



Conference on

Governance of Natural Resources in a Multi-Level Context

20 - 22 January 2010, Leipzig, Germany

- Abstracts Book -

Abstracts by Session and Sessions in Chronological Order

Keynote 1

Wed. 20 Jan. 2010 at 14:00 , Room 1A.

Concepts for the analysis of scale-effectiveness of multi-level governance of biodiversity conservation

Primmer, Eeva (1); Similä, Jukka (1); Ring, Irene (2); Mathevet, Raphaël (3); Antunes, Paula (4); Cent, Joanna (5); Grodzinska-Jurczak, Malgorzata (5); Kettunen, Marianne (6); Koellner, Thomas (7); Pantis, John D. (8); Potts, Simon G (9); Santos, Rui (4); Tzanopoulos, Joseph (9); Apostolopoulou, Evangelia (8); Vogiatzakis, Ioannis (9).

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- 2) UFZ - Helmholtz Centre for Environmental Research, Germany;
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Abstract

The management of social-ecological interactions is multi-scalar by nature. Ecological processes shaping biological diversity are influenced by a range of anthropogenic processes at various spatial levels. Similarly, biodiversity conservation policies and decisions are made and implemented at multiple governance levels and in more or less nested organizations. The decisions themselves vary according to the ecological, geographical or administrative levels and scales that they address. They can be complementary or conflicting. For policies to effectively enhance conservation and sustainable use of biodiversity, they must identify and address relevant scales and communicate across governance levels and management units (i.e. vertical and horizontal interactions of scales and levels). This paper surveys and develops concepts to support future empirical analysis of scale-sensitivity of governance and scale-effectiveness of policy

instruments in biodiversity conservation in Europe. Scale-sensitivity and scale effectiveness require identification of relevant scales, ability to process new knowledge relative to scale, and adaptability of governance mechanisms and policy instruments to match relevant scales and levels. Our conceptual analysis draws on governance, law, economics, geography and natural resource management literature. The paper will contribute to the ongoing discussion on multi-level governance of global environmental change that takes both ecological scales and governance scales seriously. The analysis will be based on fundamentals of the necessary concepts and abstractions, and be presented in the framework of the pragmatic challenge of biodiversity conservation.

Keywords: Scales, scale-effectiveness, biodiversity, multi-level governance, policy instruments.

Submitted by: Primmer, Eeva , e-mail: eeva.primmer@ymparisto.fi.

Keynote 2

Wed. 20 Jan. 2010 at 14:30 , Room 1A.

Cross-Scale Networks and Water-Governance in Greece. Can hierarchies be threatened?

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Abstract

The paper focuses on how Cross-Scale Network analysis and action research can be useful in the politics of scale. The main theoretical and empirical pillars upon which the argument is built are presented below:

1. The Politics of Scale and Governance Arrangements. Why "Scale" matters. What are the traps to avoid?
2. Cross-Scale interactions between stakeholders in resource management
3. Power and Knowledge in Cross-Scale Networks;
4. The case study of Water-Governance Network in Greece;
 - 4.1. -Construction of a Cross-Scale Network in the 'Shadow of Hierarchies'. Action-research;
 - 4.2. -Problem definition, Different perceptions of stakeholders, "hidden" problems;
 - 4.3. -Power relations and Knowledge types of the actors involved "Productive" power, local dynamics of learning, extending action fields through co-operation;
5. Conclusions: Broadening Legitimacy and Effectiveness through cross-scale networking.

Keywords: Cross scale networks, Politics of Scale, Water Governance.

Submitted by: Getimis, Panagiotis , e-mail: getimisp@gmail.com.

Transform

Wed. 20 Jan. 2010 at 16:00 , Room 1A.

Determinants and outcomes of environmental governance institutions in Poland before and after the accession to the EU: The tale of two roads

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Abstract

Accession of the Central and Eastern European countries to the European Union involves considerable institutional changes in the field of environmental governance. These changes address not only formal rules but also informal and ideational aspects of managing natural resources. Two important developments in Poland in this respect included a shift towards multi-level governance and more participatory decision-making concerning environment. These transformations however have not occurred without problems. A rapid change of

formal rules, new balance of power between actors and the introduction of new discourses have caused conflicts between "the old" and "the new". In the proposed paper we first discuss conceptual aspects that shed light on rapid and substantial institutional change such as that associated with transition in CEE countries, and its implications for environmental governance. We then illustrate the character and result of changes in environmental governance through two case studies from Poland concerning road development schemes on the ecologically sensitive areas before and after the accession to the EU. Conflicts between environmental NGOs demanding conservation of a landscape park and a potential Natura 2000 site on one side and road developers supported by local and regional authorities on the other are solved in contrasting ways. In the first case the road is built despite the protests and possible alternatives. In the second case, due to the complaint of the European Commission to the European Court of Justice and potential problems with EU co-funding, the investment is stopped and after negotiations with stakeholders a different variant is chosen. Similar problems underlying conflict between development of new roads and conservation and different results of the action situation yield interesting empirical and theoretical insights into the impact of the EU on the environmental governance of CEE countries and on the character and determinants of the process of institutional change.

Keywords: institutional change, multi-level governance, CEE, road development, EU expansion, biodiversity conservation.

Submitted by: Niedzialkowski, Krzysztof , e-mail: kniedz@zbs.bialowieza.pl.

Dealing with uncertainties in the regional implementation of the Water Framework Directive

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Abstract

This paper addresses the question in what way Dutch water boards have dealt with the uncertainties concerning the implementation of the Water Framework Directive.

The purpose of the European Water Framework Directive is to establish a framework for the protection of European surface and ground waters by preventing further deterioration and protecting and enhancing the status of aquatic ecosystems. (International) river basin districts are the main unit for management of river basins. The Netherlands is divided into 7 (sub)districts. In 2015 waters in these (sub)districts should have a good status. The Water Framework Directive aims for a further structuring of policies in the member states by introducing additional steering concepts like water bodies, environmental objects, good ecological quality, programmes of measures etc. These concepts frame debates on the national but also on the regional level. In the Netherlands, 26 water boards have a key responsibility for regional water management and therefore for the regional implementation of the WFD.

In the period 2000-2008 the water boards had to translate, discuss and specify the steering concepts of the Water Framework for their territories. In this paper we address the way water boards have dealt with the uncertainties that were perceived concerning the meaning and implications of the steering concepts. On one hand legal, administrative, scientific, technical, process and financial knowledge had to be acquired to reduce these uncertainties. On the other hand pragmatic decision-making might have reduced uncertainties as well. The paper is based on document analysis, in depth case studies (water boards De Dommel and Regge and Dinkel) and interviews with key informants from other water boards. The paper tries to draw some conclusions about the optimisation of the balance between centralist and bottom up approaches in multilevel governance settings.

Keywords: water framework directive, steering concepts, uncertainties, science policy interface, multilevel governance.

Submitted by: Dieperink, Carel , e-mail: c.dieperink@geo.uu.nl.

The Emergence of Multi-Level Governance in Belarusian Biodiversity Protection Policies. The Leviathan's Collapse?

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1) Central European University, Hungary;

2) Institute for Forecasting, Slovak Academy of Sciences, Slovakia.

Abstract

In this paper we are seeking to ask the question: under what conditions a government favouring top-down approaches is willing to release some of its control? We analyze biodiversity protection policies in Belarus from the collapse of the Soviet Union till present. Our evidence is based on document analysis and in-depth interviews with representatives of different stakeholder groups, including the Belarusian government, local authorities, academia, and NGOs (both recognised and banned). The analysis is illustrated by a number of case studies, in particular the Belavezhskaya Pushcha (a national park on the border with Poland). The analytical framework employed for the analysis of the institutional change is that of policy innovation as formulated by Deyle (1994).

The top-down style of the national governance covers all aspects of public life including environmental policy-making and management. However, multiple levels of environmental governance emerging in Belarus with increasing international cooperation make the Belarusian Government accept some new rules and values (e.g. consider non-governmental organisations as partners) or to go for tricks to avoid them (e.g. fake participation events, cooperation with pocket NGOs). At any rate, all this has an enormous social learning importance for all parties involved and, therefore, has a reinforcing effect. A tool Belarusian non-governmental parties start to explore, is lodging an appeal to international institutions to influence domestic decisions, a method proved more efficient than proceeding in a bottom-up manner. A similar mechanism is employed by concerned researchers involved in the development of legislation, e.g. they refer to multilateral environmental agreements ratified by Belarus to pursue the Government to adopt a development/concept/tool unwanted before.

The role the EU plays in the process can be increased or, at least, much optimised. Priorities of funded assistance programmes need a thorough revision, with a serious attention to pay on target institutions and forms of assistance. Some developments in international politics are also not fully consistent with an EU neighbourhood policy objective to extend a zone of prosperity, stability and security. This includes not-ratifying by the EU the accession of Belarus to Annex B of the Kyoto Protocol, stern visa regime, etc."

Keywords: Biodiversity governance, Belarus, Policy innovation, EU neighbourhood policy.

Submitted by: Shkaruba, Anton , e-mail: shkarubaa@ceu.hu.

MLG 1

Wed. 20 Jan. 2010 at 16:00 , Room 2B.

Adaptive Governance and Climate Change. Assessing the adaptive capacity of spatial planning in Alpine countries.

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1) Eidgen. Forschungsanstalt für Wald, Schnee und Landschaft (WSL), Switzerland.

Abstract

How to govern climate adaptation in multi-level spatial planning systems in alpine countries? Whereas climate mitigation has to be conducted and coordinated on a global level, climate adaptation can primarily be dealt with on the regional and local level. Natural conditions as well as societal and economic vulnerabilities can be very different between regions. Moreover, the capacity of cities, municipalities, regions and countries to adapt to climate change depends on multiple factors (e.g. institutional, societal, economic, and cultural) (cf. Füssel 2007, Lebel et al. 2006). In this context spatial planning as a policy field has taken on the question how to enhance adaptation options and to improve the coordination and exchange between administrative units of different scales as well as between different actors dealing with climate change adaptation issues.

Presenting first results of a research project, the paper addresses two questions: first, how climate adaptation is governed in multi-level spatial planning systems and second, how governance patterns and mechanisms in spatial planning can adapt to new challenges concerning climate change impacts. The paper focuses on the transnational analysis and evaluation of the adaptive capacities of relevant spatial planning systems in Alpine Countries. Besides spatial planning policies on different levels (transnational, national, regional, local) and spatial planning instruments for climate adaptation the analysis also focuses on the national and regional political framework, on cooperation and participation activities, on knowledge requirements and institutional barriers within the Alpine countries. The results of this systematic transnational analysis of multi-level governance in the field of spatial planning are subsequently discussed against the background of current concepts of adaptive governance in multi-level environments (cf. Brunner 2005, Folke 2006).

Keywords: Adaptation to climate change, spatial planning, adaptive capacity, adaptive governance, transnational analysis, Alpine space

Submitted by: Kruse, Sylvia , e-mail: sylvia.kruse@wsl.ch

The evaluation of a 'Convention-Check'-impact: Improved multi-level biodiversity governance on the example of the National Park Thaya Valley/Austria

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Abstract

This paper focuses on the question in how far a practical evaluation of a National Park's policy instruments and of the participation of its management carried out in 2007 had an impact in the multi-level governance of the National Park yet. The research bases on a professional assessment of the contribution of the Austrian National Park Thaya Valley to the implementation of Multilateral Environmental Agreements implemented 2007 by means of a new method called 'Convention-Check'. During this Convention Check 155 international norms of five Multilateral Environmental Agreements (Bern Convention, CBD, CMS, AEWA, EUROBATS) were assessed and 82 recommendations addressing different levels of governance were developed (Mauerhofer, 2009). The current paper first assesses the concrete number of recommendations addressed to each geographical and institutional level of governance respectively as several recommendations refer to more than one level of governance. The different institutional and geographical levels addressed are the Austrian and Czech National Park managing bodies as well as Austrian and Czech administrative and legislative bodies competent to take relevant measures for the National Park respectively. Then for each level of governance the practical implementations steps already done in order to comply with the recommendations are evaluated by means of in-depth interviews. Three categories are applied for the analysis during the interview, namely recommendation fully, partly and not implemented. The results show the

widespread variety regarding the number and intensity of implementation measures taken yet by the different levels of governance addressed. Furthermore, potential reasons and perspectives for that situation as well possibilities for future improvements of the method and its application on other large scale protected areas are discussed.

Keywords: conservation, legal, law, cross-border, convention.

Submitted by: Mauerhofer, Volker , e-mail: volker.mauerhofer@univie.ac.at.

Rescaling of resource governance as institutional change: Potential questions and their evaluation

Thiel, Andreas (1).

1) Humboldt Universität zu Berlin, Germany.

Abstract

In 2000 the Water Framework Directive has been adopted in Europe. One of its principles is to define, "the right geographical scale ...for water management" {CEC, 2007} in relation also to the management of other environmental resources. It specifically advocates River Basin Management. Changes in the scale of governance of resources imply changes in size of areas covered, the level within a nested configuration of jurisdictions and the relation to other resource management regimes and levels. In this paper we want to contribute to an endeavour laid out by radical human geographers: understanding of the social construction of scale (re-scaling) of resource governance (Brenner, 2004: 96). We try to take a first step into the direction of theorizing re-scaling. For this purpose we first hypothesise about drivers of re-scaling drawing on an economic and a distributional theory of institutional change. Second, we derive a heuristic framework based on the distributive theory of institutional change for explaining re-scaling of water governance in Portugal and apply it. It turns out that changes in properties of transactions did not play any role for re-scaling. In contrast, the structure of internal policy making favours a dominant role of paradigms defended by key politicians with regards to the broad orientation of re-scaling. Finally, in times of tight budget constraints perceived cost effectiveness in providing governance services played a decisive role for the specific set-up of the new governance structure. We conclude by exploring the implications of these findings for other cases of (re-)scaling decisions, namely Spain and Germany.

Keywords: Re-scaling, Institutional change, Water governance, Social construction.

Submitted by: Thiel, Andreas , e-mail: a.thiel@staff.hu-berlin.de.

GoverNat Session

Wed. 20 Jan. 2010 at 18:00 , Room 1A.

Key messages on European participatory multi-level governance of biodiversity and water

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Abstract

This contribution gives an overview of the GoverNat project and its main results. In a first round, GoverNat fellows analysed 9 cases of participation in European multi-level governance of water and biodiversity; these were then used to discuss and alter the first framework for analysis and evaluation. Over all, the doctoral fellows analysed and evaluated more than 30 cases throughout Europe. Some of their characteristics are presented in this overview. With regard to the participatory methods employed convenors of participatory events do not seem to have reflected consciously on the specific aim of participation and compared different methods when setting up their participatory approach. More specifically, we have not observed a single case where a participatory approach has been used that explicitly addresses the multi-level governance aspect by including actors from different levels and sectors in a coherent way. This overview will also introduce the fellows' presentations throughout the rest of the conference in relation to each other.

Keywords: participation, multi-level governance.

Submitted by: Rauschmayer, Felix , e-mail: felix.rauschmayer@ufz.de.

Evaluation

Th. 21 Jan. 2010 at 09:00 , Room 1A.

Knowledge-based tools for anticipating the consequences of multi-level governance for natural resource livelihoods in Lapland, Finland

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Abstract

How to analyze and monitor the sustainability of natural resource management from the local perspective in the Nordic periphery? Reindeer herding, forestry and tourism are local livelihoods that depend on natural resources in different ways in Lapland, Finland. The situation poses challenges for environmental governance at various levels of administration. On the one hand, livelihoods that compete over natural resources depend on policies developed in different sectors of EU and national policy. On the other hand, there are many interdependencies between governmental and non-governmental actors. EU's climate policy can also benefit or harm the practice of local livelihoods. Thus the environmental governance situation in Lapland is complex and policy analysis, to be sufficient, must contain both vertical and horizontal dimensions. This paper suggests that policy anticipation is a key moment from the local perspective and that anticipation must be done in co-operation with the local policy-makers and practitioners of local livelihoods. Policy anticipation requires knowledge-based tools for monitoring signals from various levels and sectors of governance and the tools must be sensitive to local conditions. In practice knowledge-based tools work as hands-on indicators for local policy-makers or practitioners to identify significant turns of events in ongoing or planned policy. Critical signals can be, for example, based on historical knowledge. In the historical analogy approach undertaken in this paper, a current event is analyzed for the purposes of policy anticipation by framing it as analogous with a particularly meaningful historical event.

Keywords: environmental policy, natural resource management, multi-level governance, indicator.

Submitted by: Levänen, Jarkko , e-mail: jarkko.levanen@helsinki.fi.

Assessing the role of economic instruments in a policy mix for biodiversity conservation and ecosystem services provision: a review of some methodological challenges

Ring, Irene (1); Barton, David N. (2); Rusch, Graciela (2); May, Peter (3); Unnerstall, Herwig (1); Santos, Rui (4); Antunes, Paula (4); Brouwer, Roy (5); Grieg-Gran, Maryanne (6); Similä, Jukka (7); Primmer, Eeva (7); Romeiro, Ademar (8); DeClerck, Fabrice (9); Ibrahim, Muhammad (9).

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8) Institute of Economics, State University of Campinas, Brazil;

9) Tropical Agricultural Research and Higher Education Center - CATIE, Costa Rica.

Abstract

In this paper we review a number of methodological challenges of evaluating and designing economic instruments aimed at biodiversity conservation and ecosystem services provision in the context of an existing policy mix. In the context of the EU 2010

goal of halting biodiversity loss, researchers have been called upon to evaluate the role of economic instruments for cost-effective decision-making, as well as non-market methods to assess their benefits. We argue that cost-effectiveness analysis (CEA) and non-market valuation (NMV) methods are necessary, but not sufficient, approaches to assessing the role of economic instruments in a policy mix. We review the principles of "social-ecological-systems" (SES) (Ostrom et al. 2007) and discuss how SES can complement economic cost and benefit assessment methods, in particular in policy design research. To illustrate our conceptual comparison of assessment methodologies, we look at two examples of economic instruments at different government levels – payments for ecosystem services (PES) at farm level and ecological fiscal transfers to municipal /county government. Which policy design issues can cost-effectiveness analysis and non-market valuation methods address for these two instruments? What conceptual problems are introduced when evaluating policies in an instrument mix? How can the SES framework complement CEA and NMV in policy assessment and design? We draw on experiences from Brazil and Costa Rica to exemplify these questions. We conclude with some research questions.

Keywords: biodiversity, ecosystem services, policy mix, social ecological system, payments for environmental services, ecological fiscal transfers.

Submitted by: Ring, Irene , e-mail: irene.ring@ufz.de.

Sustainable Development & Governance in Greek tourism sector: Environmental instruments for saving and managing the Natural Resources

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Abstract

The last decades European Environmental Policies give emphasis not only on hard regulatory measures (e.g. legal compliance of EU directives, imposed implementation) but also on complementary voluntary measures and new tools, towards sustainability (soft coordination and learning through incremental voluntary adaptation) (Radaelli 2004, Boorze/ Risse 2000). Concerning the tourism sector, such voluntary measures include the environmental tools EMAS and ECO-Label, the international tool ISO14001 and other informal "green" practices undertaken from the main tourism stakeholders. These new practices in the framework of governance are considered to be crucial for ecological modernization strategies, supporting ecological efficiency, technological change and innovation. The implementation of such practices and the adoption of innovative technology can help the reduction of emissions, the saving of water and energy and the use of renewable energy sources. Furthermore, new types of knowledge can emerge, through the implementation of these environmental friendly practices at the hotel and also at the local level: scientific/expert knowledge, institutional knowledge and local/ milieu knowledge are mutually exchanged among the main stakeholders such as the entrepreneurs/hoteliers, customers, consultants, employees, NGO's, citizens and local governments. The aim of this paper is to assess the implementation of voluntary environmental instruments and informal practices for saving and managing natural resources in the Greek tourist sector and to highlight the relationships between the main stakeholders. Based on empirical data, in the framework of a research project on the implementation of environmental practices in Greek hotels (2002-2008), the paper will attempt to answer the following questions: Which are the impacts of soft voluntary environmental practices implementation on saving of natural resources especially concerning water and energy in tourism sector? Which are the most appropriate strategies for broadening of such practices towards sustainability? Which types of knowledge have been mutually exchanged between the main actors in the implementation process and what are the "learning gains" for the different stakeholders?"

Keywords: Sustainable Tourist Development, Saving Natural Resources, Learning Processes, Knowledge.

Submitted by: Dimadama, Zefi , e-mail: zedimadama@yahoo.gr.

Lisbon Principles of Sustainable Governance of the Oceans: The Gulf of Mexico re-examined

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1) HRI on Gulf of Mexico Studies, TAMUCC- United States of America.

Abstract

As many global reports call attention to the state of the environment, world's water assets have lately been related to questions of bad governance on issues such as climate change, human irrational use of resources and over exploitation among others.

In the 1990s, Costanza and others defined the pressures and major problems on ocean's sustainable development achievement. Six core principles (known as the Lisbon Principles of Sustainable Governance) were described to give guidance for the so-called Sustainable Governance of the Oceans (i.e. Responsibility, Scale-matching, Precaution, Adaptive management, Full Cost Allocation, and Participation) to serve as "starting points" of an ongoing, participatory and open process for major stakeholders for integrated assessment and management of the oceans (Costanza et al. 1998).

The Gulf of Mexico (GoMx) is a LME with high biodiversity, large scale fisheries, oil and gas, maritime shipping and recreation making it one of the most productive ecosystems in the world. The US, Mexico and Cuba share the borders of this ocean and experience pressures from rapidly expanding populations and economic development causing economic, social and cultural disruptions to the ecosystem as a whole. In this sense, the region represents a complex scenario where multi-level and trans-boundary governance appears to be complicated.

Adhering to the principles could not have guaranteed effective governance, but ten years later, most countries are still struggling to put them into practice. The Earth System Governance concept might be a guidance on the achieving of true "inclusive, inquisitive, careful, fair, scale-sensitive, adaptive sustainable governance" (Costanza et al., 1998). Therefore the aim of this work is to review the framework of the original principles and use the GoMx as a case study to assess its governance performance and identify gaps and actions for intervention in order to find opportunities to apply them in practical ways.

Keywords: governance-principles, transboundary-agreements, earth system governance.

Submitted by: Cruz, Ivonne , e-mail: ivonne.cruz@tamucc.edu.

Participation and the politics of environmental research

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Abstract

Participation has become a mantra in environmental governance and also certain areas of STS. Practitioners and scholars alike expect participation to contribute to the quality, legitimacy and ease of policy development and implementation. These expectations are largely based on deliberative democracy ideals. However, there are signs that the participatory agenda has started to lose its momentum and justification because of disappointments about actual achievements. Rather than focussing on improving participatory processes or articulating best practices, in this paper we seek to understand the more fundamental reasons why difficulties are encountered in bringing the ideals into practice in European environmental governance. We found that varying and potentially conflicting views inform expectations of and activities in participation. The existence of multiple rationales is partly explained by the contradictions in environmental regulations where substantive and procedural goals co-exist. However, there are more fundamental reasons why deliberative processes are not the miracle solution to failed implementation of environmental policies, as they are often made out to be. The promotion of participation in environmental policy making can be conceived as a strategic move to advance environmental goals in a political arena where other priorities prevail. We show that that the difficulties facing those who implement or advocate environmental policies result

principally from the political power games surrounding the all-important processes of agenda setting, problem framing and problem solving, in which deliberative participation usually plays a small role, if at all. The advocacy for participation is in that respect no different from any seemingly good idea, including current transition management and innovation discourses, in that their implementation requires a political struggle which is obscured by the notion of 'governance'.

Keywords: science-policy boundary work, problem structuring, reflexivity, governance, participation.

Submitted by: Wesselink, Anna J , e-mail: a.wesselink@see.leeds.ac.uk.

MLG 2

Th. 21 Jan. 2010 at 09:00 , Room 2B.

Reflexive governance and the governance of the Commons – a fruitful liaison?

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Abstract

Is the concept of reflexive governance a suitable approach of governing the Commons? The paper focuses on new modes of governance in natural resource management. It analyses the environmental conditionality of the European Union with regard to the specific articulation of the EC rulings and national institutions and, in particular, the reflexive aspects of this institutional mechanics. Reflexivity here should be understood as a cognitive disposition of openness to new social possibilities which result from a critical examination of the limits and possibilities enclosed in different social perspectives. The focus is on reflexive governance in European coordination, which aims to anticipate the use of environmental governance principles.

The empirical part of the paper deals with the international governance of natural resources in forests and with multi-level coordination. It analyses how institutional aspects of the EU environmental conditionality and other international injunctions influence the transition towards sustainable forestry in Southeastern Europe. The analytical questions are threefold: How do these newcomer countries adapt to the EU and other international environmental and sustainability injunctions? Under which conditions can we discern signs of policy learning, improved co-ordination of policies and/or enhanced reflexivity of policies? And which model follows for European co-ordination with new member countries? The paper delivers case studies of the institutional design of sustainable forest management in three countries of Southeastern Europe: Slovenia, Croatia, and Albania. The comparative analysis of the three cases reveals the different impact of the EU and international level on the policy reforms in the countries. In more general terms, it is analysed how different modes of governance influence the improvement and/or blocking of the transition towards sustainable forestry.

Keywords: reflexive governance, governance of the Commons, policy learning, forest policy, transition countries.

Submitted by: Weiland, Sabine , e-mail: sabine.weiland@uclouvain.be.

Too Hard, Too Remote, Too Cosy? Lessons From International Experiences With Participatory Multi-level Environmental Governance

Holley, Cameron (1).

1) Australian National University, Australia.

Abstract

What lessons can we draw from successful and failed participatory multi-level environmental governance (MEG) cases? While MEG is increasingly prominent in the European Union, there are many important lessons to be gained from similarly ambitious "experiments" occurring internationally. In Australia, for example, MEG is clearly evident in the \$A5 billion regional natural resource management program (RNRM). This program aims to "engage all stakeholders" by creating 56 regional bodies across the nation. Uniting

the benefits of decentralised participation with those of centralised coordination, regional communities are given the freedom to identify issues and develop NRM responses, while state and national governments coordinate through overarching frameworks and guidelines.

New Zealand's (NZ) national government pioneered a broadly similar MEG approach by establishing elected regional councils that pursue participatory NRM decision-making. Here, national, regional and local public and private stakeholders collaborate in regional, local and/or "virtual" online decision-making forums to achieve wide-ranging "participant buy-in" in water asset governance.

Going beyond the limited existing MEG empirical research, this empirically based paper draws comparative lessons from approximately 60 interviews across 4 of these NZ and Australian MEG cases to critically examine a range of conditions (e.g. government support, legislated membership requirements, online tools) that many in the literature suggest can lead MEG to approximate a participatory ideal. The results stress the difficulty MEG faces in successfully securing representative participation given the demands of volunteerism, actors' stakes in participating, and the distinctive qualities of certain interests, such as environmental groups. The analysis suggests that mitigating, if not overcoming these challenges will require practitioners and theorists to focus on a number of key conditions, including contextualizing mobilisation efforts to account for both the socio-demographic characteristics of desired participants and the nature and impact of natural resource issues; establishing forums at multiple scales; and fostering strategic links between environmental groups who participate "inside" MEG and those who remain "outside". The article also highlights the divergent types of non government actors involved in MEG, and details the different consequences each pose for MEG theory and its participatory aspirations."

Keywords: multi-level environmental governance, participation, non government stakeholders, environmental groups, representation.

Submitted by: Holley, Cameron , e-mail: cameron.holley@anu.edu.au.

Transparency in Polycentric Networks: Scientific institutions and the ecosystem approach to marine management

Wilson, Doug (1).

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Abstract

Previous research in both environmental management and the sociology of science has suggested that a polycentric institutional form is the most effective one for adaptive environmental management institutions. In such a structure various kinds of scientific and policy expertise, including that of stakeholders, is distributed in relatively small groups that respond to management issues as they arise at a scale appropriate to their resolution. These groups form nodes within the adaptive network. Such an approach is logistically difficult but is beginning to emerge because of intense practical requirements, for example within the International Council for the Exploration of the Sea (ICES) a network that provides scientific advice for marine management in Europe. One serious challenge is how these various nodes can be held accountable by the larger network, and indeed society, interested in ensuring effective management. The complexity of these multiple-scale governance problems, the high scientific uncertainty, the skill levels required for reviewing decisions, and the political sensitivity and power dynamics in high stakes marine management decisions, all combine to make transparency within the network very difficult. This paper explores these issues through a case study of the ICES system. It focuses on demands for different kinds of "consistency" that are emerging as operating norms with this systems. These range from purely scientific requirements for consistency to purely policy-based requirements, but also contain a number of very interesting hybrid forms of consistency between them.

Keywords: sociology of science; fisheries; transparency.

Submitted by: Wilson, Doug , e-mail: dw@ifm.dk.

Particip 1

Th. 21 Jan. 2010 at 11:00 , Room 1A.

Participatory scenario process: deliberation and how to study it?

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Abstract

Which lessons to draw from case studies of governance of natural resources specifically focused on participation successes and failures?

We study a series of participatory scenario workshops organised for a European project that develops freshwater scenarios for nine pilot areas and on a Pan-European level. The paper presents an assessment approach through which the scenario building has been studied as a case of participatory governance of natural resources. We have structured the assessment along categories: knowledge management, problem framing and legitimacy.

A scenario building process is knowledge-intensive, but existing knowledge is dispersed between different scientific disciplines and actors. A challenge is to collect and combine information from various sources to support scenario-building and use it in the process in a way that supports exchange between scientific and non-scientific knowledge.

In addition to on what knowledge base the scenarios are built, even more important is how the problem frames and relations amongst participants evolve during the process. How participants, while working together, learn from each other different ways of perceiving the problems. Power positions of different actors, interests and knowledge play a decisive role here.

The scenarios can help to improve management, for instance by supporting implementation of existing policies. One success factor is the legitimacy of scenario-

process, which depends on that it is recognised, respected and accepted. Legitimacy of the process has four building blocks: compatibility with the management structures and practices, acceptance by the stakeholders, transparency and inclusion of actors. The process is thus as important as the content of the product itself in shaping the legitimacy.

We use examples of the still on-going scenario process to show what these criteria can tell us about successes and failures of participation in governance of natural resources. The paper discusses also how to study such processes and challenges of multi-site research.

Keywords: scenario, river basin management, deliberation, knowledge production.

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Deadlocking discourses: barriers to effective multi-stakeholder conversations in participative policy making processes

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Abstract

Governance of landscapes is becoming increasingly complex and dynamic and requires simultaneous interactions with different actors at various levels. As it is impossible to predict and control these dynamics, governments increasingly search for participative forms of policy making. But attempts to involve new stakeholders have progressed with difficulties: public servants find it hard to realize useful debates with a varied group of participants. In literature, there is little attention for such difficulties.

Under the denominator 'Health Check', initiatives have been taken to align the Common Agricultural Policy more with societal concerns. The possibilities for farmers to contribute to societal values such as nature, landscape development and conservation, water management and environmental protection, are subject to broad discussion. In the Netherlands, the Ministry of Agriculture decided that a transition towards socialization requires a broad societal debate. They organized several 'kitchen table conversations' with farmers and societal actors and discussed plans in the Chamber. But actually engaging in effective conversations appeared a challenge.

In this paper, we analyze these conversations. Our goal is to understand why realizing effective conversations is difficult. We found for example that conversations in the political discourse about socialization stagnate because actors introduce food production as a societal value with the intention to redirect the discussion towards the importance of subsidizing farmers for food production. Another finding was that a lack of orientation on local initiatives caused a mismatch between the national level topics facilitators had prepared and the developments local actors wanted to bring into the discussion. This caused local actors to feel 'forced' into a direction that did not fit their own landscape development initiatives. The paper ends with recommendations for improving the effectiveness of conversations. Lessons learned are related to existing theories on participatory policy making in order to contribute to their further refinement.

Keywords: agricultural policy, participative policy making, public debate, effective conversations, farmer contributions to nature, landscape development and conservation, water management and environmental protection.

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The impact of participatory culture on effectiveness of participation activities for water governance: the case of Portugal

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1) UNL, Portugal.

Abstract

Which problems are encountered when adopting multi-level participatory methods in governance practice?

Over recent decades issues of participation in water governance have become more pressing and gained more visibility in the social and political realms. Participation can serve a variety of different purposes in enhancing or modifying governance processes and outcomes (Renn, 2004), and depending upon the initial aim of the participation activity, will run into different problems. More fundamentally however, the participation culture within which activities take place can dramatically affect expectations towards the role of participation.

This paper addresses the importance of participatory culture and the impact this has on decisions regarding which participatory methods to select to enhance water governance, using the empirical case of Portugal. Portugal, with a long history of dictatorship and top-down decision-making, has been slow to devolve power and retains a highly centralised power structure. There has been little tradition of participation, and this is apparent both in the low levels of demand for participation from the general public, and in the manner in which administrations sometimes reveal reluctance to develop participatory activities with the public in a way which exceeds information provision and genuinely passes responsibilities to the participants. However, there is evidence that this is changing. According to Soromenho-Marques (1996) 'public participation around water issues is now leaning toward a more internal, democratic and effective Portuguese environmental policy.' Progress is slow however, and by 2003 a WWF survey (WWF, 2003) stated that '[o]ther than a few exceptions, there is no public participation during the drafting and approval of legislation...In general, the participation of civil society is poor.' The paper then goes on to discuss how these problems can be addressed, specifically with regard to participation activities occurring in relation with the implementation of river basin plans under the Water Framework Directive.

Keywords: Participation, River Basin Management, Water Framework Directive.

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MLG 3

Th. 21 Jan. 2010 at 11:00 , Room 2A.

Agency of NGOs in the implementation of Natura 2000 in Hungary

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Abstract

In recent years there has been increasing attention on civil participation and the role of NGOs in the evolving multi-level governance system of the European Union. In Hungary nature conservation NGOs have been core actors for the implementation of the Birds and Habitats Directive.

Based on qualitative expert interviews conducted with NGO members and ministry and national park officials, this article analyses how and why NGOs could exercise agency at different stages of the still on-going implementation process.

In the phase of site designation NGOs played a significant role: The Special Protection Areas are based on the list of Important Bird Areas prepared by Bird Life Hungary. For the Sites of Community Interest, which were agreed upon in the Pannonian biogeographic seminar, the NGOs succeeded to get almost all sites they considered important included into the list. During the process of Natura 2000 site designation NGOs were in close cooperation with the ministry for environment and water, which welcomed the help of NGOs. Bird Life Hungary could exercise agency based on long term personal contacts with the ministry and on the fact that Bird Life has the most acknowledged expertise and authority in the field. Through a good cooperation among the four major national nature conservation NGOs, and between the national NGOs and the European level NGOs, Hungarian NGOs were well informed about their participation rights granted by the EU and established the capacities to successfully influence the process of site designation.

In the on-going phase of developing management schemes for Natura 2000 sites, NGOs have had fewer possibilities to influence the process to their satisfaction. Some regional Hungarian NGOs have now started infringement procedures because of insufficient protection of Natura 2000 sites.

With the Birds and Habitats Directive, NGOs gained participation rights they did not have before in national nature conservation. They have been able to use their rights during the designation phase and are now taking their role as "watch-dogs" for the EU. NGOs did, however, not succeed to gain understanding for rural development opportunities of Natura 2000, neither with the environmental nor with the agricultural ministry.

Keywords: Natura 2000, Hungary, NGOs, multi-level governance, biodiversity conservation, agency, participation.

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New Institutional Approach to Collaborative Forest Planning: Methods for Analysis and Lessons for Policy

Raitio, Kaisa (1).

1) Swedish University of Agricultural Sciences, Sweden.

Abstract

One quarter of the productive forest land in Finland is owned by the State, and these forests provide for multiple goods and ecosystem services. During the past 20 years conflicts have occurred frequently as the dominant position of timber production has been challenged by increased interest on the environmental, social and cultural services provided by these forests. Today, there is an increasingly diverse mix of actors from all levels of governance interacting in the forest policy formulation. Since mid-1990s a number of legislative and organisational reforms have aimed at better integrating the ecological and social aspects of forest use into state forestry planning. Participatory Natural Resource Planning (NRP) led by the Finnish Forest and Park Service (Metsähallitus) has been one of the key tools for improving integration and legitimacy of state forestry.

The analysis presented in the paper combines case studies of participatory NRP processes in three localities in Finland with the analysis of the national and international regulations and policies that guide the NRP taking place at the local/regional level. Building on the theory of new institutionalism, the paper presents an innovative methodological approach for understanding why and how regulatory institutions affect public participation in concrete cases. Methods of jurisprudence are used to carry out the legal analysis of the regulatory framework, while a rich interview and policy document data from multiple levels of governance reveals the mechanisms through which regulations are interpreted and implemented in practical planning situations. By looking simultaneously at multiple cases and multiple levels of governance, the paper is able to identify the key successes and weaknesses in the process design for participatory NRP, and to draw lessons for developing a forest governance system that is better equipped to promote public participation on multiple levels and to deal with forest related conflicts.

Keywords: Forest planning, public participation, new institutionalism, conflict management.

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Smooth Run or Hurdle Race for Good Governance? Implementing Public Participation in Danish and English Water Regulation

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Abstract

This paper contributes to understanding problems encountered when adopting participation in governance practice. In the WFD, respective methods include consultations and active involvement with the former being legally binding and the latter purely soft law and of

advisory nature. Comparing Denmark and England, this paper explores why some countries followed the EU's recommendation to actively involve non-state actors while others ignored it. 'Problems' refers to barriers in the decisionmaking phase when policymakers decide whether involvement is an option at all rather than to ideological or financial obstacles during implementation. The theoretical contribution of this paper lies in offering a theory of EU soft law implementation and conditions for the transposition of legally non-binding provisions. Accordingly, administrative change occurs as policymakers find existing arrangements inappropriate to achieve policy goals and identify governance alternatives that, firstly, plausibly promise solutions to regulatory problems, are, secondly, compatible to arrangements in related policy fields and can, thirdly, be implemented due to a high administrative reform culture. The EU's involvement recommendations hereby represent a discursive input which is the more successful the more it helps to identify a regulatory problem, provide a solution and strengthen perceptions of compatibility. The paper shows that, highly sensitised towards water pollution problems and to deficits of previous regulation, English authorities were open for new governance alternatives and to test their appropriateness in pilot projects. EU reforms were also compatible to developments in other policy fields and supported by a reform-friendly political structure. These conditions are absent in Denmark that, endued with few water bodies and highly dependent on industrialised agriculture, shows less commitment to the EU's water quality goals and does not, therefore, perceive a governance deficit. Also participation represents a less appropriate mode of governance as Denmark increasingly departs from corporatist traditions and relies on more centralist and market-based instruments. For practitioners, this paper is relevant as it demonstrates that soft-law participatory provisions are doomed to fail if not supported by a domestic reform coalition. Sobering for those wishing to improve EU environmental governance, this focus on domestic context contributes to a realistic view regarding the EU's steering capacities.

Keywords: public participation.

Submitted by: Fritsch, Oliver , e-mail: olf@dmu.dk.

Costs

Th. 21 Jan. 2010 at 11:00 , Room 2B.

The Role of Market Based Instruments for Biodiversity Protection in Central and Eastern Europe

Chobotova, Veronika (1); Banaszak, Ilona (1); Kluvánková-Oravská, Tatiana (1).

1) IF SAS, Slovakia.

Abstract

This paper presents the development and the emergence of market incentives for biodiversity protection in Central and Eastern European Countries. Although the development of market based instruments for biodiversity protection is receiving an increasing attention as a possible cheaper and more effective alternative to the regulatory approach all around the world, it is in particular challenging in postsocialistic countries, where the state command and control economy disturbed functioning of markets. Our analysis indicates that market based instruments can be beneficial for biodiversity conservation, but not always suitable and appropriate. The following preconditions for effective design of market based instruments in Central and Eastern European countries have been identified: clear property rights, rules about information dissemination, monitoring responsibilities, and sanctioning. Our results show that successful implementation of market based instruments for biodiversity conservation in CEE countries is furthermore influenced by previous institutions and local circumstances which affect the performance of those new mechanisms. However, MBIs should complement rather than substitute regulatory approaches. Thus, in combination with traditional regulation, market based instruments can be seen as a crucial steps and new options towards conservation objectives and sustainability.

Keywords: MBI, biodiversity, institutions, CEE

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Potentials of volunteer naturalist involvement in Natura site management

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2) University of Tampere, Finland.

Abstract

Amateur naturalists participate in multi-level natural resource governance in numerous roles. I discuss a case from Finland, where volunteer ornitologists have a central role in the restoration of an important bird lake.

The restoration of the Natura lake was initiated in an EU-funded Leader+ project that was successful in connecting people for the good of the lake, much thanks to the skills of the project leader. The bureaucracy of the Leader-project was found almost too heavy to be run by volunteers and partly due to this there was no continuation for the project. The restoration works have been continued by two volunteer ornitologists who lack that kind of social skills and networks. The lonely heroes have not received much support, financial or other, from any level of environmental administration, but the results speak for themselves: the lake is now known as the most diverse bird lake in the country, attracting many rare bird species and hundreds of birdwatchers in their tail.

Parallel to this, another EU Life Nature -funded bird lake restoration project was carried through in the region by the environmental administration. In contrast to the countless hours of voluntary work in the first case, the project had a six-digit budget, but it has been criticized by the volunteer ornitologists for doing almost more harm than good. The two ornitologists have sovereign experience-based knowledge of bird water restoration. The Life Nature project had to be carried through "by the book" and did not allow for any innovation.

It seems that there is a misfit between the scales of existing funding instruments for natural resource protection and the local (volunteer) forces that could apply for those

funds and carry out successful projects. At the same time, questions of valid knowledge, values and power may be oversimplified into the "safe" issue of money. The example calls for a more dynamic understanding of nature protection and institutions that build on existing social networks and can thus provide more sustainable results.

Keywords: amateur naturalists, bird protection, Natura 2000, networks

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It's 80% Psychology: Process Characteristics in Watershed Governance

Roggero, Matteo (1).

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Abstract

The European Water Framework Directive has set stringent requirements for the achievement of a good ecological status for the European watersheds. At the same time, it encourages the early, active involvement of affected parties and the public at large, triggering a shift in the way decisions are taken concerning water. By doing so, it raises a major dilemma in environmental governance, the one between outcomes and process in decision-making. Shall normative requirements towards a certain decision exclusively target the consequences it produces, or shall they also encompass the way it is decided upon and implemented?

While outlining the boundary between the two is an inherently normative question, an informed choice concerning their relative weight would certainly benefit from knowledge on their mutual relationship. The present paper goes one step in that direction by exploring how choices concerning the characteristics of a decision-making process affect the governance arrangements thereby achieved. Four ongoing cases of water and biodiversity governance in the former East Germany constitute the materials for this work: the paper draws on interviews conducted between July 2008 and October 2009, addressing several cases of Ecological Distribution Conflicts (Martinez-Alier, 2003, *The Environmentalism of the Poor*). For each of the cases, the link is explored between specific participation design choices and the thereby resulting changes in social and group dynamics, leading to specific cost-distribution arrangements.

Moving from the perspective of Institutional Ecological Economics (Vatn, 2005, *Institutions and the Environment*) the paper proposes an approach focusing on inclusion, closure (Renn, 2008, *Risk Governance*), persuasion and actor motivation. It subsequently attempts to reconstruct the core dynamics of each case, so as to allow for cross-case comparison and learning. Preliminary results show a tendency to structure processes with focus on group dynamics, while those aspects relevant for social dynamics appear to be generally neglected. Our claim is that a similar approach shows a strong focus on facilitating decision-making, which may however come at the expenses of smooth implementation processes.

Keywords: Process Characteristics, Institutions, Cost-Distribution Arrangements, Social Dynamics.

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Particip 2

Th. 21 Jan. 2010 at 16:00 , Room 1A.

Sustainable forest policies and their interplay in Spain

Pecurul, Mireia (1).

1) University of Leeds, United Kingdom.

Abstract

The aim of this paper is to increase understanding of governance in biodiversity and forest management from an empirical grounding. The findings will challenge or confirm some of the theoretical propositions and normative stands of the on-going debate of governance in Europe (Pierre & Peters 2000, Kooiman 1993; Rodhes 1997; Mayntz 2003).

I will focus on forestry and biodiversity policies because almost half of the protected areas in Europe (like under Natura2000) is covered by forests (EEA 2008). On the other hand, most of these forests are or have been object of human activity which might lead to conflict with biodiversity conservation policies (Pinton 2001, Hiedapaa 2005, Wurzel 2008, Krott et al. 2002, Lazdinis et al. 2007).

I base my analysis on empirical evidence from a case of study in a traditional forest area located in north-central Spain. In about 100,000 hectares three different participatory processes for natural resources management have taken place in the last five years: Firstly, a forest partnership has been established in order to foster rural development and technological transfer in the area. The underlying idea of the forest partnership is to set a new institutional arrangement to solve conflicts between the forests managers (public administration) and the forest owners (city councils).

On the other hand, 13 % of the area of influence of the forest partnership is protected under national and European legislation. In order to meet the national and European legal requirements, two natural resources management plans are edited through participatory methodology. One of these processes is organized in a bottom-up approach whereas the other one is promoted by the public in a top down way.

Some preliminary findings show that each single process has been conducted in isolation from the others. This is a striking finding since both agenda and area overlapping most of the cases. Furthermore, none of these activities have been assessed regarding outcome and process. It seems like participation is rather instrumental, in order to produce a technical document, rather than to foster democratic values.

Keywords: governance, interplay, participation, conflict resolution, effectiveness.

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Ecosocial production of ecosystem services - practices and expertise in the case of river restoration and Baltic salmon management

Karjalainen, Timo P.

University of Oulu, Finland.

Abstract

Can the idea of ecosystem services allow us to refocus or reframe governance of natural resources some new ways? Ecosystem services 'come out' or they are produced in specific contexts and in specific shapes, and in every case (process) we need to ask what type of problem and what type of decision problems we are facing. In ecosystem management there is need for interactional expertise, which can translate, mediate and rework between different disciplines and social groups in order to build new 'knowledge communities' for certain purposes. From the perspective of ecosystem services this kind of socio-cultural knowing is not enough - in many cases we are facing ecosocial production of ecosystem functions. In the case of river restoration, especially concerning heavily regulated rivers, the challenge is to create and institutionalise new human-nonhuman collectives which can enact and manage diverse ecosocial functions (e.g. restored or new-built ecosystem functions producing the life-cycle of migratory fishes from rivers to sea and back, and new fishing cultures). Institutionalising these multi-level and multi-interest collectives we

enable social learning and mitigate multiple-use conflicts concerning development, use and conservation. This paper presents two cases of river restoration (Oulu and Ii River) in Northern Finland within the creation of new collaborative collectives were facilitated within the projects of reintroducing migratory fish into these Northern rivers. These cases showed that ecosystems have to be negotiated: values, preferences, choices and even facts related to ecosystems and their management should be submitted to deliberative discussion between human actors and negotiation with nonhuman actors.

Keywords: ecosystem services, river restoration, ecosocial systems, Baltic salmon, conflict management.

Submitted by: Karjalainen, Timo P , e-mail: timopauli.karjalainen@oulu.fi.

Re-orienting biodiversity governance in Romania: towards participation in conservation and protected area management

Stringer, Lindsay (1); Paavola, Jouni (1).

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Abstract

Since the collapse of Central and Eastern Europe's socialist regimes in the early 1990s, the region has experienced considerable change across environmental, social and economic dimensions. Transition and European Union accession processes have altered the dominant socio-economic conditions and resource use practices, while also having implications for the region's vast wealth of biodiversity. Although the changes have permitted new forms of multi-level governance to develop, a coherent participatory approach specifically tailored to managing biodiversity in the post-socialist context is yet to emerge. This paper takes up this issue and focuses on Romania, reviewing the changing approaches towards biodiversity and protected area governance during the country's pre-socialist, socialist, transition and current EU eras. Comparing Romania's institutional practices with dominant conservation governance paradigms at the international level and in other parts of the world over the same period, it is revealed that Romania, like other post-socialist countries, still faces many challenges in putting more inclusive and integrated approaches into action. The paper proposes that in order to re-orient biodiversity and protected area governance towards a more inclusive and multi-stakeholder norm that better links economic, social and environmental objectives, mechanisms need to be developed to institutionalise participation across all levels of governance.

Keywords: multi-level governance, Romania, EU membership, participation

Submitted by: Stringer, Lindsay Carman , e-mail: l.stringer@see.leeds.ac.uk

Experiment

Th. 21 Jan. 2010 at 16:00 , Room 2A.

A gaming exercise for farmers and water managers to mutually explore alternative land use and water management options for Central European river floodplains challenged by uncertainty from global change.

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1) IIASA, Austria;

2) Centre for Systems Solutions, Wroclaw, Poland.

Abstract

This paper addresses the question of how to create games that allow water managers and farmers to explore the consequences of their mutual interactions in managing water and farms in river floodplains. The need for new approaches to management arises because conventional river management strategies no longer appear capable of credibly managing rising trends of disordering extreme events, including frequency and intensity of floods, droughts, and water stagnation in the Hungarian reaches of the Tisza River Basin. Can alternative management regimes be developed that provide more adept coordination and exchange between administrative entities at different scales as well as between actors across the public/private and the expert/stakeholder divide? This question remains a 'wicked problem' despite decades of research and debate in academic and policy circles. To

merge these two circles, action research explores possibilities created by integrating research within policy cycles to more directly link inquiry with policy formulation and implementation. One form of action research, participatory science, has extended this effort to allow both scientists and stakeholders to mutually observe how information is processed during decision-making. How managers and users of resources perceive and analyze the situation as they decide how to use resources is of increasing scientific and policy interest. The processes of perception and analysis often emerge more fully when a participant is engaged in interactive exercises and computer games than from knowledge elicited in interviews or questionnaires. To facilitate this we have developed a system dynamics model of floodplain agriculture that drives an interactive game where participants can assume roles of farmers or water managers. In preliminary tests students in Belgium and Hungary and scientists and policy makers in Poland and Spain were surprised and impressed by how their decisions could not be made unilaterally either as farmers or managers. The game clarified how decision paths are confined by the constraints of mutual interactions, sunk costs of infrastructure and technological lock-in. Testing will continue with scientists and policy makers in Belgium, Sweden and Hungary to make the game a fully accessible resource for education and knowledge elicitation concerning agriculture and river management.

Keywords: Floodplain management, participatory exercises, role-playing games.

Submitted by: Romaniuk, Patrycja , e-mail: p.romaniuk@gazeta.pl.

Natural Resource Governance in new EU States: An Experimental Approach

Zikos, Dimitrios (1); Kluvánková-Oravská, Tatiana (2).

1) UFZ, Germany;

2) Institute of Forecasting, Slovak Academy of Sciences (SAV).

Abstract

Experimental techniques based on behaviour approaches are increasingly employed in the economics aiming to address amongst others, common biases of economic valuation. In this frame, policy experiments on common pool resources emerged as innovative tools providing both positive and normative insights to social dilemmas where individual interests clash with social optimum. Main objective of the paper is to study how people respond both in laboratory conditions and in practice to such dilemmas. The paper draws from rich empirical evidence acquired in a number of new European Member States both in the lab and in the field. Additionally to ecosystem dynamics, the developed experiment incorporates communication effects contributing further to the simulation of another parameter: the group (or social) dynamics. Through the employed method the paper seeks to explore a number of key issues including individual decision-making strategies, the effects of sanctions, rules, communication, type of ownership and resource regime, the role of community identity and informal institutions etc. The diversity of the cases in a multitude of different settings provides a panoramic overview of collective action characteristics on an emblematic common pool resource: forests. As such, policy experiments largely convinced us that they constitute valuable innovative tools with the potential to study in depth social dilemmas and paradigms of collective action or typical tragedy of the commons situations. The plurality of the often surprising research findings and the potential policy implications of the study results might provide valuable input into the European, national and local biodiversity governance arrangements.

Keywords: Policy Experiment, Common Pool Resources, Communication, laboratory and field experiments, innovative tools, natural resource governance.

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Environmental perceptions and their role in decision-making: a case in the Republic of Cyprus

Papasozomenou, Rania (1).

1) Independent researcher.

Abstract

Many scholars (Ostrom 1990; Vatn 2005 etc) argue that the success or failure of common pool resources (CPR) management depend upon a plethora of factors like institutional arrangements in place, incentives and values of the appropriators. An aspect though that has remained relatively untouched or blurry is the role of the appropriators' perceptions regarding the resource under consideration. In the case of common pool resources, the perceptions of the appropriators regarding the resource and its functions have been rarely examined empirically, especially in relation to the decision making process. This link is not an issue highly regarded in top-down hierarchies (such as the Mediterranean EU Member States). However, key literature (Spash, 2006) argues that in CPR management, the behaviour of the actors is one of the most decisive and most influential factors in achieving the optimal result in the appropriation of the resource.

The aim of this paper is to illustrate the potential role of local perceptions in environmental decision-making in a traditionally hierarchical new Member State. In-depth interviews were conducted in the Republic of Cyprus with: a) stakeholders in a rural community within a Natura 2000 site and b) university students of environmental disciplines in the capital city, Nicosia. The findings of the interviews were further cross-checked through the author's active involvement in a CPR policy experiment (Cardenas et al, 2008) conducted under an EU project on multi-level governance of natural resources, where most of the interviewees participated.

The paper concludes by suggesting that local communities, in contrast to their commonly perceived ignorance and indifference on environmental issues, may combine deep knowledge about the local environment and environmental perceptions that could greatly enhance the decision-making process and implementation/effectiveness of environmental policies.

Keywords: environmental perceptions, common pool resources, decision making, policy experiment, Cyprus.

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Keynote 3

Fr. 22 Jan 2010 at 10:00 , Room 1A.

Inclusive and Multi-Level Governance: Stakeholder Involvement in Water and Biodiversity Management - Lessons from the Conference

Renn, Ortwin (1).

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Abstract

"The notion "environmental governance" refers to an integrated concept on how to deal with environmental problems, and so-called complex, ambiguous and uncertain impacts in particular. The notion of governance pertains to the many ways in which all relevant actors, individuals and institutions, public and private, deal with interventions that impact the environment and its service to human societies. It includes formal institutions and regimes and informal arrangements.

The term inclusive governance refers to a policy style by which different actors, in particular, governmental actors, experts, private companies and representatives of civil society are invited and welcomed to consult decision makers or even co-determine key policies and decisions for improving environmental management. For this purpose new procedures for stakeholder involvement have been developed and partly tested. Beyond this horizontal level of inclusion environmental policies have to be aligned to the vertical levels, starting from the local, over the regional, national to the EU or even international level. Both directions, representing the vertical and horizontal governance dimensions, face many challenges and problems. Many of these challenges and problems have been voiced and intensely discussed during the conference. A whole array of examples and case studies were presented in which the promise of inclusion was given but not or only to a limited degree kept by those responsible for the organisation and structuring of the respective procedures of inclusion. All these case studies and examples are directed towards two major policy areas: water and biodiversity management. The conference papers demonstrated that many similarities but also differences exist between the two

fields. In particular, the legal requirements for inclusion turned out to explain much of the observed differences.

The paper will introduce the major governance functions in a multilevel political and social environment for both water and biodiversity management. It will summarize the attempts to secure support for collective action, feeding in plural preferences and designing cooperative measures. It will conclude with some general lessons for future research and practical applications of the many experiences that were presented in the course of the conference.

Keywords: participation, multi-level governance.

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Interfaces

Fr. 22 Jan 2010 at 11:00 , Room 1A.

Effects of stakeholder engagement in EU-funded biodiversity research within European science-policy interfaces landscape

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- 1) University Autonomous of Barcelona, Spain;
- 2) MEDIAN, Spain.

Abstract

The reinforcement of the cooperation between stakeholders such as researchers, policy makers, NGOs, business and funding agencies has been recognised as fundamental to improve the integration of scientific knowledge into policy and management and, to strategically orient future research agendas to address societal and environmental issues.

The objective of this study is to understand the state of the art of the different types of interactions between EU-funded research in biodiversity and stakeholders and to explore the effects of stakeholders' engagement on: the quality, the relevance and the legitimacy of EU research in biodiversity, the uptake of research by stakeholders, and the effectiveness of EU policies in biodiversity governance.

We compare the process of stakeholders' engagement in the 38 EU-funded research projects on biodiversity under the 6th Framework Programme for Research and Technological Development (FP6). We build a series of taxonomies of: the types of stakeholders involved and the processes used for their engagement in the projects, the types of interactions and their direction, the types of research results and the mode of dissemination and finally, the types of existing science-stakeholders' interfaces. We used these taxonomies to discuss on implications and consequences of the stakeholders' engagement in EU biodiversity research projects. We seek whether appropriate science-stakeholders' interfaces have substantive effects on quality of the decision-making process and of its outputs, procedural effects on the decision process itself and, contextual effects on the social context. We conclude that there is no single one-size-fits-all model of science-stakeholders interface but an array of possibilities, where each one needs to be adapted to the specifics of the issue at hand, the research project and the stakeholders. We propose avenues to learn from best practices and help research projects in their design of stakeholder engagement processes.

Keywords: stakeholders, science-stakeholder interfaces, information flows, EU-funded biodiversity research, biodiversity governance.

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Effectiveness of Regional Environmental Institutions: Study of Transnational Networks

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Abstract

There is a growing need for effective international cooperation to help construct successful regional environmental institutions. Often-used concepts when gauging the effectiveness of environmental institutions include 'the degree of environmental problem resolved' (Campbell, 1970), the 'positive contribution to the problems' (Keohance, Hass, and Levey, 2001), and 'evaluating actual policy against a no-regime counterfactual' (Helm and Sprinz, 2000). Young (1999) defines effectiveness as the contribution of institutions to solving problems that include the behavior of actors. High problem-solving capacity and favorable political contexts are independent variables used to score effective institutions (Miles, Underdal, Andresen, Wettestad, Skjaereth, Carlin ed., 2002). Transnational networks in institutions can then help explain the behavior of actors and this is an important discussion point in a political context to understand how participants link with each other and the 'need' for participation.

Empirical evidence and theoretical considerations in transnational networks in environmental institutions concern many behaviors of actors (Pattberg, 2007): including, non-state actors and private and multilevel governance. The participation of these actors in environmental institutions involves a variety of linkages and integrations. The question is in what forms or models do actors participate in transnational networks? Moreover, how does their participation influence institutional effectiveness? In this paper, we use both qualitative and quantitative methods. We first combine the results of 20 studies of marine quality that address a common set of related research hypotheses. We also undertake four real world case studies in Europe so that we can compare and examine the qualitative evidence. Finally, we present the role of transnational networks and the impact of actor participation on the effectiveness of environmental institutions.

Keywords: effectiveness, regional environmental institutions, transnational networks, actors, participation.

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The Science-Policy Interface of Fisheries Management: Exploring the Role of Knowledge, Communication, and Participation for Managing Resource Conflicts
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Abstract

This contribution explores how different ways of knowing about the environment conflict in fisheries management processes.

Increased participation and knowledge integration are suggested to help today's fisheries management dealing with legitimacy- and compliance problems. However, making a science-based resource management system more integrative and participatory presents challenges in relation to power, information and communication as well as to the integration of different types of knowledge into decision-making processes.

This paper examines the social dimensions of the knowledge conflicts at the science-policy interface for fisheries management in Europe linking local use and transnational coordination. The European Commission's (EC) Common Fisheries Policy (CFP), responsible for regulations in the waters of the Community is stated to be one of the most science-based regimes in Europe. Against the background of alarmingly declining fish stocks, the EC has reformed the CFP and opened the policy process to involve more stakeholders from fisheries, NGOs and other interest groups through so called Regional Advisory Councils (RACs).

Increasing stakeholder interactions in relation to different types of knowledge is seen as an important tool for policy, yet little researched area for environmental conflict management. The paper addresses the implementation problems in European fisheries policy and more promising local examples from Sweden. It examines current strategies of the EC's fishery sector, aiming for „better policy“ by improving scientific advice and increasing stakeholder participation for environmentally, economically and socially sustainable governance of European fish resources.

On a theoretical level the paper combines approaches from different disciplines such as Science and Technology Studies and Human Ecology with regard to the role of science and other forms of knowledge in environmental regimes. On an empirical level it addresses questions about how different types of knowledge (e.g. from fishermen, scientists and NGOs) are produced, valued, communicated and finally integrated into policy decisions. It therefore focuses on the role of values and worldviews in the definition of appropriate knowledge for management. The aim of this is to examine how new institutional settings like the RACs satisfy the need for stakeholder participation and how this contributes to conflict resolution in the case of fisheries governance.

Keywords: stakeholder participation, knowledge, science-policy interface, conflict management, fisheries.

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Legitimacy

Fr. 22 Jan 2010 at 11:00 , Room 2A.

Stakeholder inclusion and legitimacy: lessons learned from stakeholder participation in the framework of Green Network planning in Estonia

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Abstract

How does stakeholder selection and representation affect legitimacy? Representation and inclusion of all relevant interests and concerns in policy processes is considered to be one essential component of legitimate decisions. However, the relevance and eligibility of particular concerns in a concrete decision process has remained a contested matter. Thus, which stakeholders have the right to participate and on which grounds? Taking an actor-oriented approach (stakeholder analysis) as theoretical basis, the current paper looks at participatory planning of Green Network at regional level in Estonia. Ecological networks have become important measures to mitigate many harmful effects of fragmentation of natural areas across the landscape. Green Network – the national ecological network conception in Estonia – is characterized by its ambitious multi-functional aim not only to safeguard the preservation of biodiversity but to ensure sustainable land use patterns considering the landscape as a whole. Therefore, the implementation of this concept has various influences on several land use spheres.

The aims of the paper are twofold:

- to identify relevant land use sectors and according stakeholders affected by the Green Network plan implementation;
- analyse the planning process of Green Network at regional level, exploring the roles of participating stakeholders and it's implications for legitimacy.

An overview analysis of 10 cases of participatory Green Network planning processes at regional level was carried out. The results show that settlement, transport and other technical infrastructure development; spatial planning; nature conservation; and different resource uses (forestry, mining, agriculture, water management) are most affected by regional Green Network plan implementation. Spatial planners and nature conservationists, as well as scientists have proven to be the most closely involved parties in Green Network decisions. However, the rest of relevant interests and concerns were either not represented in the planning process or had only minimal influence on the decisions. Moreover, the local level stakeholders were the most weakly represented parties. Stakeholders were mostly given an advisory role in the process and were acknowledged foremost for their potential to provide expertise for decision-making. The paper concludes with a discussion of implications of stakeholder selection and representation for achieving legitimate land use decisions. "

Keywords: stakeholder participation, representation, inclusion, closure, land use.

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Analysing the development of legitimacy of specific policy sectors

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Abstract

In this paper the question is addressed how the development of a policy sector's legitimacy can be analyzed.

In this paper Weber's (1899) definition of legitimacy is used and applied to a policy sector: Legitimacy is a policy sector's "prestige of authoritativeness and moral defendability". The attraction of the concept to policy makers lies in that legitimacy makes it possible for a policy to be accepted by citizens not on basis of personal gain, but on basis of the legitimacy of the sector.

Since legitimacy is such a complex multi-layered concept very little empirical work is available. Therefore little is known about the mechanisms leading to the legitimacy of a sector. This paper presents an analytical framework to enable more systematic empirical research on this important topic.

It is argued that although legitimacy is a community level concept, its development can only be completely understood by combining a community and individual level perspective in the analysis. Such an analytical framework is here presented. The analytical framework is informed both by diffusion theories, for describing the relevant mechanisms at macro-level, and by opinion formation theories for describing the relevant mechanisms at micro-level. It is argued that through analyzing the "stories of justification" of various stakeholders and members of the public, relevant "legitimizing elements" can be distilled. Stories of justification are those stories in which the respondent explains why a system can or cannot be supported. Legitimizing elements are those aspects of a policy sector which become apparent in the development of specific policies and which inform these "stories of justification" in a crucial manner.

The stories of justification of relevant other members of the community are simultaneously used by the members of a community as an indicator of the legitimacy of the sector and as information for the personal opinion formation about the sector.

This analytic framework makes it possible to analyze the development of legitimacy through qualitative interpretive methods. An example of how this analytic framework can be used in practice is provided through the analysis of an urban flood management case in the east of the Netherlands.

Keywords: sector legitimacy, development of legitimacy, analytic framework, interpretative methodology.

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Legitimacy of public participation in multi-level water governance - Caught between implementation effectiveness and a democratic politics.

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Abstract

This paper examines how legitimacy is constructed in relation to new forms of representation (particularly through the use of partnership networks), processes of coordination (across different institutions, knowledges and publics) and consensus seeking strategies (within and outside participation processes) in the multi level Water Framework Directive implementation process in England. In the last few decades water management problems have increased in complexity as environmental, political and economic conditions have become more turbulent. Alternative governance approaches, in which non state actors play a substantial role in policy making are considered to address these complexities in a better way than expert centred and bureaucratic top down decision making processes. The European Water Framework Directing (WFD) with its aim of achieving good ecological

status across the European water bodies is the most far-reaching attempt of linking consultation of the public as well as its 'active involvement' with an achievement of environmental objectives. New geographies and involvement strategies are put forward to establish River Basin Districts as the new spatial planning unit for creating management plans with a multitude of public and private actors. Praised as democratizing water resources management, these new geographies and governance processes do have potential legitimacy implications as they incorporate a plurality of actors into policy making and challenge the institutional structure in place. Empirically, this research draws on qualitative methodologies, including interviews, observations and documentary analysis, to provide different windows into the problem of legitimacy in water governance. Studying the networks of interaction and how legitimacy is gained, shaped, transformed, interpreted and even lost when ideas, claims and decisions are passing through a multi-level governance system, this paper concludes that the English governmental bureaucracy has strengthened its control over policy 'steering'. By co-opting influential actors into partnership approaches, policy implementation ('rowing') has been re-allocated among a broader range of public, private and civic groups. As disagreement is increasingly seen as counter productive for an effective implementation process, these newly institutionalised governance processes present considerable legitimacy implications when seeking to sustain a democratic politics within contemporary environmental governance.

Keywords: legitimacy, effectiveness, democracy, environmental governance.

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MLG 4

Fr. 22 Jan 2010 at 11:00 , Room 2B.

Ecolabels and scale analysis of neoliberal triple win solutions: Case Oulanka National Park and Pan Parks initiative

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Abstract

The protected area management is increasingly internationally steered business, which is done for example via ecolabels. We take Pan Parks certification as a neoliberal means to govern national parks, as it fuses market logic with nature conservation. Neoliberal governance promises triple win solutions; to contribute to nature conservation objectives, economic growth, and local social sustainability. The aim of this paper is to examine whether neoliberal conservation strategy is able to fulfil its social objectives in Oulanka National park, Finland, which is a certified Pan Park. The data used in this study consists of 10 thematic interviews on local nature users (reindeer herders, hunters and fishers), and representatives of Metsähallitus, which is a state agency that governs protected areas in Finland. Secondly, we have examined the evaluation reports done by Pan Parks, which voice out the actions Pan Parks organization would prefer in Oulanka National park. Results show that reindeer herders were poorly informed about what is Pan Parks, and what kind of use and access rights it might bring. Secondly, Pan Parks have proposed to ban bear hunting within the park, and some new restrictions to local fishing have been initiated. We conclude by stating first that Pan Parks as an ecolabel does not have exclusive power to shape the rules of Oulanka NP, but rather creates pressures for Metsähallitus to move management to certain direction. Second, Pan Parks has remained quite distant for local stakeholders and even evokes suspicions among them. Thus, some efforts to communicate the objectives of Pan Parks transparently to local stakeholders must be done in order to overcome the lack of trust, and knowledge gap between experts and public. Finally, "selling nature in order to save it" -ideology fails to deliver its promise related to social sustainability, at least from the point of view of local nature users.

Keywords: Nature conservation, neoliberalism, eco-labels, social justice.

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Role of interactions between societal groups in multi-level biodiversity governance: Bridges and barriers for building common institutions

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Abstract

Biodiversity governance in Europe has in the last decade been characterized by two processes which both result in increased interactions of different groups of society – Europeanization with an increase of multi-level structures and an increased focus on participation of stakeholders in policy-making.

Based on the values and interests of the actors we can distinguish three major socio-economic groups in biodiversity governance: (1) Conservationists, whose first priority above other issues is nature conservation, (2) Local farmers and foresters, whose first priority is social well-being and their quality of life in their region, and (3) Large scale land users and entrepreneurs, whose first priority is economic benefit.

Based on case studies of national park governance in Hungary, Slovak Republic and Germany, we can conclude that the way in which these different societal groups interact is crucial for the outcome of the governance processes. The analysis of stakeholder interactions has provided a list of barriers and bridges for building common institutions for biodiversity governance: While top-down approaches of one sector, only partial information for stakeholders, power imbalance, exclusively internal networks, mistrust between groups, in-group bonding with out-group stereotyping, and a different understanding of the world due to different mental models and sectoral education are barriers for building common institutions among different societal groups, regular meetings, good information, informal networks across groups, trust between groups, good leadership and common goals are bridges that can facilitate to build shared institutions for biodiversity governance.

Our cases show that for understanding biodiversity governance it is important to look at the dynamics of interactions between different stakeholder groups. Group dynamics can hinder or foster building more sustainable institutions. Conflicts are often based on different understandings of the world and group processes which sustain opposition. Yet also in case of strong initial opposition continued and constructive interactions between different societal groups can help to build ground for governance solutions that enjoy a broader societal support and are more sustainable.

Keywords: Biodiversity governance, inter-sectoral interactions, national park governance, group dynamics.

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Decentralized cooperation as a way to promote multi-level governance among protected areas of North and South

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Abstract

Decentralized cooperation among protected areas can be considered an example of a multi-level governance in nature protection that involve not only different actors, but also different spatial and geographical scales.

Aim of the paper is to analyze how the projects of cooperation developed by 13 protected areas of the Piedmont Region in the North-West of Italy with several protected area in developing countries (Burkina Faso, Senegal, Tanzania, Nicaragua, Nepal...) have triggered a cross-scale adaptive co-management process, made of good practices exchanges in biodiversity protection and a process of learning starting from the reciprocal contexts, with the involvement of administrative entities at different territorial level and a considerable participation of civil society. In particular the application of the subsidiarity principle, well known to the European institutions, as well as protected areas, has created in the homologue institutions in the South (still very centralized and promoters of the fortress

conservation model) interesting opportunities for the reconciliation of competitive property claims among the Park (as a subject with territorial competencies) and the surrounding populations.

Keywords: protected areas, decentralized cooperation, multi-level governance.

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