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# Protected area governance in Eastern Europe

- AN OVERVIEW-




# PROTECTED AREA GOVERNANCE IN EASTERN EUROPE

## - AN OVERVIEW-

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## What is included in this brochure?

*This document summarizes the key findings of the study* ***Governance of protected areas in Eastern Europe. Overview of different governance types, case studies and lessons learned****, conducted by ProPark Foundation for Protected Areas in Romania in 2011-2012, with the financial support of BfN.*

*In this digest you will find:*

- *an overview of the* ***status of protected area governance in Eastern Europe****, presenting:*
  - *Eastern-Europe's social, cultural and political context that has implications on protected area governance;*
  - *the current condition and the diversity of protected area governance types in the region. The classification of types and sub-types is following - as far as the local particularities allow it - the IUCN classification, which is explained in the last part of the document;*
  - *some overall trends in diversifying governance and enhancing its quality.*
- *a set of* ***overall recommendations for improvement,*** *addressing the key issues that are common to most of the countries in the region.*
- *some* ***general information*** *concerning the* ***diversity*** *and the* ***quality of governance****, explaining: what governance is, the IUCN types of protected area governance and the principles of good governance. This part explain the key concepts that are used in the status overview for Eastern Europe.*

# Foreword

Protected Area Governance is a subject that has gained prominence as it becomes more and more obvious that protected areas cannot fulfil their objectives by relying solely on their management teams, but need the acceptance and active, practical input from local communities, resource managers and users.

However, the concept of governance, and its practical importance, still remain relatively blurred and poorly understood by many stakeholders, especially in some parts of the world, like Eastern Europe. Finding an oppropiate type of governance is of direct relevance and importance with regard to the effective management of protected areas.



There is a strong connection between the management of a protected area and its governance system, even if the distinction between governance and management is not always easy and clear. Protected area **'governance'** concerns the 'powers and responsibilities exercised by organisations and individuals' (i.e. **'who'** is taking decisions?), whereas '**management'** is about **what** is done concerning a particular site or situation and concerns 'the resources, plans and actions'.

In 2012 the German Federal Agency for Nature Conservation (BfN) commissioned ProPark Foundation to conduct a study on the governance of protected areas in Eastern Europe. BfN were motivated by the slow progress in implementing those governance related activities recommended by the CBD Programme of Work for Protected Areas (PoWPA) and by the fact that Protected Area (PA) institutions in Eastern Europe are faced with major challenges in implementing its provisions.

The objectives of the study were:

- to promote the understanding and recognition of the conceptual frameworks of differing protected areas governance types by illustration with case studies
- to promote the use of all IUCN[1] types of governance where applicable, to provide context on why certain governance types have been applied and to describe and review the lessons learned from each case study on governance
- to document the range of governance models used in Eastern Europe
- to highlight the key issues, trends, opportunities and concerns specific to the governance of protected areas in Eastern Europe
- to draw out implications for ongoing policy and practice for protected area governance in Eastern Europe

This study should help protected area authorities, key actors and stakeholders at all levels- national, regional and local - to understand the importance of good governance better and the need for diversifying governance types, as well as to learn, especially from relevant case studies, how to improve the decision making systems in these areas. Case studies, collected in different countries (see the map on the last page), are presented for many of the governance types, subtypes and varieties. These case studies are mainly success stories that can inspire and/or help to provide a better understanding of the advantages and benefits of the different governance systems.

This document presents the main findings of the study and is part of BfN's publication series "BfN-Skripten" (no. 360). The results presented here reflect the status of PA governance as of 2012, when most of the information was collected.

The full English version is available at: *http://www.bfn.de/fileadmin/MDB/documents/service/Skript360.pdf* and *http://www.propark.ro/en/publicatii/governance-of-protected-areas-in-eastern-europe-172.html*

1 *International Union for the Conservation of Native*



# STATUS OF PROTECTED AREA GOVERNANCE IN EASTERN EUROPE

# Background

Eastern Europe[1] - one of the areas with the highest biodiversity in Europe – hosts a great variety of species, habitats, natural and cultural landscapes of exceptional value, some of which are of global importance. The region faces huge pressures and threats that are continuously diminishing these values even within protected areas. Most of the region shares the legacy of the communist regime in the 20th century with centralised decision making system. The social, economic and political changes in the region (especially those regarding landownership), generated by the transition to a democratic system and a market economy, have a strong influence on protected area context and management, forcing protected area authorities and management bodies to re-shape the governance systems by considering the rights and opinions of landowners, resource users and other stakeholders.

During the same period, the process of decentralisation and institutional development, together with the limited allocation of financial resources from the state budget, had implications for PA management and on PA governance processes and mechanisms.



*1 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. (see the map on the last page)*

# OVERVIEW OF THE ACTUAL SITUATION

Protected areas in Eastern Europe are still governed mostly by a range of governmental bodies or authorities, albeit slowly moving towards more participative management systems, in accordance with the principle of subsidiarity.

Nonetheless, there are positive changes and trends, with open minded protected area authorities, managers and pro-active stakeholders taking the lead in changing the highly centralised protected area government systems into more open and transparent participative systems. Case studies envisaging '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 on the rise for the future of protected areas that should be seriously considered by current decision makers in their future strategies.

In most cases protected area legislation does not provide the proper framework necessary to ensure good governance and participatory decision-making processes that are able both to strive towards equity and to contribute to improving the performance of the protected area management systems. However, in most Eastern European countries the legislative framework is being steadily improved, incorporating some of the principles, concepts and mechanisms that can enhance the quality of PA governance.

# Governance types in Eastern Europe

The investigation of governance types for protected areas in Eastern Europe revealed very diverse types of governance at the regional level, which are, in most cases, still rooted in the former centralised systems.

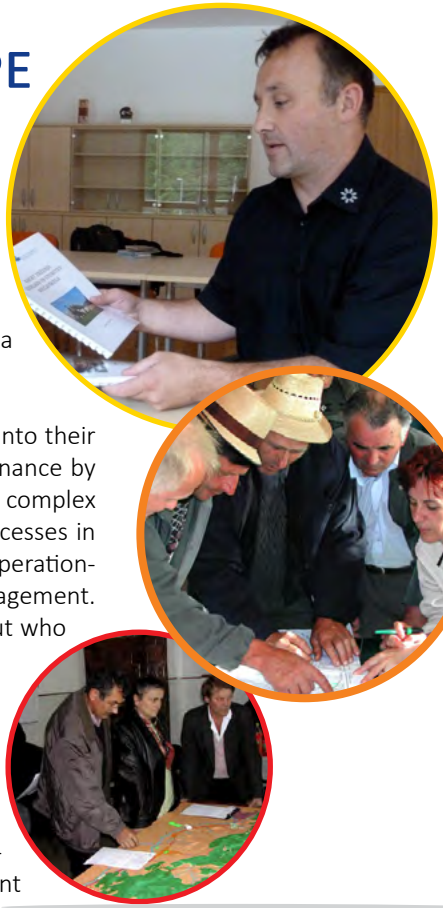
The decision making and management processes for protected areas evolved and adapted to the dynamic changes within the society. These processes led to new types of governance that are adopted ´de facto´ and ´de jure´ or sometimes only ´de facto´, i.e. by being introduced in a "bottom-up approach" by governmental or non-governmental actors.

Although most countries in the region have not really transposed the IUCN governance types into their national legislation, some governments have enabled the development of new types of governance by creating the legal framework which recognises them. In some cases, complex and clear rules are defined with regard to decision making processes in protected areas, from decisions on long term strategies and operational plans to decisions on issues related to every-day management. However, in most cases, there is not enough clarity about who decides what and how decisions should be taken.

A

**GOVERNANCE BY GOVERNMENT** is the most common type of governance, predominating in all the Eastern European states, having as main decision makers: (i) **a national or federal ministry,** (ii) **a state agency**, (iii) **a regional/local agency** or **government,** or (iv) **other delegated actors**.

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 employed not to assign labels but rather to provide a guiding framework for understanding the governance systems. The most important aspect to be considered in practice is to allow for different govern-



ance approaches, by providing a legal framework that supports diverse actors taking on responsibilities.

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

- **Centralized governance** refers to most centralized systems of decision-making and management. 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 the central authority for the environment. In all of the other countries this subtype is present together with other subtypes, such as for example in the Czech Republic, where this model applies to national parks but not to the other protected areas.

- **State management by a national agency** involves the existence of a specialized agency, which is subordinated to the central authority for the environment, and has the role of both coordinating / supervising the local protected area management units and of ensuring the connection with the sectoral authorities from central level. 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).**

- **State management by a regional / local agency or authority,** where the national protected area or environmental protection agencies have regional or local level branches to which decision-making is devolved (e.g. Slovakia, Latvia, Finland, Romania, Croatia and Bulgaria). In most countries this governance type is used especially for small protected areas, such as in Romania where the Ministry of Environment devolves the responsibility for protected areas from IUCN category I, III and IV to local environmental agencies. These local agencies can further delegate the responsibility to custodians (individuals, NGOs or other entities).

- **Delegated management** to state authorities or to non-state actors seems to be quite common in most of the countries – e.g. Serbia, Slovenia, Romania, Republic of Moldova and Ukraine. Delegation by the central authority for the environment 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, 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 protected areas, etc.

- The possibility of delegating the responsibility for management to other types of actors depends sometimes

on the management category of the protected areas. In most of the cases of large protected areas (i.e. national parks, nature parks and biosphere reserves) management units are organised, 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 to them by the state. However, there are also exceptions to this rule, as for example in Romania, where protected area management is delegated to third parties, no matter what the category or size of the protected area.

- In some of the countries (for example in Slovakia and Slovenia), where delegation is possible, very few actors are actually using this option. The reasons why these 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 study within Chapter 7.

**Governance by government** is often made more participatory through the establishment of **multi-stakeholder platforms and expert bodies** with advisory or even some decision making roles. These 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 recommendations on how to make these platforms more effective for an improved PA management.

**Most centralized systems**, where the state has the main role in the management of protected areas are found in Hungary, Albania, Croatia, Finland, Czech Republic and Slovakia. In almost all of these countries there are also some other actors involved to a certain extent in this field – e.g. in the case of Croatia and Slovakia, some NGOs manage PAs 'de facto', without having this responsibility delegated or assigned to them by the law.

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

B

**MULTI-STAKEHOLDER GOVERNANCE** can be found in a few of the countries:

- **transboundary protected areas** – documented in Finland, the Czech Republic, Albania and Hungary;
- **Collaborative management** – found in Estonia, Latvia, Romania, Slovenia, Bulgaria, Croatia ('de jure' but not 'de facto'), and Lithuania.




The pilot cases of **collaborative** and **private management** can be considered innovative approaches for the region, building experience and helping to cover almost all IUCN governance types in the region. In some cases these 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 protected area management when the existing management and governance arrangements do not effectively address the challenges or are not sufficiently supported.




No real example of community management, in te sense of IUCN, 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[1]). The examples presented in this study are not 100 % ICCAs but rather are 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 consider them fully under this type:
a) *Land management rights:* land is not owned by the community) – e.g. the case of Gajna Significant Landscape in Croatia.
b) *Communities do not have their own decision making and management system* (nor recognised either legally or by custom) 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.

The study refers only to governance types applied to legally designated protected areas, not including areas conserved through other effective means[2].

1 *The definition of ICCAs is presented in the next section – „Protected area governance".*

2 *See the IUCN definition for protected areas,(Dudley, 2008)*

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.





# TRENDS

Two simultaneous and convergent trends could be observed towards increasing governance diversity at national levels:
(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', emerging as a 'bottom-up' response to conservation needs, revealing commitments, interests or manifesting reminiscences of old customary and traditional values- the signs of evolving societies.

The last 20 years have **brought frequent and challenging institutional changes** in almost all of the countries, especially at the national level, the most important ones being linked both to the accession to the EU and political changes at the national level. As the study learned from the practitioners, these changes are sometimes generating instability and insecurity for protected area managers, reflecting the fact that the new governance systems had not yet reached their 'maturity', and are evolving under the legacy of centralised thinking.

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

**Participation** is a key ingredient of good governance of protected areas. Increased involvement of a wider range of stakeholders would substantially decrease conflicts and would motivate the stakeholders by securing a share in decision making, developing a sense of belonging to the process- an incentive in itself for contributing to conservation.

Although there is quite an obvious trend towards improved stakeholder participation and an increasing demand for it in the study region, it is still not happening "naturally". The study shows 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. The case-studies show that **open-minded, motivated people, with good communication and facilitation skills** are the key success factor for good governance.





# INGREDIENTS FOR IMPROVED PROTECTED AREA GOVERNANCE

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. Pro-active participation of rights-holders and stakeholders, sharing management tasks and responsibilities with the authorities or even taking over their tasks entirely, should be options considered as viable alternatives for PA management. Beyond the international obligations assumed, Eastern European countries should, first of all, acknowledge the benefits arising from good quality governance of protected areas, both for the responsible authorities and for stakeholders.

As results of the study, the following have been identified as **key ingredients** for the improvement of protected area governance within the region:



## **I.** Strengthening the enabling environment

- **a flexible legislative framework**, allowing for different governance types to be implemented in any category of protected area and for strong and effective participatory mechanisms to develop, especially in category V protected areas, where conservation and sustainable development objectives intertwine, as well as in the case of trans-boundary protected areas.
- **an appropriate institutional framework**, which is able to provide coherence and consistence, to monitor the progress of implementing different governance types within the protected area management system, to build, develop and innovate the governance system based on the strengths, opportunities and lessons learned. This can be done by establishing national agencies for protected areas or units dedicated to protected areas within the central authority for the environment, and by allocating resources for their good functioning.

## **II.** Increasing awareness concerning the relevance and urgency of the governance issue

- **a high degree of awareness** is criticalconcerning the importance of good governance in achieving the protected area management objectives and the benefits of different types of governance. There is a great need and urgency for improving the level of information and awareness, especially for decision-makers and for key stakeholders at all levels, and for promoting the benefits of different governance types.

## **III.** Improving resource allocation for governance issues

- **an adequate allocation of resources** is needed for capacity building and improving the pool of human resources, developing the enabling environment and the appropriate mechanisms and tools for good governance. National and regional protected area authorities should acknowledge the staff and resource needs for improved PA governance, by providing financial and technical support on governance, by considering specific requirements when recruiting the staff and by building the internal capacity to improve governance.
- **the allocation of sufficient financial resources** should be especially considered, as means to support the implementation of good quality governance systems. Financial resources should be allocated to putting in place and ensuring the proper functioning of institutions (e.g. national agencies) and participatory mechanisms (e.g. multi-stakeholder bodies), as well as for ensuring the quality of decision-making processes.

## **IV.** Developing appropriate mechanisms and tools

- **a permanent coordination of all the actors** involved in PA governance and management at the national level should be secured to enable a coherent approach, to allow for a

continuous monitoring and improvement of existing governance systems, and having as a final goal the contribution to effective management of protected areas. Coordination becomes even more important when the number and variety of actors involved is increasing, as a result of diversifying governance approaches. Coordination can be ensured by the agencies or units specialized in protected area management and by appointing staff to deal with this issue in relevant sectoral institutions.

- **strong and effective mechanisms to ensure public and stakeholder participation** should be established, irrespective of the governance type in place, and even if not provided as an obligation by the law. 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. Management bodies of PAs governed by government, in particular, can use such mechanisms to improve the quality of their governance systems by ensuring the involvement of all relevant stakeholders.
- **a consensual approach to decision-making** should be considered whenever possible, and should be promoted by regulations to allow for a proper influence from groups with limited representation and to ensure equity.
- **a systematic, sound approach to developing participatory processes** should ensure transparency and provide opportunities for sharing, consultation and effective involvement in the governance processes. The development of participatory processes should be done based on stakeholder participation plans, starting from thorough stakeholder analysis.
- **an evaluation and monitoring system for the quality of governance** should be developed in each country, using at least a few key indicators, that allows for tracking the progress at the PA and national level.

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 way, 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 address and counter 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 in the long term to benefit fully from what nature offers to us.

# PROTECTED AREA GOVERNANCE



# WHAT IS PROTECTED AREAS GOVERNANCE?

**The relevance of "governance" issue in the context of protected are management**

Abrams et al. (2003) point out 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'[II], enhancing its long-term sustainability[III].

To a certain extent governance refers to **how** and **by whom** management of a protected area is done, with particular regards to decision-making processes ('who makes those decisions and how') throughout the protected area life cycle.

**What does governance refer to?**

The term governance refers to power **relationships** and **accountability. It concerns:**

- 'the way in which the decisions are made concerning public interest issues and the way in which citizens and stakeholders can express their opinion'[IV]
- 'how decisions are taken on issues of public and often private concern, and how citizens or other stakeholders have their say'[V],
- 'who has influence, who decides, and how decision-makers are held accountable'[VII],
- 'the interactions among institutions, processes and traditions that determine how power is exercised[VII],
- the interaction between the government, private sector and civil society[VIII]and the role each of these types of actors play in the decision-making and management process.

# TYPES OF GOVERNANCE

The types of protected area governance[IX] 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.

IUCN Governance Matrix (adapted)

| Governance type | Category of PA | 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 |
|---|---|---|---|---|---|---|---|
| A. Governance by government | Federal or national ministry or agency in charge | | | | | | |
| | Local/ municipal ministry or agency in charge | | | | | | |
| | Delegated management (e.g. to an NGO) | | | | | | |
| B. Shared governance | Trans-boundary management | | | | | | |
| | Collaborative management | | | | | | |
| | Joint management | | | | | | |
| C. Private governance | By individual land-owner | | | | | | |
| | By non-profit organisations (e.g. NGOs, university, etc.) | | | | | | |
| | By for profit organisations (e.g. corporate land-owners ) | | | | | | |
| D. Governance by indigenous peoples and local communities | Indigenous peoples | | | | | | |
| | Local communities | | | | | | |

The IUCN matrix is a common framework that can be useful for an overview of the different types of governance, which are correlated with the IUCN protected area management categories.

## **A.** Governance by government

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.







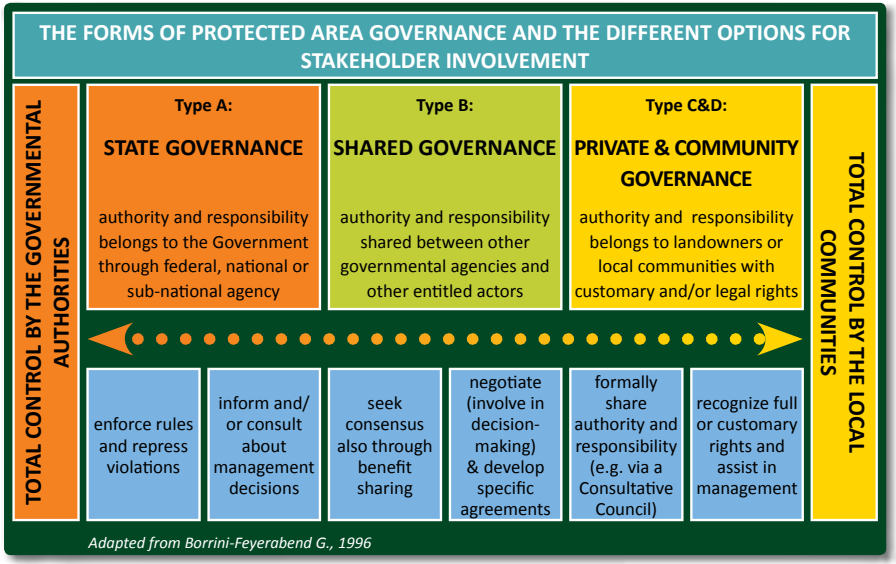


## **B.** Shared governance

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 and 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'[(X)].




*Forms of PA governance and the options of PA authorities concerning the involvement of stakeholders*

## **C.** 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 and 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.

## **D.** Community governance (community conserved areas)

Authority and responsibility for management of a protected area rest with communities and are expressed through 'various forms of customary or legal, formal or informal institutions and rules'[XI]. Land and resources may be collectively owned, although they do not 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 Consortium[1], 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 to 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.

*1 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*

# PRINCIPLES OF GOOD GOVERNANCE

'**Good governance of a protected area** can be understood as a governance system that responds to the **principles** and values freely chosen by the people and country concerned 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'[XII].

'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'[XIII].





# BRIEF DESCRIPTION OF THE PRINCIPLES OF GOOD GOVERNANCE[1]

***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[(XIV)];

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 a broad consensus

***2. Subsidiarity*** – the management authority and responsibility is attributed to the institutions closest to the resources at stake[(XV)];

***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[(XVI)];

*1 Based on the classification of Abrams et al. (2003) - which integrates the principles defined by the United Nations Development Programme (1997) and by the Institute of Governance (2003) and 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[XVII].

***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[XVIII].

***5. Fairness*** – sharing the costs and benefits of establishing and managing protected areas equitably and providing recourse to impartial arbitration 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.



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V. Idem IV.

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VII. Idem VI.

VIII. Borrini-Feyerabend Grazia, Johnston Jim and Pansky Diane (2006) Governance of Protected Areas. In Managing Protected Areas: A Global Guide. Lockwood, Worboys and Kothari eds. Earthscan UK and USA. p.116-145.

IX. Described by Abrams et al. (2003) – see note VI.

X. Borrini-Feyerabend Grazia (2008) Governance as key for effective and equitable protected area systems, briefing note 8, TGER and TILCEPA.

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

XII. Idem IV.

XIII. Idem III.

XIV. Idem XI.

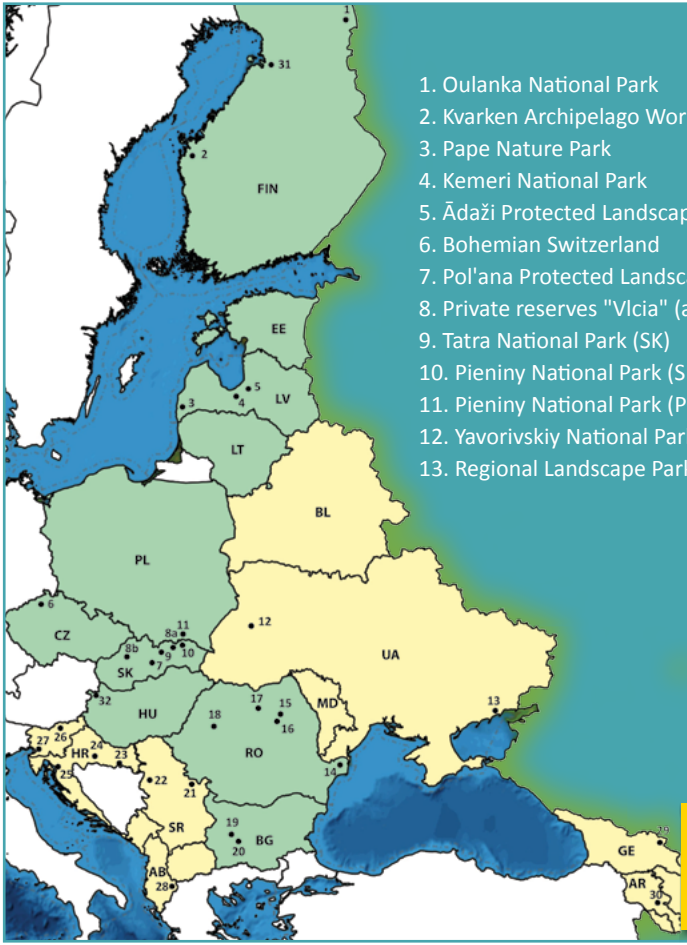
XV. Idem XI.

XVI. Idem XI.

XVII. Idem VI.

XVIII. Idem VI.

For other classifications grouping the good governance principles see:
Borrini et al, (2013)
Dudley (2008),
Abrams (2003)




1. Oulanka National Park
2. Kvarken Archipelago World Heritage Site
3. Pape Nature Park
4. Kemeri National Park
5. Ādaži Protected Landscape Area
6. Bohemian Switzerland
7. Pol'ana Protected Landscape Area
8. Private reserves "Vlcia" (a) and Rysia (b)
9. Tatra National Park (SK)
10. Pieniny National Park (SK)
11. Pieniny National Park (PL)
12. Yavorivskiy National Park
13. Regional Landscape Park "Meotyda"
14. Danube Delta Biosphere Reserve
15. Vânători Neamţ Nature Park
16. Ceahlău National Park
17. Călimani National Park
18. Pădurea Craiului-Defileul Crişului Repede SCI
19. Pirin National Park
20. Rila Monastery Nature Park
21. Djerdap National Park
22. Zasavica Special Nature Reserve
23. Gajna pasture (landscape protected area)
24. Lonjsko Polje Nature Park
25. Northern Velebit National Park
26. Logarska Dolina Nature Park
27. Sečovlje Salina Nature Park
28. Prespa Lake Trans-national Park
29. Tusheti Protected Landscape
30. Initiative for a community conserved area
31. Liminganlahti Nature Reserve
32. Fertő-Hanság National Park

**THE TARGET AREA OF THE STUDY AND THE LIST OF CASE STUDIES**

