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## Protected areas in transition economies: Stakeholders, resources and change in Călimani National Park and Tara Dornelor, Romania

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**Abstract:** The process of societal change at the local level in transition economies is increasingly influenced by outside stakeholders located in the public sector, civil society and the private sector, and also international stakeholders. As a result shared or mixed management regimes often evolve. The larger the number of socio-ecological inter-dependencies in such regimes, the faster change occurs and the more unpredictable the outcome is. The need to identify key drivers early on becomes crucial. Protected areas in Eastern and Southeastern Europe provide instructive examples. Here supra-national legal regimes increasingly determine key macro- and micro-level aspects of protected area management. International civil society stakeholders are often directly or indirectly involved in managing protected areas. At the same time, civil society and the private sector are incipient, and the borders between these two sectors, on the one hand, and the public sector, on the other hand, are fuzzy. The paper addresses Calimani National Park and the Tara Dornelor region in Romania. Here there is increasing interest from the private sector and the European Union in economic development. Also, a development project has created new agendas and rationales as well as stakeholders. These events raise questions centering on a possible redefinition of the role of the public sector relative to the emerging sectors of civil society and the private sector. What happens at the interface of external goals and local interests, especially concerning traditional ownership and use rights? How to devise an overarching rationale and management equation that is acceptable to everybody? How to get at relevant data? The problem is that appropriate methodologies for monitoring and ex-ante detection of changes and trends are not available, not suitable, take too long time, require unique expertise not available locally, or are too costly. The paper shows how stakeholder analysis, which assesses stakeholders through focusing on those that have influence versus those that have needs, can serve well if suitably adapted. Using a series of simple and structured questionnaires it is possible to arrive at relevant insight, fast, at low cost, and through use of local capacity. The paper aims to: (1) understand how stakeholder analysis can contribute to optimal management and social cohesion, in PAs and beyond, (2) make possible comparative analyses, and (3) contribute to ongoing work on tailoring methods.

### 1. INTRODUCTION

This paper presents a methodological approach to how to use social and institutional relational data as input into the management of investment operations and development projects. It presents a trial application of a data collection methodology that addresses the special and complex situation available in protected areas (PAs), specifically as located in transition economies. PAs represents a specific set of issues and concerns, and also a circumscribed geogra-



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phic area. One particular data collection and analytical methodology is selected for this trial application, namely stakeholder analysis.

The process of societal changes in transition economies are increasingly taking place at the local level, as well as being initiated from the outside. These changes address, inter alia, democracy, financing of public sector activities, governance, participation and transparency. PAs are part of this development. They also show special characteristics, in that they as a role are based on and embody supra-national values and goals. Countries in Eastern and Southeastern Europe, whether members of the European Union (EU) or not, are parties to supra-national legal regimes that – together with national legal regimes – determine key macro-and micro-level aspects of PA management. Furthermore, international civil society stakeholders are often involved – directly and indirectly through local affiliates – in managing PAs. On the other hand, countries involved in EU accession processes still depend on national legal and institutional frameworks. At the same time, civil society in these countries is emerging, and the border between public sector and civil society is fuzzy. Finally, as the understanding domestically of the importance of, for example, biodiversity protection, is weak, the priority for financing such activities is low, while the international community attaches great importance to this. As a result there is little national funding of PA management, while funding for important PA related work – especially activities coordinated by Non-Governmental organizations (NGOs) – comes from abroad.

The array of stakeholders involved in PA management – in public sector, civil society and private sector, domestically as well as internationally – can be large. Furthermore, the ethos of participation and participatory management means that increasing numbers of stakeholders likely will become active. This is especially so as civil society emerges and the private sector acquires a voice of its own. This raises important issues, among them: What is the relationship between participatory and stakeholder involvement/influence and management? What is the optimal role of the public sector? What happens at the interface of external values and goals, on the one hand, and local interests – especially concerning traditional ownership and use rights to resources – on the other hand? Does the future of governments' support depend upon which PA management paradigm is in vogue? How to handle an increase in conflicts? Given the increasing complexities surrounding PA management, how to devise an overarching rationale, approach and management equation that is acceptable to everybody?

The paper employs the methodological and analytical approaches of stakeholder analysis, utilized in conjunction with the broader tools of social analysis and social assessment. Stakeholder analysis is a systematic methodology that uses qualitative data to determine influence and interest of different groups. The focus is on stakeholders that have influence versus stakeholders that have needs. The goal is to study how stakeholder analysis and social analysis more broadly can contribute to social cohesion and optimal management at the local level where PAs are located.<sup>2</sup>

On a personal level, a number of different experiences and activities, begun in some cases years back and employed to this day, and running partly along parallel tracks, are brought together in the present concern:

- A focus on civil society, transparency, and on building local capacities, specifically as regards natural resource management

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2 Further information on the application of the stakeholder analysis that is presented here is available at <http://www.supras.biz/> and <http://www.stakeholderanalysis.net>.

- Work on the development of specific tools and methodologies for gathering social organizational project related information, initiated while working with the World Bank.
- A concern with biodiversity conservation and social issues, specifically in support of IUCN.
- A strong interest in networks and networking building, face to face and virtually (the latter employing information and communication technologies.)

The following set of hypotheses lie at the root of the paper:

1. SA does not depend on a developed civil society.
2. Simplified versions of stakeholder analysis can provide insights and be useful.
3. Simplified versions of stakeholder analysis can be predictive.

The paper is divided in the following sections: (1) Introduction, (2) Tara Dornelor and Călimani National Park, (3) The development project, (4) Stakeholder analysis, (5) Discussion, and (6) Conclusions. There is one Appendix.

## 2. TARA DORNELOR AND CĂLIMANI NATIONAL PARK

Map 1: Suceava County, Romania



Note: Călimani National Park is located in the south-Western corner of Suceava county, southwest of the township of Vatra Dornei.

### Tara Dornelor

The project area, Tara Dornelor, is situated in the Northeastern part of Romania, for the most located in the county of Suceava (see Map 1).<sup>3</sup> It consists of the township of Vatra Dornei and the communes of Dorna Arini, Dorna Candrenilor, Neagra Sarului, Panaci, Poiana Stampei, and Saru Dornei, each of which includes a number of villages (see Map 2).<sup>4</sup> The population of Tara Dornelor constitutes the Project's target group. Farmers in several of the villages adjoining the Park had – and to some extent still have – economic and subsistence-based interests within the Park.

### Călimani National Park

The CNP was established in 2004.<sup>5</sup> The process around its establishment was such that there was little or no public information or involvement of the local people that owned the land in the process. After the Park was established it was illegal to exercise these activities, and the implications of the overall process and the prohibitions have been and still is an important

3 The information presented in this section is based on my own field notes in the period 2008-2010.

4 The commune is located under the level of county, and is the lowest administrative level in Romania.

5 The CNP is part of the Romanian PA system, which comprises three categories of PAs: (A) National – Scientific reserves (IUCN I), National parks (IUCN II), Nature monuments (IUCN III), Nature reserves (IUCN IV) and Nature parks (IUCN V), (B) International – Biosphere reserves, World Heritage sites and Wetlands of international importance, and (C) European – Sites of community importance, and Special protection areas (F. Ciubuc, pers. communication; National Forest - Romsilva 2005).



mental issues), Tara Dornelor and the Park becoming a tourist destination, a growing private sector intent on profiting from the growth in tourism, and the accession to the EU.

Local people in several Tara Dornelor villages had a long history of utilizing the Park area for grazing, farming, forestry and gathering of natural products. The common property situation in the Park is complex, largely due to the existence of the Park itself. Traditionally, the Park area consisted of land and resources that partly were privately owned and partly commons held by the several villages. In addition to ownership rights to timber resources and grazing land there were use rights, specifically to plants (including for medicinal purposes), berries and mushrooms. Hunting was partly private and partly a communally controlled activity. With the advent of the Park this all changed. In principle, the logic of management today is that any of the above activities that are not specifically allowed are forbidden.<sup>7</sup> The Park's management system is complicated by the existence of a tiered system of zones with differential rights of access and use, including two core zones where none or very little activity is allowed, together with a buffer zone where some activities are allowed. The way in which the Park was established (there was little transparency and no consultation), quite apart from the loss of access to resources, was traumatic and added insult to injury. Finally, there is the contentious and still far from resolved issue of compensation to farmers who lost access to specifically timber resources, made further complicated and unacceptable because of the way in which it is tied in with the Park's zonal system.<sup>8</sup> Farmers that lost access to resources in the core zone have received compensation and are satisfied, while collective owners in the core zone have not received compensation. Likewise, owners in the buffer zone have not yet received compensation. There are regularly cases of local people that break the rules of access and resource outtake, including poaching, berry- and mushroom picking and what authorities refer to as "uncontrolled shepherding." This leads to conflicts with the CNPA whose responsibility it is to control that the regulations of access are followed, a responsibility made more complicated by the fact that the CNPA has little capacity to enforce the regulations.

Into this increasingly complex stakeholder situation two external forces recently intervened. The first is a Local Action Group (LAG), an EU scheme that aims to provide funding to local administrations for specific projects. The second is a development project.

### **3. THE DEVELOPMENT PROJECT**

The development project is "Ecotourism in Tara Dornelor – An instrument for sustainable development." Prepared in the latter half of 2008, in early 2009 it received funding from Norway Grants, via Innovation Norway.<sup>9</sup> The Project's partners were: Speleological Foundation Bucovina, the Community-Based Natural Resource Management Network (CBNRM Net, Norway) and the Association of Ecotourism in Romania. Implementation began in early 2009 and the project closed in April 2011.

The Project's general objective was to "develop and implement an approach to sustainable development through responsible tourism, with a focus on ecotourism and renewable energy for biodiversity conservation" (Speleological Foundation Bucovina 2008). I was involved

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7 Local people have always lived in villages at the foothills of the Călimani Mountains, and not inside the Park area. For this reason involuntary resettlement was not necessary.

8 The land compensation process began in 2004. A 2006 law established the legal basis for and methods by which land owners who have properties in Romania's PAs can/should receive compensation. If possible, compensation should be in kind, that is, new land, but in the case of CNP the compensation is cash payment.

9 URLs: Norway Grants - <http://www.norwaygrants.org>, Innovation Norway - <http://www.innovasjon Norge.no>.

primarily with the project component on ecotourism. A key feature of this component was the establishment of a local network of stakeholders in the public and private sectors.<sup>10</sup>

The present paper is based on a report on a stakeholder analysis that I prepared in connection with the project component on ecotourism, in effect an evaluation of aspects of this component (Soeftestad 2011). The rationale was that such an analysis of the relations between key individuals and organizations involved in the project would provide valuable insights, for implementation and for formulating an exit strategy.<sup>11</sup> As such, this was not an analysis of the CNP per se; rather it was an analysis of the relationships with key stakeholders that have an interest in the Park and its management.

## **4. STAKEHOLDER ANALYSIS**

### **Presentation of stakeholder analysis**

Below stakeholder analysis is presented by means of brief answers to specific questions. In other words, the what, when, how and why of stakeholder analysis are addressed (ActionAid USA and ActionAid Uganda 2004; Bianchi and Kossoudji 2001; Chevalier 2001; Crosby 1991; IFC n.d.; MindTools 2010a, 2010b; OECD 2006; PRCDP 2005; Rietbergen-McCracken and Narayan 1998; Robson 2004; Schmeer 1999; Soeftestad 1998; UNDP Romania 1997; World Bank 1995, 2003, 2004a, 2004b, 2006, 2009; WWF 2005a).

#### ***What is a stakeholder?***

Stakeholders are persons, groups, organizations or institutions which are likely to impact or be impacted by a project. They may be affected by a project (either negatively or positively). As well, they can affect the outcome of a project (either negatively or positively).

#### ***What is stakeholder analysis?***

Stakeholder analysis is a systematic methodology that uses qualitative data to determine the interests and influence of different groups. It provides external insights into relations and channels of communication.

#### ***Why do stakeholder analysis?***

There are three main reasons for doing a stakeholder analysis: (1) identify stakeholder's interests in, importance to and influence on a project, (2) identify local institutions and processes upon which to build, and (3) provide a foundation and strategy for participation. Stakeholder analysis provides a structure for the successful implementation of the project, including participation and collaborative approaches, participatory planning, implementation and monitoring. Specifically, stakeholder analysis can help in understanding conflicts and in addressing conflict resolution. Stakeholder analysis is often done in connection with a planned change, for example, development project that aims to make changes or reforms.

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10 A number of images, in effect constituting what amounts to a visual process documentation of the implementation of the project, is available at this URL: <http://www.flickr.com/supras/collections>.

11 This analysis was originally not a project task, but was added later on following a suggestion by me.

### ***What does stakeholder analysis tell us?***

Once different types of stakeholders have been identified and listed, matrices and other illustrative devices can be developed that map: (1) the nature of their interest in policy reform (whether positive or negative), (2) the extent to which stakeholder interests converge or overlap, (3) their importance to the reform in question, and (4) their influence over the reform onto four quadrants (see Table 1). Finally, stakeholder analysis is critical for informing an end-of-exercise assessment of the risks of policy reform.

### ***Key elements and methods***

Stakeholder analysis is best done in collaboration with key stakeholders. It is ideally iterative, that is, a process repeated at regular intervals in order to assess relevant aspects of the implementation of a project. It usually proceeds through the following activities and methodologies, together with associated data, to reach final conclusions:

1. Background information on, among others, constraints to effective government policy making.
2. Key informant interviews, focus groups and group workshops that identify specific stakeholders relevant to the sustainability of a policy reform. When working with groups, participants should be drawn from diverse groups of interest to limit bias.
3. Participatory analysis of the data.
4. Verification of assumptions about stakeholder influence and interest through survey work and quantitative analysis of secondary data.

### ***Limitations***

Stakeholder analysis relies on qualitative data and perceptions and preferences. The absence of statistical representativeness places greater onus on careful selection and triangulation of data and key informants.

There are four steps in a stakeholder analysis:

1. *Identification of stakeholders.* In this step the focus is on narrowing the field of relevant and key stakeholders, from those that potentially affect or are affected by a development project to the stakeholders whose active involvement in the project is sought. Relevant stakeholders include those that are affected – negatively or positively – by the activity, as well as those that can impact the activity, negatively or positively.
2. *Determine interests.* In this step the *interests* of stakeholders are assessed, together with the potential impact of the project on these interests. Some stakeholder interests are more obvious than others. Also, many interests are difficult to define, especially if they are ‘hidden’, multiple, or in contradiction with the stated aims or objectives of the organization or individual. In order to focus the inquiry, each stakeholder should be related to the activities and objectives of the project.
3. *Determine power and influence.* In this step the *power* and *influence* of stakeholders are assessed. This analysis addresses the stakeholders’ ability to influence the activities, together with their importance for the activity. Power and influence refer to the effect that stakeholders can have on a project or a policy, for example, to control what decisions are made or to facilitate or hinder its implementation. In addition to the stakeholders’ individual relationships to the project or policy, it is important to consider the relationships between stakeholders (see Table 1).

4. *Participation strategy.* The results from the above steps feed into the preparation of a strategy for stakeholder participation.

The four cells or quadrants refer to different categories of stakeholders, as follows (see Table 1):

- A. *Low influence and Low interest.* Stakeholders who do not stand to lose or gain much from the project, and whose actions cannot affect the project’s ability to meet its objectives. They may require limited monitoring or informing of progress but are of low priority. They are unlikely to be the focus of project activities or be involved in project management. These stakeholders are not important and can be effectively ignored in project design and implementation.
- B. *High interest and Low Influence.* Stakeholders who stand to lose or gain significantly from the project, but whose actions cannot affect the project’s ability to meet its objectives. The project needs to ensure that their interests are fully represented. These stakeholders are the project’s beneficiaries, and the strongest of these stakeholders should also be actively involved in the project.
- C. *High influence and Low interest.* Stakeholders who do not stand to lose or gain much from the project, but whose actions can affect the project’s ability to meet its objectives. These stakeholders may be a source of risk, and it will be necessary to devise means of monitoring and managing such risk project. It may be wise to build and nurture relationships with the most influential stakeholders in this category.
- D. *High interest and High influence.* Stakeholders who stand to lose or gain significantly from the project, and whose actions can affect the project’s ability to meet its objectives. The project needs to ensure that their interests are fully represented. Overall impact of the project will require good working relationships to be developed with these stakeholders. These are the project’s most important stakeholders, and their interest should be represented in the project.

Table 1: Stakeholders, Interest versus influence

Influence	High	C	D
	Low	A	B
		Low	High
		Interest	

Note: The four quadrants A-D are discussed in the text.

### Adaptation of stakeholder analysis

The methods that stakeholder analysis often are combined with, including interviews and focus groups, would have entailed a logistical exercise of some complexity and magnitude that would have required several days of work and substantial organizational efforts. There



was not a budget for this. Also, given the language problems on my part, it would not have been practical for me to participate in much of this work. These were among the considerations I had to make, and that, in turn, translated into the following ideal or optimal list of criteria and goals:

1. Participatory in construction, administration and analysis.
2. Low cost.
3. Simple, easy to train people in using it, and easy to administer.
4. Data to be collected in a structured way.
5. Be iterative.
6. Function as training for the CNPA, including administration of such a data collection exercise, analyzing the data, and determine how its output could inform the management of the Park.
7. Organized as a complete, simple and finite approach, including relevant survey forms, in order that the CNPA will be able to administer the survey forms in the future.
8. Facilitate comparisons, between (1) data collected for the CNP over time, and (2) between data collected for the CNP and other PAs.
9. Be constructed with a modular approach in mind. That is, it should be easy to extend the basic approach for optimal fit with changing conditions on the ground, including resource availability and research and monitoring and evaluation needs.

#### ***The survey forms***

The above criteria and goals became the features and characteristics of the adapted stakeholder analysis model that I have developed. Based on them, a number of survey forms were prepared, intended to be administered in the order they are listed (see Table 2).

Survey Forms nos. 1-2 are preliminary and focus on the broader picture, including history and the issues in connection with the management of the Park that concern and engage stakeholders. Survey Forms nos. 3-5 are concerned with the stakeholder analysis. Survey Forms nos. 6-7 address network analysis.

#### ***The stakeholder analysis model – administration and use***

The adapted stakeholder analysis model consisted of a number of survey forms. For this particular survey, other supportive data collection methods were not employed. The plan called for, first, administering the survey forms to the CNPA. That is, the stakeholder survey would focus on this office and its staff. In a second step, the survey forms would be administered to those stakeholders identified by the CNPA, or to a sample of these stakeholders. In this way, data would be available from both parties to a relationship, and these data could then be compared with each other. For a number of reasons, including that there were limited financial resources available, respondents were not available throughout, and local survey help was not available, it was possible to do only the first step.

I have been informed that some aspects or parts of the stakeholder analysis may be utilized in connection with preparing the final version of CNP's Management Plan.

## DISCUSSION

This section addresses the adapted stakeholder analysis methodology that was presented above, and selected broader issues and concerns that arise in this connection.<sup>12</sup> The discussion draws upon, in addition to data from the stakeholder analysis, data and experiences gathered through use of additional methods, including informal and open-ended interviews and participant observation. These methods were employed during several visits in the period September 2008 - December 2010. The argument proceeds from general and macro-level considerations towards a more specific focus at the local level, all of which are casually related.

Table 2: The survey forms

Sl. no.	Survey form name	Description
1	Timeline of key events	Aims to identify the main events in the history of the Park, including the process of establishment. The emphasis is on events that address all aspects of the Park, including legal, managerial and financial issues, as well as relations with relevant groups and individuals at local, regional, national and international levels.
2	Issues	Aims to get at the main events in the history of the Park, from the time it was set up. The emphasis is on events that address all aspects of the Park, including legal, managerial and financial issues, as well as relations with relevant groups and individuals at local, regional, national and international levels. Focus is on issues that are contentious and that involve disagreement, potential or outright conflict.
3	Stakeholder analysis, Step 1: Identification of stakeholders	Lists the main stakeholders in relation to the Park. Stakeholders in public sector, private sector and civil society, as located at local, regional and national levels, to be included. Relevant international stakeholders should be included. As some stakeholders will be difficult to place in anyone category, pro et contra arguments should be included, together with justification for the final choice.
4	Stakeholder analysis, Step 2: Determine interests	Addresses stakeholders' interests in relation to the Park. In order to focus the inquiry, each stakeholder should be assessed in relation to the objectives and activities of the Park.
5	Stakeholder analysis, Step 3: Determine power and influence	Focuses on the power and influence of the identified stakeholders in relation to the Park, that is, the effect or impact that stakeholders can have on the Park. Relationships between stakeholders are as critical to consider as their relationships to the Park. Information about stakeholders pertaining to social, economic, political and legal issues, as well as status, authority, control and relative negotiating positions among the stakeholders should be considered.
6	Network analysis, Step 1: Determine collaborating stakeholders and prioritization	In connection with determining stakeholders' power and influence, it is important to understand how they relate to each other through the network they create or become part of. This is done using the method of network analysis. In the present form all stakeholders are identified and prioritized.
7	Network analysis, Step 2: Determine relative and absolute influence	Here answers to specific questions posed to each of the stakeholders (see Survey Form no. 6), together with the relations between them, are addressed.

Notes: (i) survey forms nos. 1-5 are available in Appendix 1, (ii) network analysis, based on the data collected by means of Survey Forms nos. 6-7, will be addressed in a forthcoming paper.

### The political-economical context

In transition economies, including in Romania, there are two overarching factors to consider. The first is the situation with regards to societal sectors, that is, public sector, civil society and private sector. The second is the role, position and mindset of the citizens. These two factors are related, and have important implications for managing PAs, and certainly in Romania.

<sup>12</sup> For a comprehensive analysis of the data from the research in Tara Dornelor consult Soeftestad (2011).

When the idea of the state appeared on the scene, there were the state bureaucracy and the citizens. The state catered to perceived needs of the citizens, and the latter accepted (to the extent they had a choice) the role of the state and its bureaucracy. Gradually, in Western countries, and in parallel with the growth of democratic forms of governance, the idea of civil society emerged, that is, organized activities at the local levels in which citizens were members or through which they were represented, and that interacted with the state, including politicians and the public sector. Later on, or partly in parallel with this development, the commercial interests gradually separated from the state and a private sector evolved. Today there is – in Western countries as well as in many developing countries – a more or less accepted division of labor and responsibility, of rights and obligations, between these three societal sectors. In transition countries the situation is rather different – these countries only recently came out of a political-economic system where the state was omnipotent, and civil society and a private sector did not exist. While this situation is changing there is a cultural lag that will ensure that it will be a long-drawn process. What goes for being organized activities at the local level – by, for and with citizens – at the same time have strong and often more or less invisible links with the public sector. Likewise, the public sector is to a large extent intimately engaged in activities that elsewhere would be separate and belong in the private sector.

The result of the omnipotent role of the state in transition countries, at the local and especially the individual level, is that many citizens even today are not well prepared for the coming changes towards a tri-partite societal structure. There is of course a demographic shift operating, in that the younger generation to a larger extent is interested in as well as able to adjust. However, for many the increased call for participation, governance, transparency and organizing at the local level, which essentially provides opportunities for action and influence, at the same time also requires a mindset of individuality and self-awareness – an ability to view the self as apart and separate from the state – that is not available. The result is the cultural lag that means that changes in and evolution of civil society, including organized activities in civil society organizations (CSOs) or, more specifically, NGOs, a slow process.

That Romania is a transition country or economy weighs importantly on the arguments and case presented here. The reason for this is as simple as it is complex: the whole idea of protecting the environment and creating PAs, together with the logic of establishing and managing PAs, is developed in Western societies (specifically in the United States) and has spread to the rest of the world, to a large extent part and parcel of the processes of globalization. The logic and rationale of how this operates and plays out as a rule runs counter to the existing (traditional and otherwise) ideas, values and priorities in the countries where it is being adopted. In developing countries in Africa, Asia, Latin America and the Middle East these processes began, in many cases, a substantial time back, and with the evolution of the PA paradigm in directions that facilitate increased adaption to and integration with local values and cultures, it has in many ways reached a position where it has become accepted and functions more or less well.

In transition economies the import of the PA paradigm is more recent, and adjustment and adaption are ongoing. In this, management of PAs is at the forefront, so also in Romania. The reason for this is that Western NGOs early on took on a responsibility for nature and environment protection, and got directly involved in this work. They hire and train local people, and contribute directly and indirectly to setting up local NGOs. At the same time there is a lacuna in the available training and capacity building, in that the focus is almost exclusively on ecology and environment protection, that is, a concern with biology, ecology and zoology.

This is echoed in the approach to PA management in Romania more generally, where there seems to be little concern with the management aspect of PAs, including stakeholder management. With an increasing number of stakeholders that as a rule have different – not to mention contrary – views on management principles and priorities, there is clearly a need for data, insight and expertise in this area.

## **The stakeholder analysis methodology**

### ***Organization and respondents***

The fieldwork took place in connection with visits to the project area in August 2010, September 2010, and December 2010. The bulk of the fieldwork took place during the latter visit.

The focus of the stakeholder analysis was the CNP. That is, the plan was to (1) identify the key stakeholders from the point of view of the CNPA, and interview and administer questionnaire to the CNPA, and (2) interview and administer the questionnaire to the stakeholders that the CNPA had identified. Due to certain constraints it turned out to be not possible to do the second part.<sup>13</sup> This means that the available data on the character of the relationships between the CNPA and the identified key stakeholders originate solely with the CNPA.

The respondent was the CNPA Director. As it turned out, very little time for these interviews was set aside, there were disruptions and delays, and no time was made available for informal discussions aside from the interview sessions.<sup>14</sup>

### ***The survey forms***

The number, definition and ordering of the survey forms (see Table 2; Appendix 1) were informed by the perceived needs of the development project. The forms went through several revisions in the period before actual data collection began. They are separated in three categories: (1) preliminary forms, (2) stakeholder analysis, and (3) network analysis. Based on the experiences gathered it is my belief that they are, separately and as a unit, well suited to the task, and at the same time general enough to be applied – and adapted – to other circumstances, in connection with PA management and elsewhere. Nonetheless, the forms will be further revised and streamlined.

### ***Data collection tools used***

The plan was to complement the stakeholder analysis survey with informal and open-ended interviews and focus group discussions with selected stakeholders. Except for some interviews this turned out to be not possible.<sup>15</sup>

I visited and worked in the project area on a number of occasions in the period September 2008 - December 2010. The opportunities of participant observation that this represented,

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13 This was so partly because I had a limited number of days at my disposal, partly because the work on administering the survey forms took more time than I had expected (see Footnote no. 14), and partly because this would have required the input of trained assistants, which were not available.

14 All interviews took place during regular office hours, and were cut short when, for example, the telephone or cell phone rang, a staff member needed to discuss something, a person from the outside visited, or business that needed immediate attention.

15 See Footnote no. 13.

including the many discussions with project staff, staff in partner organizations as well as local people, were invaluable for understanding crucial facts and variables, together with the local history.

### ***Indicators***

For this exercise, which aimed at a simple, qualitatively oriented trial exercise, indicators were not deemed necessary. Indicators, understood as measurable entities related to a specific information need, should be measurable, precise, consistent and sensitive, can be defined using the data from stakeholder analyses. For example, aspects of the relations between stakeholders can be suitably quantified. Use of Logical Framework Analysis (Sida 2006; WWF 2005b) may facilitate the development of indicators. If network analysis is utilized in conjunction with stakeholder analysis, it becomes possible to visualize the relations between stakeholders.

### ***Identification and categorization of stakeholders***

The fact that Romania is a transition economy complicated the field work and analysis markedly. This goes for identification of stakeholders as well as categorization of stakeholders in one of the available three societal sectors.

Stakeholders are, in Western Europe and beyond, understood as organized in three commonly identified societal sectors, namely public sector, private sector and civil society. These three categories were utilized in implementing this survey and this represents two main problematic issues: (1) how to understand the identified stakeholders, and (2) how to categorize them.

The total number of stakeholders that were identified includes stakeholders from across the societal spectrum, as located locally, regionally, nationally and internationally. Only a few of these were identified by CNPA as being important, and accordingly included in the analysis.

The very broad character of the stakeholders that were identified speaks to the broad engagement that CNPA has with the surrounding society. At the same time, it was noticeable how several stakeholders were not included because they were not understood or identified as a stakeholder. This includes advisory bodies that are part of the Park's management structure and stakeholders that represent local people, specifically categories that are subsistence-based. This may give an indication of how the CNPA understands or interpret its mission, including responsibilities and allegiances.

### ***Stakeholders' interest versus stakeholders' influence***

The key dichotomized variables used, that is, "interest" and "influence" may be understood as a somewhat crude way of computing, analyzing, understanding, and presenting information about stakeholders (see Table 1). On the other hand, the force of this model lies exactly in its simplicity: within the four quadrants of this model it becomes possible to understand essential aspects of the relationships between stakeholders. In this case, this means the relationships between the CNPA and the identified key stakeholders.

### ***Role of external expertise and capacity building***

The input of an expert or experts is as a rule necessary. This was certainly the case with the present SA, where I was responsible for all phases of the work, including conceptualization, planning, survey construction, administration of survey forms and field work / data collection,

analysis and dissemination of the results. The reason for this is straightforward: there was nobody available locally that could do it, and even if such a person or persons would have been available locally there was no funding available to hire them.

Also, for applying this method elsewhere it is likely that external expertise will be necessary. The specifics of the local situation, in particular as regards the capacity of the PA staff, will determine the extent of external expertise that will be necessary. For those that want to apply the method, a good amount of the work is already done; specifically regarding construction of the survey forms (necessary adaptation to suit the new circumstances will be necessary). Of the several phases in the work, analysis of the data is likely the phase where external expertise will be most needed. However, I believe that those that opt to try this out, and not just once but repeatedly, will learn over time to do this largely by themselves. For this to happen, the external expert(s) should: (1) be conscious about defining all work as collective and heuristic exercises where the local PA staff is involved and receive training while contributing to implementing the overall exercise, and (2) transfer responsibility for executing the various phases to PA staff as soon as possible.

### ***Reliability and validity***

Due to lack of time and because the main respondent did not master English well (my command of Romanian was at the time of course nothing to write home about), it is necessary to consider the fact that the reliability and validity of the survey may be questionable. Reliability refers to repeatability, including interpersonal replicability, of scientific observations. In interview procedures, which are what this survey relied on, reliability refers to the extent to which the same range of responses is produced in repeated trials. In this survey, where there was one interviewer and one respondent, together with one translator, active in a formal interview setting, reliability may not be an especially relevant consideration. Also, the survey questions are quite simple and hard to misunderstand (see Appendix 1).

Validity refers to the extent to which scientific observations actually measure what they purport to measure. In the present survey, given that little time was available for discussing the survey, and where the main respondent did not master English well, was not familiar with taking part in surveys, and also did not understand well the purpose behind the survey, the validity of the survey is an issue to be considered. During analysis of the data, it did strike me whether some responses, specifically some that might be termed as inconsistent, could be the result of a lower than hoped for validity.

### **Stakeholders and beneficiaries**

According to stakeholder analysis the beneficiaries of a project or a reform activity should be local people that often lose out, and that accordingly should be especially targeted. In the case of CNP this would translate as the local people that lost access to land, natural resources, and income earning streams after the creation of the Park. The stakeholder analysis data indicates that CNPA does not see it this way, which is probably to be expected given that the Park is a creation of the state, is responsible to a state institution and receives all its funding from the state. The rationale for establishing the Park was exactly to remove this area from the control and management of the traditional owners in order to locate it under a very different external management regime. However, things are, as should be expected, more complicated, in this case it is that the CNPA collaborates very closely with local authorities at the level of the commune, who represent also the local people that lost access to resources. Only interviews with the farmers in question will clarify whether they see it this way or not. The lesson from

this is that stakeholder analysis is eminently suited to separate the hype from realities, and identify allegiances and key operating relationships between stakeholders.

### **Networks and network analysis**

A network is understood as more or less formalized communication between a number of likeminded stakeholders that share knowledge and data in various ways on a more or less regular basis. It used to be that a network consisted of persons that were located in proximity to each other and interacted directly. Today the term more often than not refers to persons that are connected virtually, that is, via information and communication technology. In both cases the essence of the networks are identical: participants, or nodes, are connected via links, some participants are located centrally in the network and accordingly have several links, while other are located peripherally and have maybe only one link. Furthermore, the content and function of the links will vary substantially (Soeftestad 2002, Soeftestad and Kashwan 2004).

In the case of the CNP and its key stakeholders, the relationship between them can be presented very instructively in the form of a diagram, according to the principles of network analysis (Scott 1987). Stakeholder analysis is well suited to analyze relationships between stakeholders, qualitatively as well as quantitatively. Furthermore, in conjunction with network analysis, even further fine-grained analysis of the content of the relations that constitute the network can be made.

Echoing arguments made above, networks is one way of integrating stakeholders and achieve social integration and cohesion in complex situations involving very diverse stakeholders.

Stakeholder analysis is a useful way of analyzing and deconstructing networks (whether operating in real time or virtually, whether formal or informal) and networking activities that operate in connection with PAs (Soeftestad 2003). At the same time, as relations between stakeholders visually can be presented as, and indeed be understood as networks, it follows that network analysis can be an instructive heuristic device for presenting and understanding such networked relations between stakeholders, together with how a network is constructed and functions.

### **Interactions between stakeholders**

The essence of human interaction is communication. This term is itself very broad and encompasses numerous forms given the combination and co-existence of a number of variables, viz., content, direction, length, mode, occurrence and participants. Communication is another term for characterization of the information and knowledge that flows between the participating stakeholders in a network. Stakeholder analysis studies this interaction qualitatively, and can also make possible quantitative assessments and estimates of various aspects of such communication.

This interaction becomes especially interesting to study and understand in two situations, namely when: (1) new stakeholders appear on a local arena, and (2) new ideas, priorities, values, modes of interaction, rationales or resources (understood broadly) becomes part of the interactions between stakeholders. In situations of interactions between existing and new stakeholders, especially when they are located in different societal sectors, the logic of how interactions play out can be very interesting and revealing. Such situations and interactions often hold seeds of change as well as of conflict.

The CNP represents an instructive case in this respect: this was a new stakeholder that almost overnight appeared on the local arena, and brought along a new rationale and logic – mandated by external stakeholder, including state and international funding agencies and NGOs – that were at odds with everything that existed. At the interface of this external logic and adherent goal and the local logic, with its adherent goals, an interaction evolved that in turn proceeded to impact and change the existing pattern of relationships between stakeholders. As part of this certain local stakeholders got promoted, so to speak.

Stakeholders interact across societal levels. The interaction can be horizontal, between stakeholders located at the same or similar societal levels, and often also located in the same societal sector. The interaction can also be vertical, between stakeholders located at different societal levels. The former interaction is, as a rule, between more or less likeminded stakeholders, while the latter, again as a rule, takes place between unequal stakeholders. This unequal form of interaction is can be more pronounced in situations where the participating stakeholders are located in different societal sectors. The adage that knowledge is power fits perfectly well to the interactions and relations between stakeholders. Some stakeholders are more centrally located in the network in relation to other stakeholders.<sup>16</sup> Accordingly, in any local situation, over time some stakeholders will be promoted and some will be demoted. With the introduction of new stakeholders and new rationales this process will be impacted and accelerated. The operating factor in this process is, more often than not, that external resources (including finance and knowledge) can be converted locally to forms that can be used to build influence, create alliances and build allegiance. This is what has happened in Tara Dornelor following the creation of CNP. Given the limited implementation of the present stakeholder analysis, which centered on the CNPA, the latter stakeholder is naturally located centrally in the network of stakeholders that it interacts with. However, in the larger picture in Tara Dornelor, the CNPA is not centrally located.<sup>17</sup>

### **Conflict resolution and cohesion**

The higher the number of stakeholders with increasingly specific goals and agendas, the greater the chances are that conflicts will occur. Furthermore, in the case of Romania, being a transition economy, the potential for conflicts may increase partly because of uncertainties and disagreement over which societal sector a particular stakeholder belong in. This necessitates a concern with conflict resolution. Stakeholder analysis is eminently suited to point to and unearth hidden issues, concerns, priorities, and motives. As the anthropologist Bronislaw Malinowski famously put it, there is a systematic divergence between what people say about what they do, what they actually do, and what they think about it.

The flip side of conflicts is consensus and cohesion. Just as conflict has to be actively avoided and – once it occurs – resolved, so consensus and cohesion are situations that have to be actively sought as goals. Moreover, with an increase in number of stakeholders, including external stakeholders, it becomes all the more necessary to address social and cultural fragmentation at the local level consciously and actively. It becomes important and necessary to identify ways and means of integrating stakeholders, that is, create a societal integrating mechanism. Such a mechanism often has to be identified and located at higher and more

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16 The centrality variable can be computed based on number of interactions or links with other stakeholders. Centrally located stakeholders have several links, and the fewer links the more peripheral a stakeholder is, down to stakeholders that have only one link with one stakeholder.

17 It could possibly have had a more central location and position, but various factors work against this, including its mission statement, staffing profile, and resource situation.



general levels of society (in the sense of both social organization and a culturally specific value hierarchy). Along these lines, besides the role and function of stakeholder analysis at the local levels, an important goal and purpose at the macro-levels is to provide insight and subsequent action in order to arrive at the necessary and important social integration and social cohesion.

However, the real disagreement – if not conflict – involves stakeholders that were addressed only indirectly in the stakeholder survey. They are the members of CNP’s Scientific Council, representing universities and research institutions.<sup>18</sup> These stakeholders do not live in Tara Dornelor and very seldom travels there. Nonetheless they play a crucial role, in that the Scientific Council is responsible for upholding and interpreting the official regulations as to how to protect the environment in the Park. The very strict rules for all types of resource utilization and outtake are the responsibility of the Scientific Council. This is a latent conflict, and one that is little focused upon because the public is not well aware of the role of the Scientific Council.

### **Stakeholders**

I have given special emphasis to how to identify stakeholders, determine how they differ from each other and relate to each other, together with how to categorize them on to the available societal categories. These tasks can under normal circumstances be complicated, while in transition economies this is definitely a challenging task. This is so because it is difficult to find hard facts that can inform and clarify, and because an element of subjective judgment for this reason invariably enters. This complicating issue aside, identification and categorization of stakeholders are always key and crucial tasks to perform in any situation. The present approach identifies stakeholders from the point of view of a position external to the stakeholders themselves, and based on assumed objective criteria. At the same time it is important to recognize that, from the point of view of the stakeholders, a decision on whether the label “stakeholder” applies and, if so, based on which criteria, is completely subjective and is, in essence, a case of self-identification.

In addition to the characteristics of a stakeholder as such, whether an individual or a collective, and together with the relations with other stakeholders and the characteristics of these relations, it will likely be useful to understand some of the social and cultural contexts of the stakeholders that is being studied. This will include variables like social organization, religion, kinship, membership in civil society organizations, participation in local activities, training, and job/occupation. It also includes informal relations, for example, as available in any networks that the stakeholder is a member of or else is involved with. For stakeholders that are negatively affected by or otherwise stand to lose from the establishment of a PA, it is crucial to know whether they own – privately or as part of a collective – natural resources, or else have use rights to such resources.

Again, with reference to the situation in transition economies, the level of consciousness among stakeholders as regards the overall societal project of supporting the evolution of a civil society – with all that this encompasses of conditionalities and consequences – is closely connected with the ideas of transparency and governance (Hart 2008), together with the process of participation. It will be crucial to understand how stakeholders relate to and understand their role in participatory processes. This is so because participation can, at one and the same time, be understood both as a goal and a means.

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<sup>18</sup> For a list of the members in CNP’s Scientific Council (and also the Advisory Council) see Soeftestad (2011).

Managing stakeholders and stakeholder relationships in a PA setting can be a challenge. In the case of the CNP it appears to be less complicated than in other PAs in Romania. Nonetheless, it would have been an advantage to complement the existing staff with one or more staff members trained in strategic communication and in managing stakeholder relationships.

Above I discussed how the establishment of the CNP impacted and changed the equilibrium between the stakeholders. The stakeholder category that increasingly seems to take center stage is the administration in the relevant communes (some more than other, possibly a reflection of idiosyncrasies at the level of the mayors), interacting with stakeholders in all societal sectors and doing a good amount of bridging of values and views. The more recent appearance and increasing clout of other stakeholders, including the EU (specifically through the LAG) and the development project have contributed to this. The development project may have contributed to increasing the importance of the CNPA as an important stakeholder, partly because of the network of private sector tourism operators that has been created, were both the CNPA and mayors in some communes are directly involved, and partly because the CNPA has become more visible. I hypothesize a development where the mayors and their administrations, as representatives of the relevant communes, will become increasingly important in Tara Dornelor, and wield more influence and power, and for at least three reasons:

1. They are well placed, geographically (within each commune) and strategically (in relation to all other stakeholders).
2. They know each other personally and cooperate closely.
3. The role of the state and the public sector in Romanian society is very strong, and ongoing gradual changes in the relationships with civil society and private sector notwithstanding, there is a very strong cultural lag operating that guarantees that things will not change dramatically any time soon.

There are already methodologies and tools that focus on various aspects of stakeholders in PAs, and stakeholder analysis can be used in conjunction with such tools. One such tool is the Protected Areas Benefits Assessment Tool (Dudley and Stolton 2008).

Furthermore, I suggest that, while civil society and the private sector gradually will become stronger, this will be more than balanced by the role that the mayors and their administrations will play. Finally, in this future scenario the mayors and their administrations will hopefully move from a position of managing the citizens and stakeholders (including those that are located in civil society and the private sector) in a narrow sense, and towards a position where a main task and concern will be to facilitate the local stakeholders and their activities, priorities and goals. For this to happen, several factors would need to be in place, including necessary legal reform, revised staffing profiles and sufficient financing.

## **Resources**

The main natural resources in question in CNP are timber/forests and grazing land. Additionally there are animals (for hunting), berries, plants (for medicinal purposes) and mushrooms. While people never lived in the area that now constitutes the Park, people in the surrounding villages have used it since a very long time. The available ownership rights were a mixture of private property and communal property, together with long-standing cases of use rights to exploit certain resources.

With the advent of the Park this all changed, and virtually overnight. The Park's basic resource management and biodiversity protection rationale is laid down in a number of quite

stringent regulations that specifies what is allowed and what is not allowed in each of the Park's three zones. The essence of these regulations is to place what the land owners consider to be a very heavy set of restrictions and limitations on accessing and exploiting traditional resources. A further detrimental fact is that the compensation process, which has been underway since years, is far from over, and so far has led partly to irritation and frustration because of a perceived inequality in who have been compensated and how much.

In face of the fact that people still today, to take one example, pick blueberries in places where it is not allowed, and use implements that are illegal – thereby challenging the management regulations – should be understood as an indication that local people are not at ease with, and accepting of, the Park's management priorities.

Stakeholder analysis, together with other methods, including social analysis and social assessment, can give important contributions on how the traditional resource management functioned including the close relationship between people and the resources that they depend on, relate with and exploit. This also goes for how the current resource management regime functions. In this particular situation, the present stakeholder analysis was able to identify those among the local population that stood to lose from the establishment of the Park, and that accordingly should be labeled as “beneficiaries,” in order that the Park could target them specifically.

In the present situation, a possible avenue of action would involve minimally the following steps:

1. Review the strict management rules and aim to loosen them somewhat, in order to legalize and facilitate some of the traditional resource utilization.
2. Organize a co-management arrangement involving, inter alia, (1) farmers, land owners and other local people with economic and subsistence interests in the Park (represented through an organization or a network to be established), (2) local administrations in relevant communes and villages, and (3) CNPA.
3. Set up a joint management committee where these stakeholders are represented, and that will be responsible for this co-management arrangement.

I am confident that such an arrangement, if presented, discussed and adopted in a transparent and participatory manner, will be in the interest of all parties involved, and furthermore, that it can be made without compromising the essential role of the Park in protecting biodiversity, being caretaker of scientific interests, and promoting sustainable development.

## **Change**

The following initial observations and clarifications will be useful: (1) change and causes for change (i.e., drivers) are closely connected,<sup>19</sup> (2) the general relation between the two is here understood as follows: “driver” refers to a causal agent or variable that causes changes, while “change” refers to observed outcomes of a causal variable, (3) drivers can be available in the social system under scrutiny or external to it, (4) my primary interest is with social change, as

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19 This is a gross simplification because, in our complex societies, where “everything is connected with everything else” through, among others, negative and positive feedback loops, the understanding of what change and drivers are become relativized. In a narrow sense, only an agent that can be identified as being positioned outside a domain, while still impacting it, can be understood as a driver in relation to this domain.

opposed to change in other domains of society,<sup>20</sup> (5) depending upon the nature of change, especially how fast change occurs, it is important to have appropriate methods to interpret phenomena of change, instability, adaptation and development in socio-cultural systems, together with their causal drivers, (6) some stakeholders can, depending upon location (in society, not in a geographical sense), availability and type of resources, and whether commanding positions of power, function as drivers of change, and (7) in line with Marxist-oriented social science I regard change as built into the social order, which does not preclude the existence of external drivers of change.

Regarding methods to assess and understand drivers, and especially ex-ante predictions, this conference posits a difference between “old” and “new” drivers, where the latter include, among others, climate change. I am not sure I agree with this. All drivers are equally in need of methods that can predict how they play out and what their impact are, especially in the present situation of change occurring faster and faster. The difference with the “new” drivers is more a question of scale than anything else. Finally, an increasingly fragmented socio-cultural system with decreasing social cohesion will be less resilient and change will occur faster and be less reversible.

The connection between change and stakeholder analysis (together with other methodologies) lies in the role of information and knowledge and information for improving ways of working and results, more concretely outcomes and impacts (Jones 2011). In the typical or average investment operation or development project the connection between inputs, on the one hand, and outputs, outcomes and impacts, on the other hand is, at best, uncertain. Given this, data that are generated and used to show results, may provide limited opportunities for learning for project staff, beneficiaries and other stakeholders. The dramatic increase in complexity that characterizing development interventions, to a large extent following from the increasing number of stakeholders with different agenda, means and allegiances, has increased the problems of managing such projects and bring them to a fruitful conclusion.<sup>21</sup> While acknowledging this, and discussing the challenges that complexity represents, Jones’ view is that there are ways to deal with complexity in order to produce planned change. He argues that recognizing complexity does not mean that interventions have to become more complex. Organizational science and psychology tells us that teams and organizations have to represent a sufficient simplification of reality in order to bind the members together. Finally, a concern with complexity carries over into how to evaluate change (Forss et al. 2011).

In Tara Dornel, at the present time, there are a number of stakeholders that play important roles as change agents or drivers, and for various reasons, including history, external connections and resource-endowment and -characteristics. These stakeholders are (beginning with external stakeholders and moving to local stakeholders):<sup>22</sup>

- *ICT infrastructure.* I understand broadband internet access as a new driver. While not yet available in Tara Dornel or in the overall region, this is likely to change. ICTs, including cell phone and Internet technology, promises to impact and alter existing

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20 Change takes place in, for example, technology which is not a major concern here. Such change may be understood as a driver (in relation to the social system) as opposed to observed change itself.

21 The dramatic increase in complexity in development interventions is matched by a concomitant increase in the literature about this complexity, including emphases on adaptiveness and process management.

22 It would have been interesting to present the relations between these (and other) stakeholders in a flow chart, complete with positive and negative feedbacks, for example, in conjunction with a network analysis.

relationships between especially the public sector/state and civil society in fundamental ways.<sup>23</sup>

- *The EU*. The EU is becoming increasingly important in the region, including in Romania. This takes place, among others, through changes in relevant legal regimes, including for environmental protection, and in funding for such activities. In Tara Dornelor the CNP and the LAG are important examples.
- *The development project*. While closed, it will continue to have impact, partly through (1) interactions it spearheaded between CNPA, commune administrations and private sector tourism establishments, and (2) the ecotourism network that was established.
- *The emerging private sector*. This goes, in particular, for stakeholders active in tourism. A condition for this to happen is that the concerned stakeholders manage to organize themselves (the network mentioned above is a good beginning).
- *The commune administrations and the mayors*. Their future role would depend upon the extent to which they manage to build upon the higher profile that they have gained through, among others, the development project and possibly the LAG. I have elsewhere in this paper suggested that it may be a solution if they take on more responsibility and power, and develop a niche of functioning as go-between local stakeholders, on the one hand, and local and external stakeholders, on the other hand.
- *The CNPA*. This depends on the extent to which it manages to build upon the higher profile that it has gained through the development project, specifically through collaboration with AER if it continues to play the same pivotal role.
- *The emerging civil society*. This goes, in particular, for NGOs that are active in the area of natural resource management and sustainable development. A condition for this to happen is that civil society stakeholders manage to build awareness and understanding of their own relevance and importance, and get organized in the process. This will, I am confident, happen, and the key driver behind it will be the provision of ICT infrastructure, specifically broadband internet access, throughout Romania and other transition economies, and the growth in virtual networking and social media.<sup>24</sup>

These are times of great change in Romania, and at all levels of society. In the case of Tara Dornelor these processes of change are to a large and an increasing extent guided, influenced and mandated from the outside, including from outside the country. Thus it is perhaps only natural that the understanding of the societal category of the public sector, together with the evolving societal categories of civil society and private sector, and the classification of stakeholders on to them, is in flux. How this will play out is anybody's guess, and increased knowledge about how interactions and synergies between stakeholders, alliances that are established (in turn to be replaced by others), formal relations and informal networks created, and changes in the relative positions of stakeholders, is strongly needed.

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23 I am presently involved in preparing a proposal for a project that will build broadband internet access in rural areas in the border regions of northeastern Serbia, northern Bulgaria and southwestern Romania. It aims to target the rural populations directly, together with training on how to use this new technology and how to benefit from it.

24 See Footnote no. 23.

## **Hypotheses revisited**

### ***Stakeholder analysis does not depend on a developed civil society***

This hypothesis addresses the situation in transition economies, where the separation of the public sector to give rise to the societal sectors of civil society and private sector is progressing but is still not well advanced.

Does this mean that implementing a successful stakeholder analysis to a large extent depends on a developed civil society? The experiences with the stakeholder analysis performed in Tara Dornelor bring this home. On the one hand, at the local level, among the CNPA, and the organizations, institutions and individuals that it relates to, there was next to no understanding of or appreciation of what stakeholder analysis is, and what its purpose and role in PA management could be. This is one reason why it was not possible to identify local persons to work with me. If a well-developed and strong civil society had been available in the region it would likely have been possible to locate individuals with the required knowledge, time and interest to become involved, and take on the responsibility for various parts of the stakeholder analysis, in particular the survey work and data collection. On the other hand, there is a potentially important converse logic or rationale operating, namely that stakeholder analysis can, if there is sufficient interest, contribute to nurturing and developing civil society. For this to happen, local people will have to take the initiative to use this experience in conscious capacity building and training at the local level.

### ***Simplified versions of stakeholder analysis can provide insights and be useful***

The essential consideration behind this hypothesis is whether only full-fledged, complete, large-scale, complex and costly implementations of stakeholder analysis are useful. To some extent the answer to this is subjective, largely depending upon the training and position of each person. At the same time, I should think that we will all agree that even a scaled-down application of stakeholder analysis would be useful. More to the point, if given the choice, I believe that most people in a PA management position would agree that a scaled-down stakeholder analysis is better than no stakeholder analysis (given the scale and cost of “traditional” stakeholder analysis this scenario is very real).

Accordingly, the experience with the present scaled-down and limited adaptation of a stakeholder analysis is that it does indeed provide insights and useful data. It is equally important to bear in mind that an adaptation of stakeholder analysis, such as the one presented here, can be used as an input into preparing a full-fledged and large-scale stakeholder analysis, as well as functioning as a point of departure for other methods and data collection tools.

### ***Simplified versions of stakeholder analysis can be predictive***

This hypothesis is complicated. The question is not just whether the present adaptation of regular stakeholder analysis can be predictive, but whether any method or tool that aims to gather social and stakeholder data on PA management can be predictive. Indeed, the question is whether this necessarily is or should be a goal with using such tools. The essence of monitoring project implementation, or more regular management (as in the case of PAs), of which stakeholder analysis can be one item in the methodological toolset, is of course to understand what has taken place in the (immediate) past, and thus to gather information and knowledge that can guide future activities. In this perspective, this hypothesis should be reformulated. The issue is not whether stakeholder analysis can be – or should be – predictive in a narrow sense, and also not whether we consider a full-fledged or else a scaled-down adaptation of

stakeholder analysis. The issue is, on the one hand, whether a method is targeted enough to answer a given set of questions and, on the other hand, the extent to which this method is employed regularly, that is, being repeated or iterated. Given this, and a management approach that is processual and adaptive (as opposed to a blueprint), I maintain that the present adapted form of stakeholder analysis can provide data and knowledge that will suitably facilitate and guide a forward looking implementation and management approach.

## **CONCLUSIONS**

### **The methodology**

Stakeholder analysis aims to identify the stakeholders that are relevant in connection with a specific development project or other intervention. Furthermore, the purpose is to assess their situation, their views, and their needs in relation to this activity. Stakeholders can influence the activity positively or negatively, they may or may not have an interest in it, and they may stand to – or expect to – benefit from it. Stakeholder analysis can be used to inform decisions and actions, and it can also be used to predict outcomes better.

The stakeholder analysis presented in this paper is a combination of available approaches to stakeholder analysis. More importantly, it is a simplification of these approaches. This is dictated by an effort to present a simple approach or tool that can be readily understood, that can be adapted to the local situation and implemented in a short time, and that is readily amendable to participation and involvement by stakeholders and respondents. It is also adaptable, in that it can be tailored to specific local circumstances regarding a project, its staff and relevant stakeholders. Also, importantly, it is not costly. Finally, it was a goal that the CNP management can learn the method – if necessary given further training – and use it themselves, and that it can be applied in other similar projects because it, due to its structured approach, lends itself to comparative analyses. The dichotomized variables used (i.e., interest and influence) may make for a somewhat crude way of computing, analyzing, understanding, and presenting the available data.<sup>25</sup> On the other hand, the strength of stakeholder analysis, understood as an analytical tool and a model, lies exactly in its simplicity: within the four quadrants produced by the interaction of the variables interest and importance it becomes possible to understand essential aspects of the relationships between stakeholders.

The drawback with the stakeholder analysis that is presented here is that it – exactly because it is quick and simplified – is less detailed and accordingly less able to throw light on some aspects of the relationships between stakeholders. This means that it may leave something to be desired in terms of predictability as well as possibilities for generalization.

The different societal set-up in Romania, as in all transition countries, especially as regards the position of civil society and the several crucial implications of this, represents an issue that needs to be addressed when implementing tools like stakeholder analysis in these countries. How to understand civil society, including NGOs – and accordingly how to assess them relative to the two variables of interest and influence – can be a challenge.

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<sup>25</sup> The use of dichotomized variable values is a characteristic of stakeholder analysis in general, and is not introduced as part of the simplified approach presented here.

## Stakeholder analysis as a modular approach

The basic rationale behind this methodological exercise is only partly to devise and do a trial of a limited application of stakeholder analysis. Beyond this, it is to argue that, depending on the available conditions in other situations, similar limited applications can be devised and implemented, and the present model of such a boiled-down application can hopefully serve as guidance. In this way, the present application of stakeholder analysis can be understood as a model, and stakeholder analysis should be understood as a modular approach to collecting data on stakeholders and the relations between them.

Such a modular case-specific approach to stakeholder analysis will be useful in several areas of inquiry, including: (1) for understanding common property resource (CPR) management, and (2) in connection with social and institutional analyses. Furthermore, modular stakeholder analysis can in many cases replace traditional stakeholder analysis. In other situations, modular stakeholder analysis can provide the impetus for doing a (more) complete stakeholder analysis. Also, it can function as foundation or starting point for a broad investigation along the lines of social analysis and social assessment. Some notes on tasks and priorities to be administered by the PA staff follow.

First, among the key input variables to consider when devising a modular application of stakeholder analysis are:

- Financial resources.
- Human resources/capacities locally.
- Human resources/capacities externally/internationally.
- Time.

Second, other factors to be considered include:

- Ascertain whether similar, or otherwise useful, data collection exercises are available.
- Assess any unique features with the PA situation that have to be considered.
- Assess approximate number of stakeholders (organizations, institutions and individuals) to be involved.
- Decision on any supportive qualitative methods to be employed, including: case studies, individual open-ended interviews, and focus-group discussions.
- Decision on any supportive quantitative/survey methods to be employed, including network analysis.
- Determine who will be involved in the fieldwork and data collection, including PA staff, relevant NGO staff and any external experts, and assign responsibilities to all involved.

Third, a list of how to proceed with preparation and planning will minimally include the following:

1. Determine input factors (see above).
2. Determine other relevant factors (see above).
3. Prepare inventory of data to be collected.
4. Assess to what extent the present survey forms (see Appendix 1) cover the data that have to be collected, that is, the series of forms taken together, as well as each individual form.
5. Adapt the present survey forms, that is, revise the available forms (including adding new forms and revising existing forms).



6. Decide on any indicators to be constructed.
7. Organize training of PA staff (and NGO staff in case NGOs are to be involved).
8. Test survey forms.
9. Plan fieldwork and data collection.
10. Implement fieldwork and data collection.
11. Analyze the data, draw conclusions and recommendations.
12. Discuss the conclusions and recommendations with all stakeholders.
13. Reach agreement on how the conclusions and recommendations will impact and change the management in the future.
14. Plan for repeated or reiterated stakeholder analyses at regular intervals.
15. Write up and disseminate the results of the analysis together with plans for future work.

Following from the participatory, inclusive and transparent values and approaches that underline the outlined modular methodological approach, I recommend that all steps outlined above be implemented by the collective of PA staff, together with any other experts to be involved in implementing the chosen version of the modular stakeholder analysis.

### **Broader implications and applications**

This paper reports on a first application of the modular approach to doing stakeholder analysis, as applied to a PA in Romania. Clearly there are further lessons to be learned from this exercise. The challenges ahead are intimately connected with one of the aspects of PA management that intrigues me, namely the almost unparalleled complexity, to a large extent due to the diversity of stakeholders (Jones 2011). Also, stakeholder analysis is already adapted to and incorporated into other data collection tools as well as approaches intended to produce change, and these tools and approaches produce lessons that will benefit the present modular approach to stakeholder analysis, and hopefully also vice versa. One case in point is the RAPID Outcome Mapping Approach (Pellini 2011).

There are currently initiatives being implemented, together with activities being considered, that directly and indirectly address the need for adapted, structured and focused tools and methods, in connection with PAs as well as in other areas of concern. These activities and initiatives would seem to overlap with or else build upon the same type of rationale that led to the development of the present application of stakeholder analysis, and there should be good possibilities for learning and cross-fertilization between these activities and initiatives. Some of them are briefly reviewed below.

### **Protected area applications**

#### ***National Forest - Romsilva, Romania***

National Forest - Romsilva, which is responsible for managing Romania's PAs, has indicated that it would be of interest to utilize this modular approach to stakeholder analysis in other PAs in Romania, specifically in national parks (D. Mihai, pers. communication).

#### ***IIED - Social assessment of protected areas***

The 2008 conference of the Parties to the Convention on Biological Diversity (CBD) addressed how PAs could contribute to eradication of poverty and sustainable development. It was recognized that understanding the social aspects of PAs was a necessary precondition for such contribution, and that little data on this was available. One problem identified was that use of different methodologies did not support made comparisons between PAs across time

and space. More importantly, this complicated the task of addressing the above concerns. The Social Assessment of Protected Areas (SAPA) arose specifically to address the lack of standardized and objective approaches aimed at qualifying and quantifying the connection between the social and environment domains in PAs. SAPA is a joint initiative of IIED, Care International, UNEP-WCMC and IUCN's CEESP/WCPA Protected Areas, Equity and Livelihoods (PAEL) Taskforce (IIED n.d.).

The main output of SAPA to date is the report "Social assessment of conservation initiatives" (Schreckenberget al. 2010). The purpose of the report is to present standard methods aimed at assessing social impacts. Towards this, around 30 methods characterized as "rapid assessment tools" are reviewed. There is also a discussion on indicators. Given the call for action at the 2008 CBD conference, and the rationale for establishing SAPA, I would have expected that stakeholder analysis would be one of the methods reviewed. This is not the case, and I am not sure I understand why. On the one hand, in similar overviews of available social methods stakeholder analysis and social assessment are often discussed separately (e.g., Rietbergen-McCracken 1998). On the other hand, social assessment is commonly defined with reference to a purposeful integrated framework aimed at incorporating participation and social analysis into a project (e.g., World Bank 1995). Furthermore, a goal with stakeholder analysis is to "identify key stakeholders and establish an appropriate framework for their participation ..." (World Bank 1995:191). Also, social assessment is understood as a "method that uses a mix of qualitative and quantitative tools to determine the likely social impacts of a project on stakeholders – and the likely effect of stakeholders on the project" (World Bank 2003). Finally, stakeholders and stakeholder analysis is understood as one of five entry points for social analysis (World Bank 2003:11-12).<sup>26</sup> To conclude, stakeholder analysis can be understood as part of social assessment which, in turn, is a form of social analysis. I can think of two possible explanations for why stakeholder analysis is not included: (1) the understanding of "social assessment" used in the SAPA volume precludes it, and (2) the volume is concerned with quantitative methods, and stakeholder analysis is not considered as a quantitative method. I would take issue with both these possible explanations. In the case of the latter, stakeholder analysis can be both qualitative and quantitative, and the modular approach I have developed should be understood as the latter, specifically if it is combined with network analysis.

Schreckenberget al. (2010) was launched at a workshop in Bangkok in February 2010 jointly with a IUCN publication on social assessment and management effectiveness in PAs (see below).

#### ***IUCN – Protected areas: management effectiveness and social assessment***

IUCN is an interesting organization, and for several reasons: (1) it is a large international NGO, (2) it has a constructive, eclectic and conscious approach to methodological integration and synergy, (3) its work is to a large extent directed at PAs, and (4) it is present throughout Eastern and Southeastern Europe.

Two of IUCN's Commissions, CEESP and WCPA, are linked by a so-called Strategic Direction, namely "Governance, communities, equity and livelihood rights in relation to protected areas." This Strategic Direction is the responsibility of an inter-Commission body "Theme on Indigenous Peoples, Local Communities, Equity and Protected Areas"

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<sup>26</sup> The other four entry points are: (1) social diversity and gender, (2) institutions, rules and behavior, (3) participation and (4) social risk.

(TILCEPA). Two other constituencies that link CEESP and WCPA are the Protected Areas Equity and Livelihoods (PAEL) taskforce and the focal point on Protected Areas Management Evaluation, both in WCPA. These constituencies collaborate on the activities Social Assessment of Protected Areas (SAPA) and Protected Areas Management Evaluation (PAME). An important statement of the progress of this work, together with a synthesis of various positions and contributors was presented at the above mentioned Bangkok workshop in 2010 (IUCN-TILCEPA 2010). The summary of the workshop includes the following: (1) there is statistical correlation between good PAME, effective public participation, and social policy processes, and (2) although PAME capacity (including SAPA, an important factor in PAME) is improving there are still weaknesses in the reporting of social indicators related to PAs, and (3) more emphasis is necessary in order to raise awareness about the interdependence of successful PAs and participation of local stakeholders. The document does not refer to stakeholder analysis, possibly because this belongs under SAPA which largely is the responsibility of IIED (see above), and for reasons given earlier I suggest that this methodology be considered.

### ***IUCN – Transboundary protected areas***

Transboundary protected areas (TBPAs) represent special features that were not addressed in this research. Essentially, TBPAs will often represent more complex stakeholder scenarios, partly because these PAs will be under the jurisdiction of two or more nation states, and partly because the number of stakeholders will be higher. This more complex stakeholder situation will represent, among others, goals and ways of working that need to be addressed in order to avoid potential conflicts and arrive at the necessary integration and cohesion.

The Regional Environmental Center for Central and Eastern Europe (REC) has published a comparative study of TB cooperation based on three pilot project in the Neretva Delta (Bosnia and Herzegovina and Croatia), Skadar/Shkodra Lake (Albania and Montenegro) and West Stara Planina (Bulgaria and Serbia) (Marzin 2007). The project staff worked closely with the stakeholders, and several activities took place, including: data collection, establishing local networks, organizing local initiatives and awareness-raising campaigns, and capacity building. The emphasis on establishing cross-border professional networks is very interesting. It is not clear if the work was guided by an integrated environmental-social/cultural methodological approach. Were social/cultural data collected, in addition to environmental data? Was there a focus on conflict resolution? Main elements of the approach include the following: projects understood as open-ended processes, emphasis on fostering local participation, identification of local priorities, empowering local stakeholders, supporting local initiatives, and ensuring transparency (Marzin 2007:53). Given this, together with the projects' outcomes and impacts, it would seem that key elements of a stakeholder analysis were done.

A recent IUCN publication addresses governance issues in TBPAs internationally through several in-depth case studies (Hart 2008). The publication's key message is a call for collective international action in addressing shared resources. Methodology is one of several issues identified, but appears to be limited to the category of environmental impact assessment.

IUCN's Transboundary Cooperation Group (TBC SG) in collaboration with IUCN's Belgrade office in July 2011 initiated work on identifying ways and means to help establish transboundary cooperation. As of yet, this is at a scoping stage and the ideas are preliminary, with options open as to whether this will become a recommendation, a questionnaire or a diagnostic tool. However, the ideas appear to move in the direction of the latter option, that is,

a targeted approach to initial assessments of TB cooperation which, in turn, can lead to actual cooperation. This would likely involve some form of integrated environmental and social analyses. The modular approach to stakeholder analysis presented here may be helpful in this work, especially if it will be implemented in PAs in Romania and further experience with this tool becomes available.

## **Other areas of concern and applications**

### ***CBNRM Net and Supras Consult Ltd. – capacity building and advisory services***

The modular approach to stakeholder analysis can be used in training and capacity building activities as well as in applied project and advisory work. I have begun to use it in some of my work on behalf of CBNRM Net and also consulting and advisory work that I am involved in. The areas of application, presently and to be implemented, include the following:

- *Natural resource management.* Specifically PA management and coastal zone management. Both analytical and for training purposes of relevant stakeholders.
- *Project management.* Including for data collection in connection with development of baselines and in monitoring, as well as in training of project stakeholders.
- *Research.* The present paper is partly an example of this.
- *Corporate social responsibility.* To be used in training activities and as a heuristic device.
- *Private sector.* To be used in connection with providing advisory services to private sector clients, for example, in connection with staff and customer management.
- *Green energy.* Specifically in connection with building a network of stakeholders in Southeastern Bulgaria and in Turkey. This network aims to promote collaboration and exchange of knowledge across societal sectors and national borders, advance green energy technologies, and address corresponding changes in society, including in social organization, values and behavior.

### ***National Forest - Romsilva, Romania***

National Forest - Romsilva is responsible for the overall forest certification process in Romania, which involves identifying well-managed forestland based on maintenance of ecological, economic and social components. This REDD work belongs under the category of Land-Use, Land-Use Change and Forestry (LULUCF) activities (Forest Carbon 2010). Romsilva has indicated that it would be of interest to utilize modular stakeholder analysis in the work on forest certification (D. Mihai, pers. communication).

## **Modular stakeholder analysis – final words**

The main rationale for doing this stakeholder analysis has been to contribute to understanding the complexities of managing PAs. Two concerns have contributed importantly to the overall context for the analysis: (1) multiple drivers to change operate in commons management, and (2) it is accordingly necessary to develop new methods that can investigate complex common property regimes. The modular stakeholder analysis presented here, being neither a classical case study approach nor rigid macro-level survey work, is presented as such a method. This analysis, including the experiences and lessons learned, will hopefully prove useful when it comes to understanding the outputs, outcomes and impacts of this particular PA. Furthermore, it has been a purpose to develop a general and adaptive model for how to do stakeholder analysis that can be applied to PAs, in Romania, in Eastern and Southeastern Europe, in other transition countries, and beyond. The model can and should be adapted to local circumstances

in terms of complexity, focus and level of detail. Moreover, through its structured approach it lends itself to comparative analyses between PAs, including TBPA.

This paper aims to throw light on some aspects of the management of protected areas in Romania that are less focused upon. This includes, inter alia, equity, governance, inclusion, poverty reduction, and stakeholders' relative perception and situation of power and influence. The insights from this analysis can contribute to constructing adaptive PA management models that stand a better chance of being successful, on the short term as well as on the longer term.

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An earlier version of this paper was to be part of the panel "Protected areas in transition economies: Participation, stakeholders, influence and management" that I organized jointly with Boris Erg, Director, Programme Office for South-Eastern Europe, IUCN (Belgrade, Serbia) for the IASC's 13th biennial conference (Hyderabad, India, January 2011). The other panel members were: Duška Dimović, Serbia Programme Manager, WWF (Sofia, Bulgaria); Sergej Ivanov, GEF Technical Support Team Leader, Serbia Transitional Agriculture Reform Project, Ministry of Agriculture, Forestry and Water Management (Dimitrovgrad, Serbia); Tomasz Pezold, Ecosystem Project Manager, Programme Office for South-Eastern Europe, IUCN (Belgrade, Serbia); and Zeqir Veselaj, Director, Field Office Kosovo, The Regional Environmental Center for Central and Eastern Europe (REC) (Pristina, Kosovo). For various reasons the panel and its four papers had to be cancelled. To you all: thanks for useful discussions that helped me understand PA management in Southeastern Europe better, and I trust you will find this belated output of my own work helpful.

Thanks also to Florina Ciubuc, Independent consultant (Bucharest, Romania), Dragoș Mihai, Head of Department, National Forest - Romsilva (Bucharest, Romania), and Codrin Paveliuc-Olariu, PhD candidate, Alexandru Ioan Cuza University (Iasi, Romania) for interesting discussions and helpful advice that this paper has benefited from.

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## Appendix 1: Survey forms for Modular Stakeholder Analysis

Notes: (1) the survey forms were prepared originally in August 2010, and the present version no. 4 is dated in October 2010, (2) for the present purpose all survey forms have been adapted and somewhat simplified, (3) Survey Forms nos. 6-7, which address network analysis, are not included, and (4) the forms were administered to the Călimani National Park Administration in October-December 2010 (as witnessed by the headers and the various notes to the survey administrators), and the filled-in forms are available in Soeftestad (2011).

### Modular Stakeholder Analysis, Survey Form no. 1 – Timeline of events

**PA:** Călimani National Park, Romania

**Stakeholder/Respondent:** Călimani National Park Administration

**Date:** October 2010

Version 4, October 2010

*About this form.* List the main events in the history of the Park, from the time it was set up until today, in chronological order. This will produce a timeline of the main events in the evolution of the Park. Give emphasis to events that address all aspects of the Park, including legal, managerial and financial, etc., as well as relations with relevant stakeholders (SHs), including groups and individuals, as located at local, regional, national and international levels.

*Administration.* This form is to be administered to staff in the Park's administration. Under "Description" cover location(s), which SHs were involved, process(es) of negotiation, and conclusions and outcome reached or agreed upon. Add rows to the table as necessary.

Year (- Year)	Event	Description

### Modular Stakeholder Analysis, Survey Form no. 2 – Issues

**PA:** Călimani National Park, Romania

**Stakeholder/Respondent:** Călimani National Park Administration

**Date:** October 2010

Version 4, October 2010

*About this form.* List the main issues in the history of the Park, from the time it was set up until today, in chronological order. Such issues would include, for example, legal, managerial and financial aspects, together with relations with relevant and interested stakeholders (SHs), including groups and individuals, as located at local, regional, national and international levels. Focus on issues that are contentious, and that involve disagreement, potential or outright conflict.

*Administration.* This form is to be administered to staff in the Park's administration. Include names of all stakeholders involved. Under "Analysis" provide brief analyses of each issue. Add rows to the table as necessary.



Year (- Year)	Issue	Stakeholder(s) involved	Analysis

### Modular Stakeholder Analysis, Survey Form no. 3 – Step 1: Identification

**PA:** Călimani National Park, Romania

**Stakeholder/Respondent:** Călimani National Park Administration

**Date:** December 2010

Version 4, October 2010

*About this form.* List all stakeholders (SHs) that are involved with the Park, in one capacity or another. Include relevant SHs in all three societal sectors (public, private and civil society), as located at local, regional, national and international levels. Key questions to guide and inform the work: (1) who are potential beneficiaries, (2) who might be adversely affected, (3) have vulnerable groups been identified?, (4) have supporters and opponents been identified?, and (5) what are the relationships among the stakeholders?

*Administration.* This form is to be administered first to staff in the Park's administration. The data from the Park administration is to be considered as a baseline, to be measured and quality-controlled against data provided by other stakeholders (this applies to all of the Survey Forms nos. 3-7). In case of SHs that are difficult to place in a societal sector, under "Comments" include pro et contra arguments and justification for choice of sector. Under "Comments" mention relationships with other SHs. Respond to the questions listed above under "Comments". Add rows to the table as necessary. (In a second phase, the Survey Forms nos. 3-5 is to be administered to the stakeholders that the respondent has identified in this form.)

*Context.* Of the SHs listed in this Survey Form, select the most important (maximum around 20 SHs). This selection of SHs will be used further in Survey Form no. 4.

Sl. no.	Sector	Level	Stakeholder	Comments

### Modular Stakeholder Analysis, Survey Form no. 4 – Step 2: Determine interests

**PA:** Călimani National Park, Romania

**Stakeholder/Respondent:** Călimani National Park Administration

**Date:** December 2010

Version 4, October 2010

*About this form.* Determine the stakeholders' (SHs) interests in relation to the Park. In order to focus the inquiry, relate each SH to the objectives and activities of the Park. Key questions to guide and inform the work: (1) What are their expectations?, (2) What benefits are there likely to be?, (3) What resources might they be able and willing to mobilize?, and (4) What SH interests conflict with the Park's goals?

*Variable and values.* (A) Impact of Park on interest(s) – Values: - = negative impact, 0 = no impact, + = positive impact.

*Administration.* This form is to be administered to staff in the Parks’ administration. Retain Sl. nos. from Survey Form no. 3. Respond to the questions listed above under “Comments”. Add rows to the table as necessary.

*Context.* The most important SHs identified in Survey Form no. 3 (maximum around 20 SHs) are to be analyzed further in the present form.

Sl. no.	Stakeholder	Interest(s)	Impact of Park on interest(s)	Comments

### **Modular Stakeholder Analysis, Survey Form no. 5 – Step 3: Determine power and influence**

**PA:** Călimani National Park, Romania

**Stakeholder/Respondent:** Călimani National Park Administration

**Date:** December 2010

Version 4, October 2010

*About this form.* Determine the stakeholders’ (SHs) power and influence in relation to the Park. This refers to the effect or impact that SHs can have on the Park. The relationships between SHs are as critical to consider as their individual relationships to the Park. Please consider information about social, economic, political and legal issues and status, authority, control and relative negotiating positions among the SHs. To focus the inquiry, relate each SH to the objectives and activities of the Park. Key questions to guide and inform the work: (1) what are the relationships between the various SHs?, (2) which SHs are organized? How can that organization be influenced or built upon?, and (3) who has control over resources? Who has control over information? Furthermore, the relationships between SHs are as critical to consider as their individual relationships to the Park admin.

*Variables and values.* (A) Importance of SHs for success of the Park – Values: U = unknown, 1 – Little/No importance, 2 – Some importance, 3 – Moderate importance, 4 – Very important, 5 – Crucial player; and (B) Influence of SHs over the Park – Values: U = unknown, 1 – Little/No influence, 2 – Some influence, 3 – Moderate influence, 4 – Significant influence, 5 – Crucial player.

*Administration.* This form is to be administered to staff in the Parks’ administration. Retain Sl. nos. from Survey Form no. 3. Respond to the questions listed above under “Comments”. Add rows to the table as necessary.

*Context.* The most important SHs identified in Survey Form no. 3 (maximum around 20 SHs, and analyzed in Survey Form no. no. 4, are to be further analyzed in the present form.

Sl. no.	Stakeholder	Importance of SHs for success of the Park	Influence of SHs over the Park	Comments