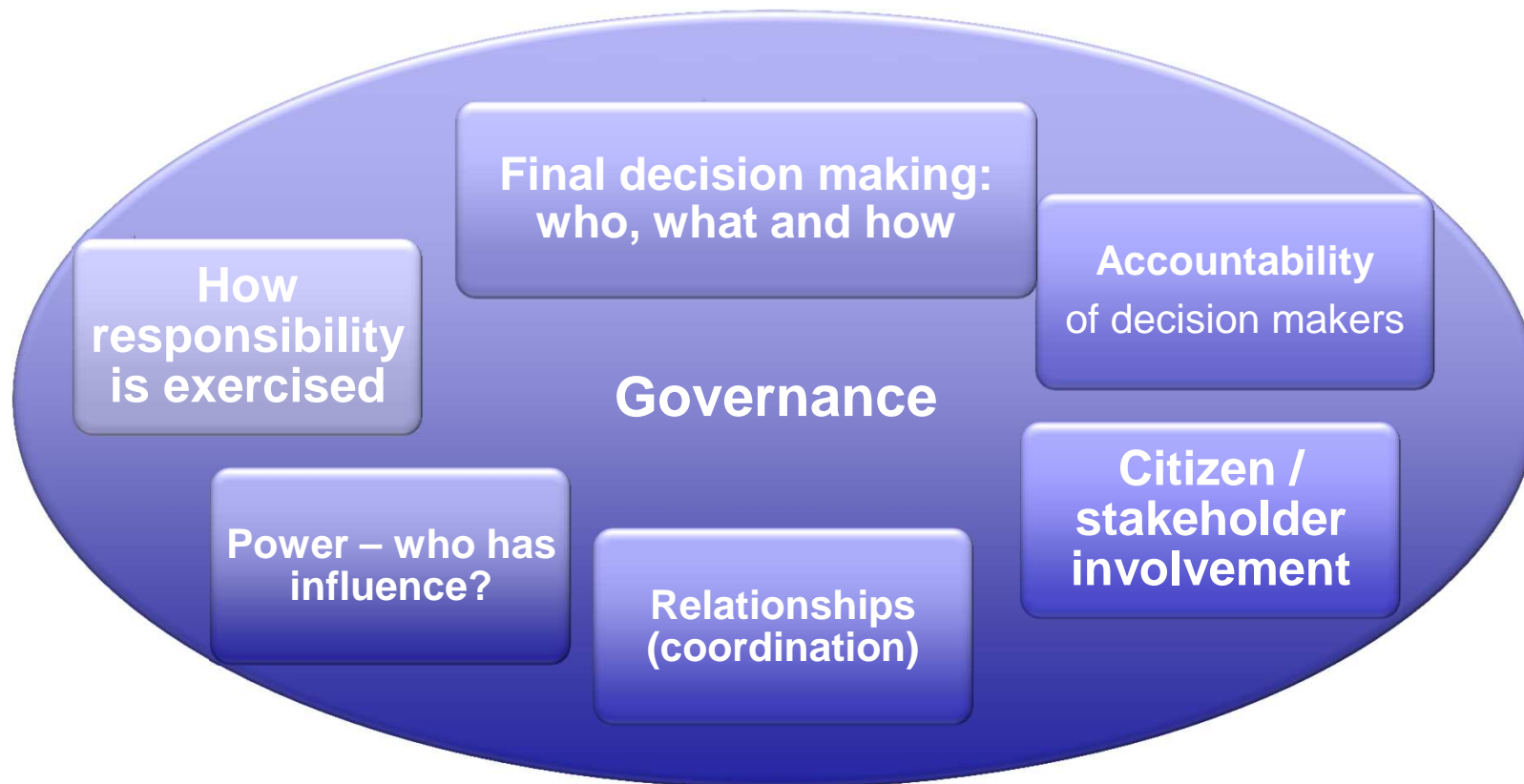
- Goal 2.1: To promote equity and benefit-sharing
- Goal 2.2: To enhance and secure involvement of indigenous and local communities and relevant stakeholders



**Governance = Decision making system**

**(the system include actors, structures, processes, rules)**

# What is Governance?



# Governance (Decision making) system

- "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) – in English: Governance
- the system which establishes:
  - who is taking the decisions concerning public interest issues;
  - what are they deciding
  - how decisions are taken (involvement/role of stakeholders)



## The WHO and WHAT in Governance (example)

Entities	PA designation	Strategy (objectives and zonation)	Operational Plan (5 year plan)	Annual work plan
Parliament	✓			
Ministry or Government		✓		
Scientific Council			✓	
PA Management Team				✓



## **The HOW in Governance (how decisions are taken – stakeholder involvement - example)**

- Decision on Objectives and zonation can be taken by (example):
  - Government alone (top-down approach)
  - Consultation of land-owners and local communities – considering some of their wishes
  - With a board with different stakeholders who decide together based on discussions and voting and
    - Government fully accepting it, or
    - Government partly accepting it



# Key questions

- WHO takes the final decision
- WHAT is decided by the decision maker
- HOW are decisions made (how are stakeholders involved in the decision making process, role of stakeholders)



# Is Governance important?

Governance is **central** to the conservation of protected areas and is **fundamental to ensuring effective and long-term management** of protected areas.

## Governance vs. management

**Management** → **what** we do?

**Governance** → **decisions** on what should be done





**Protection of species and genetic diversity**



**Preservation of ecosystem services**



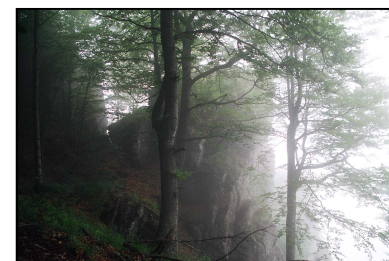
**Protection of cultural and natural elements**



**Preservation of cultural and traditional values**

*Most of the PAs have multiple functions*

*Multiple functions need efficient governance systems*



**Protection of wilderness**



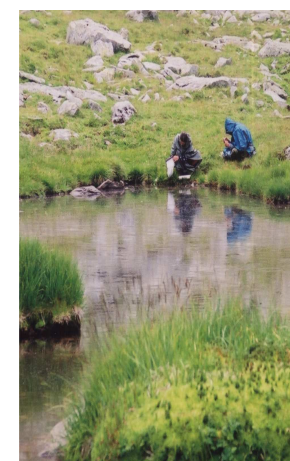
**Sustainable use of natural resources**



**Education**



**Awareness raising**



**Scientific research**



**Tourism and recreation**



## **New Approaches to PAs are influencing governance**

### **Group exercise**

1. Which are the key stakeholder groups for PA management?
2. Describe the main roles for 2-3 key stakeholders
3. Decide what would be the level of involvement for each of them (see participation levels on the flipchart).





# Levels of participation

## **(5) Delegation / authorization**

- transfer of responsibilities for actions/decisions
- ensuring that the agreed actions/decisions are done properly

## **(4) Common action**

- to develop the management plan
- develop studies, joint assessments
- implement activities together

## **(3) Implication** in decision making and/or process approval

- representatives in working groups
- harmonization of plans with those of the PA
- participation in the analysis, development of management actions

## **(2) Consultation**

- asking for opinions during meetings, workshops, etc.
- questionnaires, surveys
- asking for comments/input to the plan during its development

## **(1) Information**

- announcements regarding the planning process
- references made to the process and document (in its different stages) during

public meetings

Management Planning - Ukraine



## The New Approach to PAs: **Objectives**

### **PAST**

- Set aside for conservation
- Established mainly for spectacular wildlife and scenic protection
- Managed mainly for the benefit of tourists and visitors
- All about protection

### **PRESENT**

- Conservation, *social and economic objectives*
- Established for scientific, *economic, cultural reasons*
- Valued for the *cultural importance of “wilderness”*
- Tourism is a means *to help local economies*
- Also about restoration and rehabilitation





The New Approach to PAs:

## Local People

### PAST

Planned and managed  
without considering the  
interests of local  
people

Managed without regard  
to local opinions

### PRESENT

Run *with, for* and in some  
cases *by local people*

Managed in ways that  
*meet the needs of local  
people*



## The New Approach to PAs:

# Perceptions

## PAST

- Viewed primarily as a national asset
- Viewed only as a national concern

## PRESENT

- Viewed also as a ***community asset***
- Viewed also as an ***international concern***

# Management Skills

## PAST

- Managed by scientists and natural resource experts
- Led by external experts

## PRESENT

- Managed by multi-skilled individuals, teams with very diverse knowledge
- ***Drawing on local knowledge***



PROPARK

The New Approach to PAs:

## Management

### PAST

- Simple
- Hierarchical
- Engineering approach
- Management plans a useful tool

### PRESENT

- *Complex*
- Multidisciplinary
- *Participatory*
- Adaptive approach
- Management planning an essential process



## The New Approach to PAs:

### Governance

#### PAST

Central Government

No partnerships

#### PRESENT

*Different types*

*Various partners with  
various roles*

### Finance

#### PAST

Paid for by government

#### PRESENT

Paid for from many  
sources

## Group exercise

Papers on the floor on the corridor – for different ways and levels of involving stakeholders in decision making:

- Actively consulting
- Full control by state agency
- Seeking consensus
- Transferring authority and responsibility
- Sharing authority and responsibility in a formal way
- Negotiating and developing specific agreements

Think of PAs in your country where you know that those approaches are happening. Write the country and name of the PA on a sticky note and put on the appropriate sheet.

# Governance type and quality

## Governance of an individual PA

**1. Who holds authority, responsibility and accountability** for the protected area?

The answer to this question helps establish the  
**GOVERNANCE TYPE**

**2. How is that authority exercised?** How fairly, effectively, transparently, accountably?

The answer to this question lets us know about the protected area  
**GOVERNANCE QUALITY**







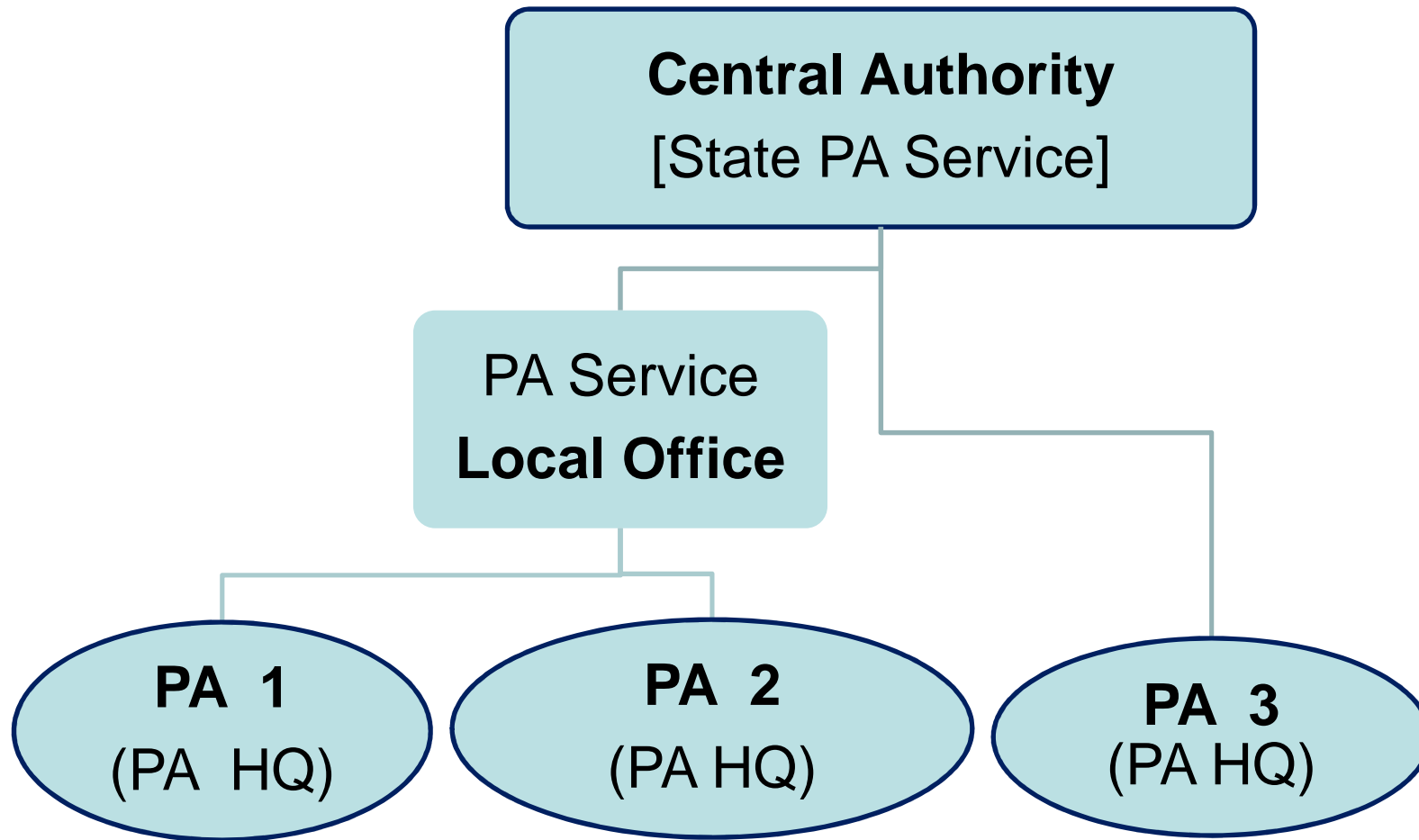
## Decision-making systems in PAs around the World

- A. **governemental** protected areas (direct management or assignment);
- B. **co-managed** protected areas (government with other entities);
- C. **private** protected areas (the state: control and monitoring role)
- D. **community** conserved areas

[illegible]

## A. Government Management

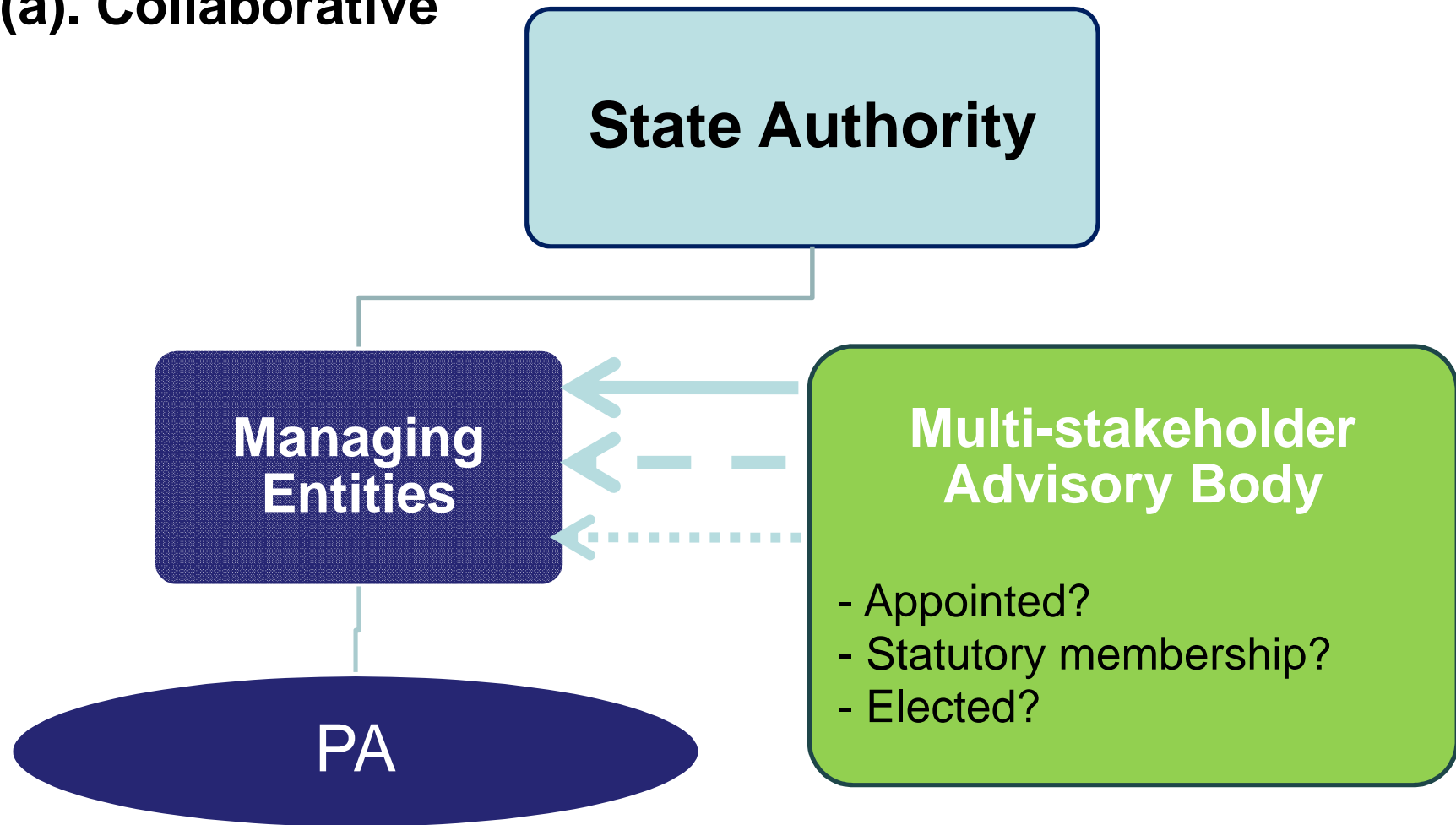
(a) centralised





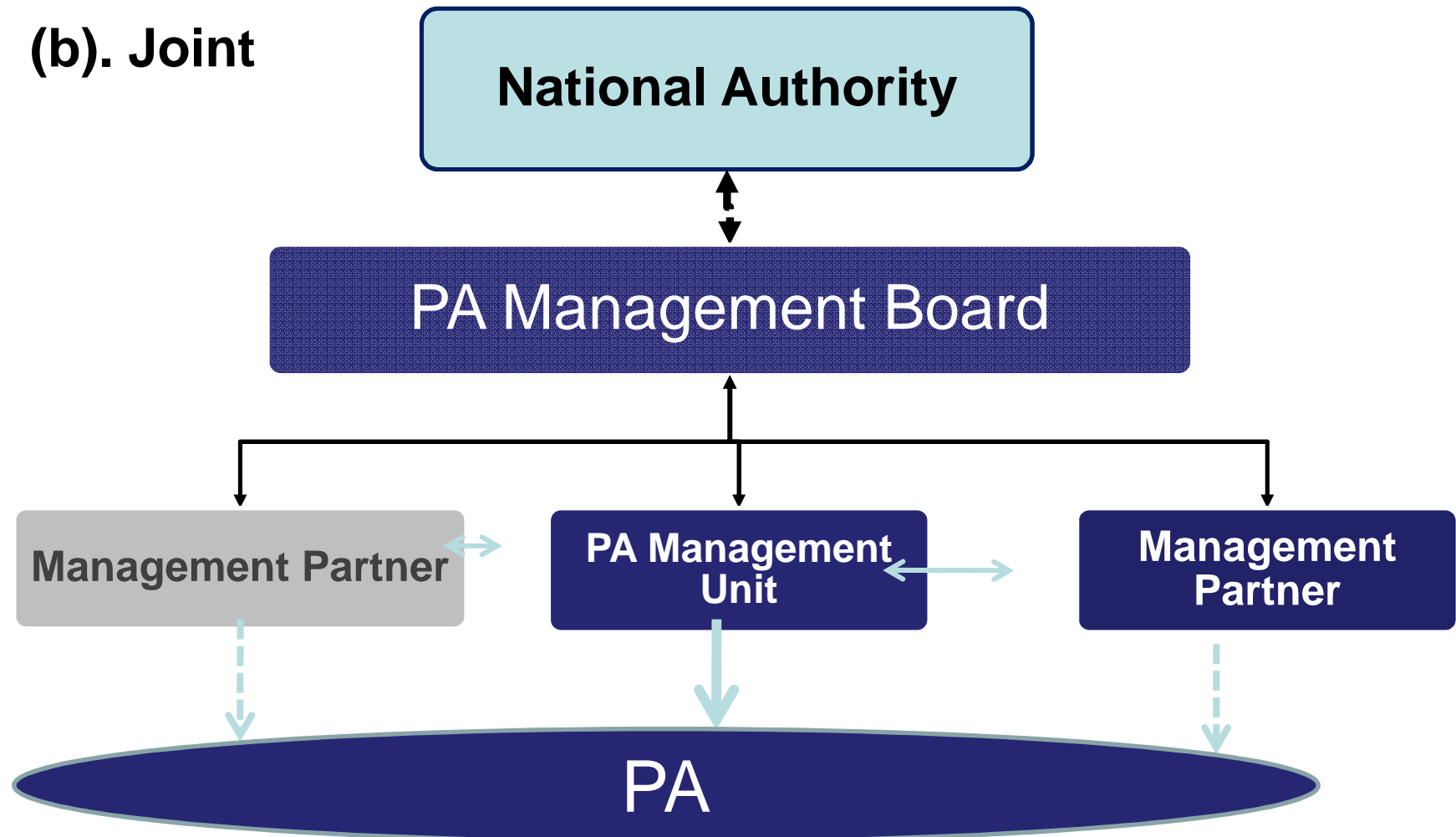
## B. Shared Management

### (a). Collaborative



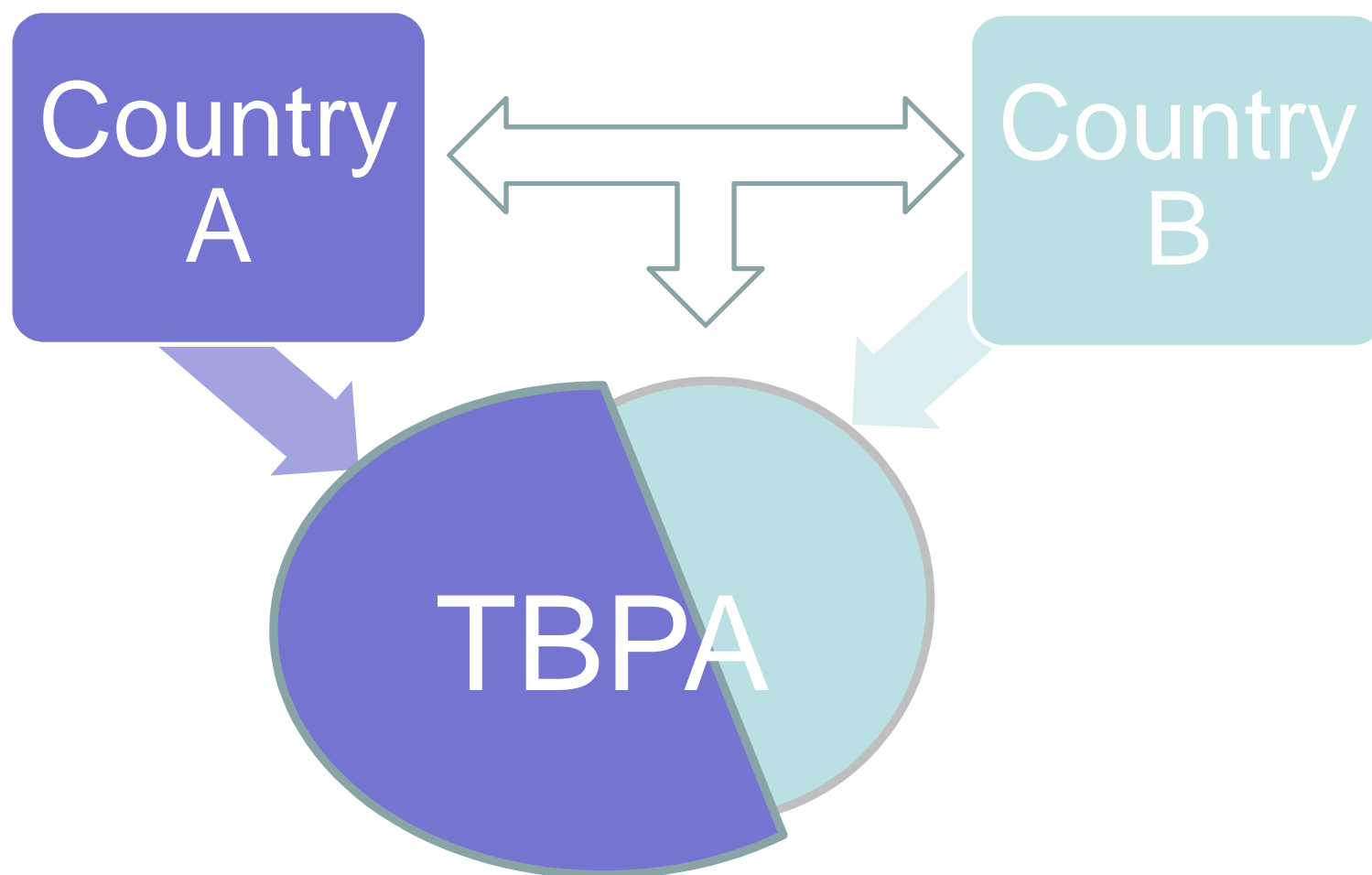
## B. Shared Management

**(b). Joint**



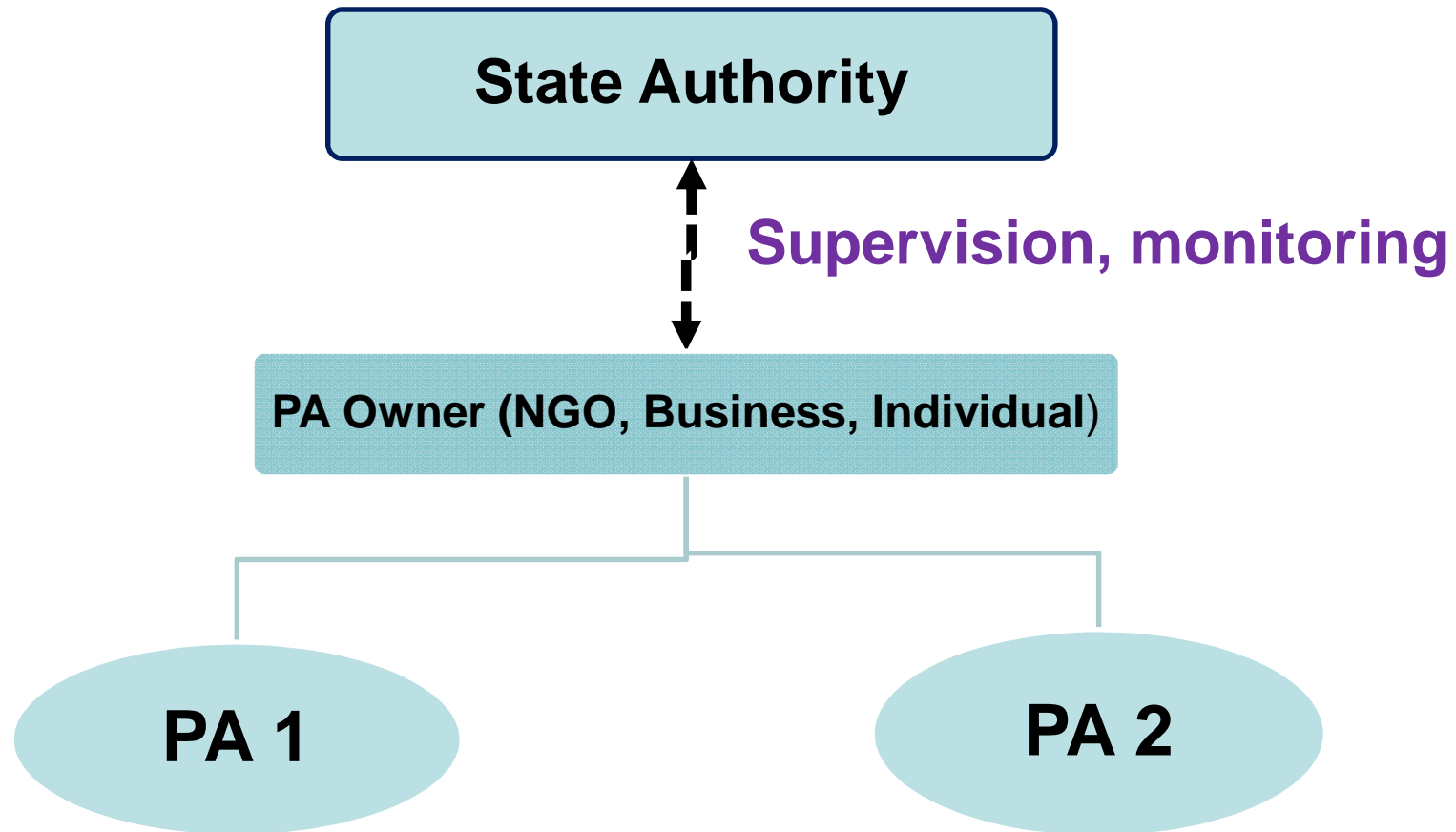
## B. Shared Management

### (c). Transboundary

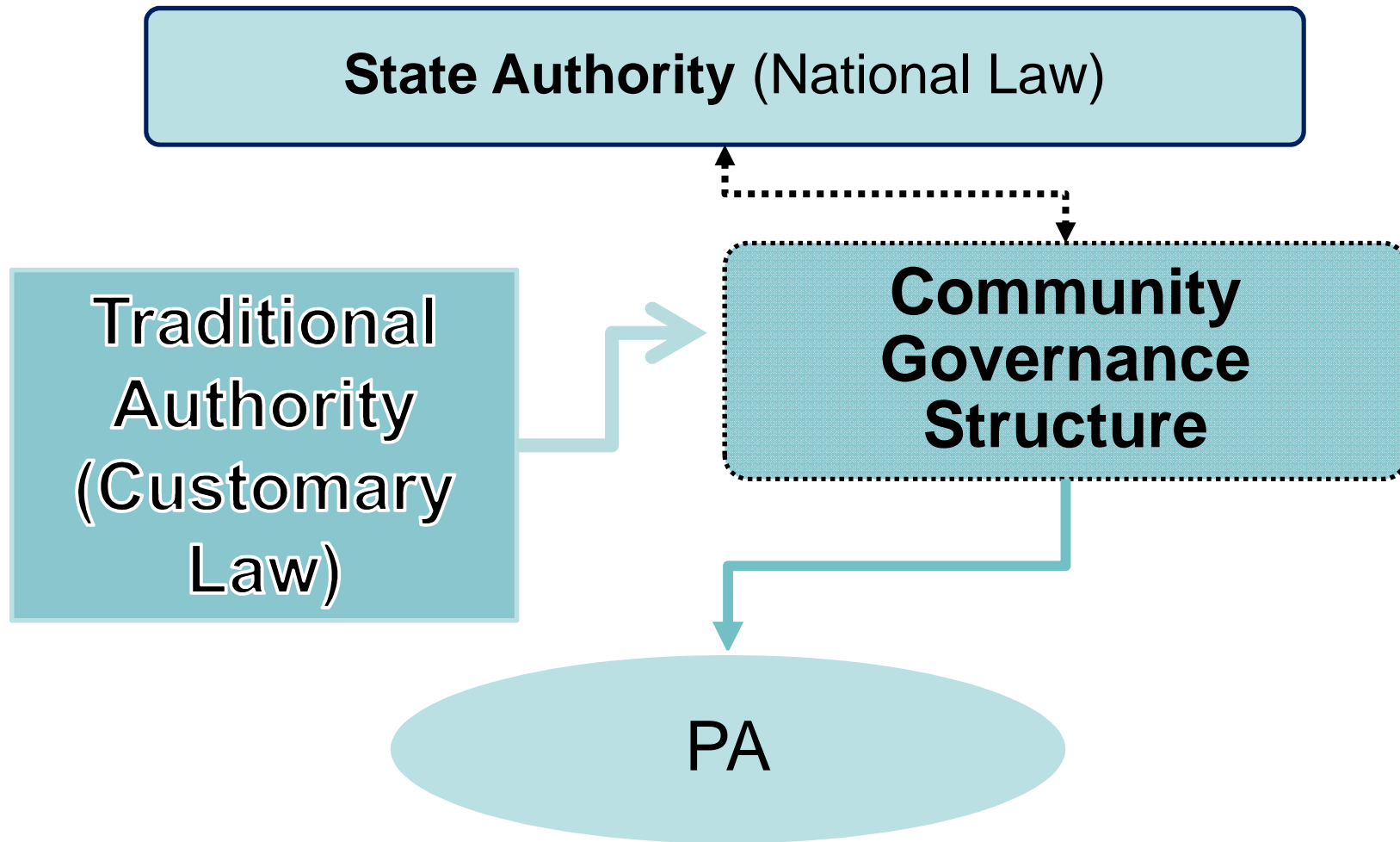




## C. Private Protected Areas



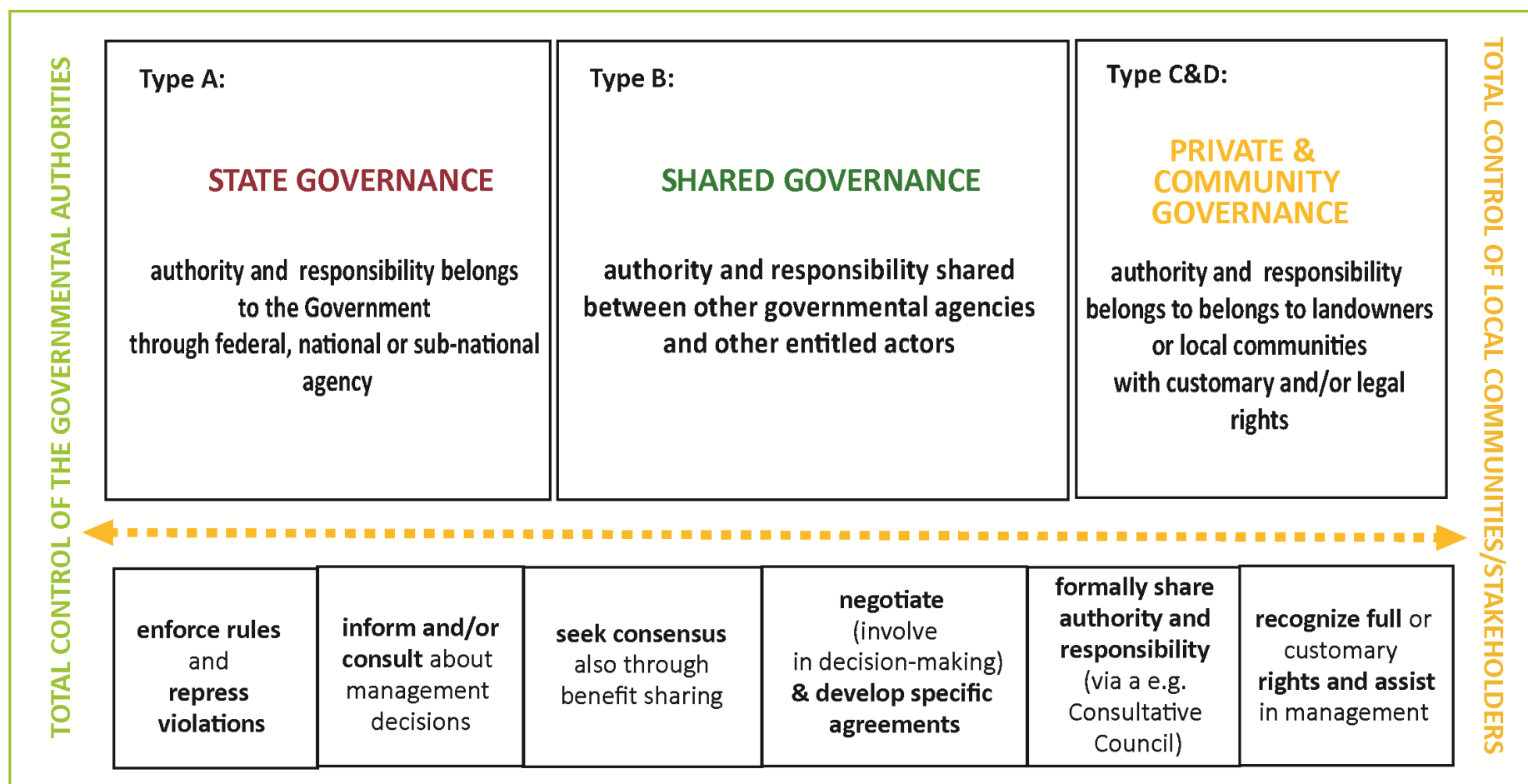
## D. Community conserved areas



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# IUCN governance types

## THE FORMS OF PROTECTED AREA GOVERNANCE AND THE DIFFERENT OPTIONS FOR STAKEHOLDER INVOLVEMENT



# Governance type and quality

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## Group exercise

Please identify what types of governance you have in your country **NOW**

Write on **yellow stickers** the initials of your country and put them on the flipcharts with the IUCN governance types (corridor)



## Group exercise

Please identify what types of governance you would like to have in your country in the **FUTURE**

Write on **orange stickers** the initials of your country and put them on the flipcharts with the IUCN governance types (corridor)





# Principles of “good governance” (governance quality)

- **Legitimacy** – governance system is officially recognized
- **Transparency** – decisions, roles, mechanisms are communicated to all interested parties
- **Accountability** – decision makers have legal responsibilities
- **Participation** – involvement of stakeholders
- **Equity/ Fairness** – equally shared benefits, fair decision for all stakeholders
- **Vision/ Direction** – decisions taken from a long-term perspective
- **Performance** – proved efficiency (result oriented, time efficient, cost wise, etc)





# Group exercise

Please describe what should be done if your country would like to develop

..... – governance type

1. Base your proposals on the main Principles of Good Governance
2. Always ask the question: what is needed to make it work efficiently
3. Include specific capacity building needs



# **Stakeholder Participation in Protected Area Management**

**Guidelines for stakeholder analysis and for planning  
participative management**

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# CONTENT OF THE GUIDELINES

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- ❖ **Section I:**        **Recommendations for PA managers**
- ❖ **Section II:**      **Practical guidelines for stakeholder analysis and for planning stakeholder involvement in PA management**
  - Methodology in 4 stages
- ❖ **Section III:**     **Theoretical background / resources**
  - Definitions, principles, benefits, risks, types of participation
- ❖ **Section IV:**      **Practical information / resources to be used in the analysis, planning and implementation**





# Stages in planning stakeholder involvement

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## STAGES

### **Phase I: current situation analysis and evaluation**

1. Stakeholder identification
1. Stakeholder analysis
1. Assessment of the current status of stakeholder involvement

### **Phase II: design and planning for stakeholder involvement**

4. Planning for future actions





# THE STRUCTURE OF THE GUIDELINES

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For each stage it is defined:

- The objective (**What do we want?**)
- Reason and usefulness (**Why?**)
- Those who should be involved (**Whom to involve?/Who involves them?**)
- The time period in the management when the stage should be done (**When?**)
- Steps (**How?**)
- Resources and conditions (**What we need?**)





# STAGE I: ANALYSIS OF THE PRESENT SITUATION

## 1. STAKEHOLDER IDENTIFICATION

Stakeholders linked to/interested in the specific values of the PA	Specific values of the PA (natural and cultural)	Threats to the values of the PA	List of stakeholders with activities potentially threatenig the PA values



Stakeholders	Linked to the values of the PA (Tick if relevant)	Linked to the threats (Tick if relevant)	Impact of the restrictions on the stakeholder 1 = low impact 2 = medium impact 3 = high impact







# STAGE I: ANALYSIS OF THE CURRENT SITUATION

## 2. STAKEHOLDER ANALYSIS

Stakeholders (as identified in step 1)	Attitude towards the PA and the PA Administration (+ acceptance / - negative 0 neutral/? Not known)	Capacity to influence important management decisions : (+++ strong support /++ medium support /+ low redus) (---strong opposition /-- medium opposition /- low opposition) (0 neutral), (? Not known)

Stakeholders	Official role / tasks	Area of activities/influence		Importance for the PA management [High/medium/low]	Notes
		% of core zone	% of total area		







# STAGE I: ANALYSIS OF THE CURRENT SITUATION

## 3. ANALYSIS OF THE PRESENT LEVEL OF INVOLVEMENT

### a. Analysis of the forms of involvement for each stakeholder

Stakeholders Grouped according to importance for the PA	LEVEL OF INVOLVEMENT please tick the relevant boxes!)								
	Informed		Offer information, contributes with resources	Consulted	Involved in analysis	Are/were partners in activities	Authoriy/responsib ility delegated for some actions	Members of:	
	Ocasiona lly	Periodicall y						Consultati ve Structure	Decision taking structure
Primari Stakeholders (high importance)									
Secondary Stakeholders (medium importance)									
Third level Stakeholders (low importance)									





# STAGE II: PLANNING INVOLVEMENT

## 4. PLANNING STAKEHOLDER INVOLVEMENT FOR THE PA

Stakeholders Grouped according to importance for the PA	Present role, importance and level of involvement	Expected role, involvement	Indicators of success	Optimal level / forms of participation	Actions	Time period	Resources	Risks
Primari Stakeholders (high importance)								
Secondary Stakeholders (medium importance)								
Third level Stakeholders (low importance)								



# Governance of protected areas in Eastern Europe

## Case studies and lessons learned



## Objectives

- **document** the range of governance models used in Eastern Europe
- **facilitate** the **understanding**, **recognition** and **use** of the different PA governance types
- **assess** the current situation
- provide **recommendations** for the Eastern European countries to improve their governance systems



# Assessment study

## ☐ Theoretical background

## ☐ Case studies

- context
- **lessons learned** for the existing types of governance
- **issues, trends, opportunities** and **concerns** related to the governance of protected areas in Eastern Europe
- **implications** deriving from existing policy and practice of PA governance

## ☐ Recommendations for the Eastern European countries





## Eastern European Protected Area Governance Project

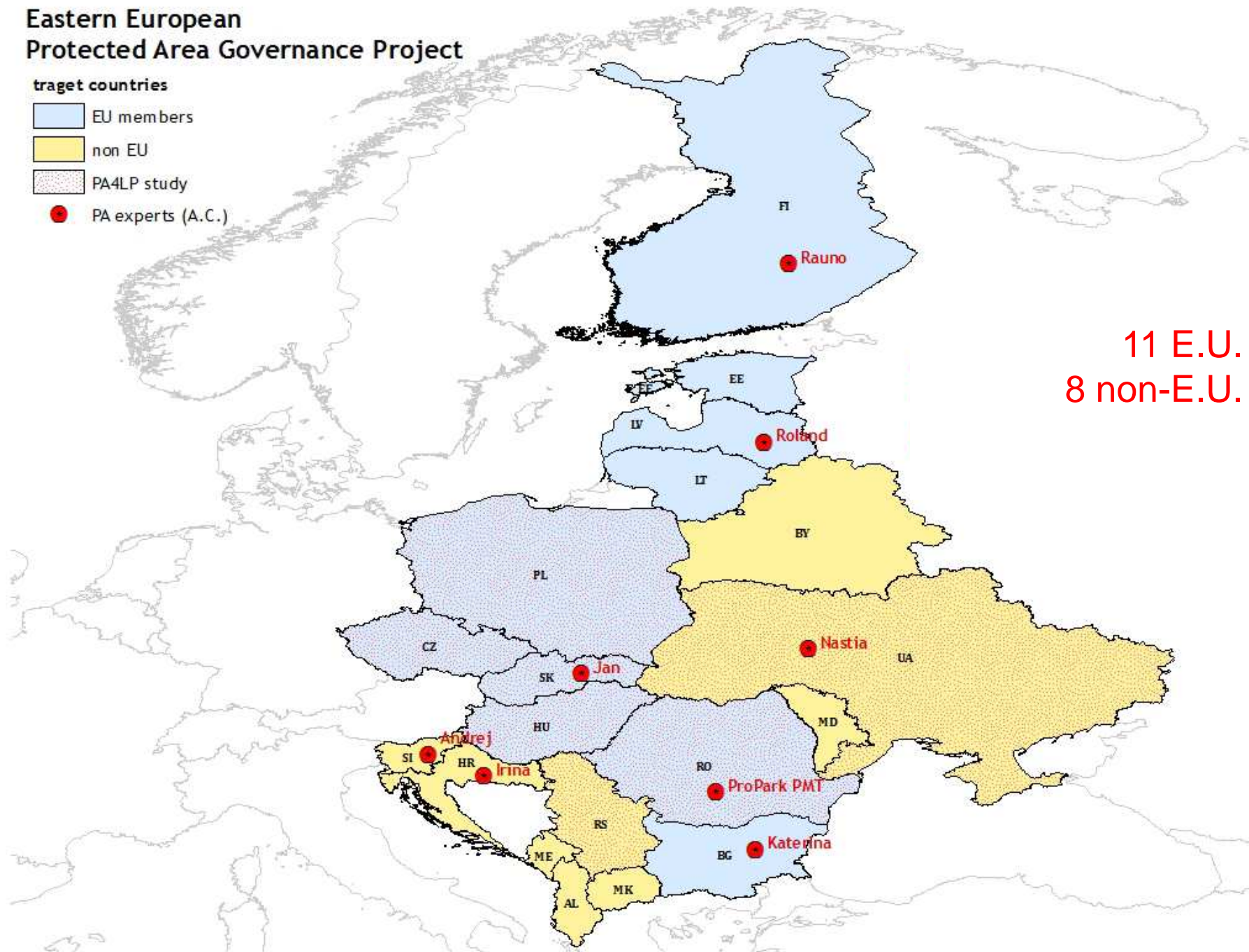
target countries

EU members

non EU

PA4LP study

PA experts (A.C.)



11 E.U.  
8 non-E.U.