

Act4Drin Spring School 7 -15 M ay 2 016

***“Governance of natural resources in
transboundary freshwater settings”***

The case of Ohrid – Prespa Transboundary Biosfere Reserve

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*“The serious issues faced in the Drin River Basin cannot be addressed **by a single country**. There is an imperative need that all countries sharing the watershed **cooperate** to provide transboundary **solutions**”*

Edmond Panariti, Minister of Agriculture, Rural and Water Administration

*“I would like to express our clear **political will** towards basin mutual understanding in water management as a precondition for **cooperation** towards sustainable development”*

Mr. Stevo Temelkovski, Deputy Minister of Environment and Physical Planning,



During the Inception Meeting of the Global Environment Facility (GEF) supporting “**Enabling Transboundary Cooperation and Integrated Water Resources Management in the extended Drin River Basin**” in Tirana on 16 December 2015.

The Drin watershed is a system through which we are all interconnected

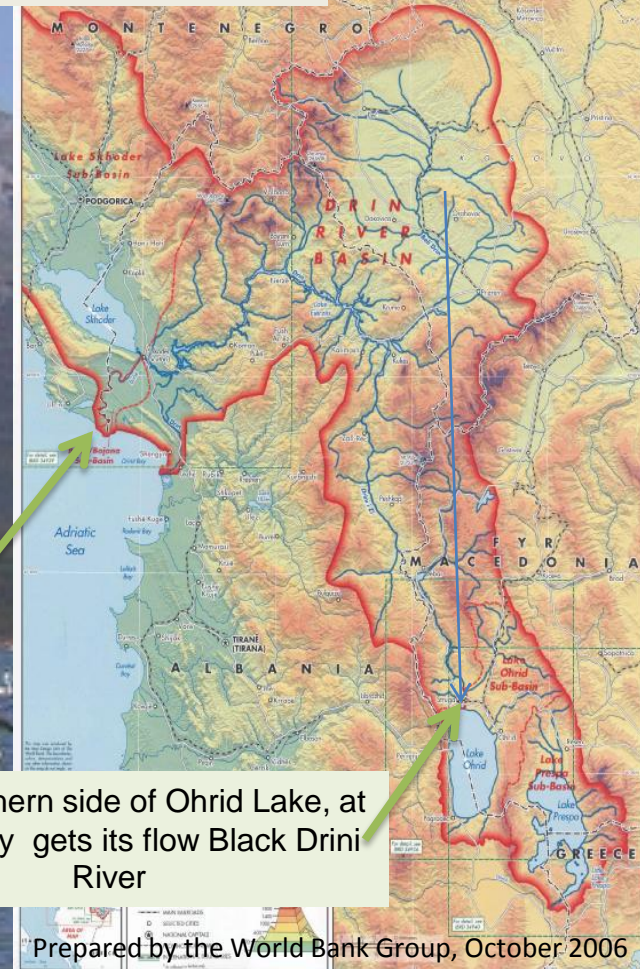
Through subterranean channels

Small Prespa → Big Prespa ↓ 853 m

Ohrid lake ↓ 693m

Drin river ↓

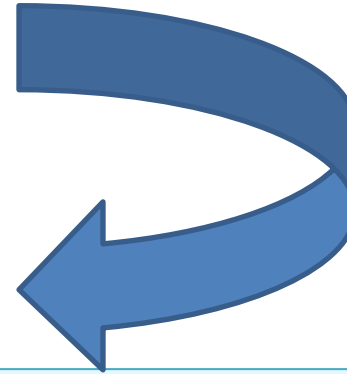
Adriatic sea.



***“If a man take no thought about what is far off, he will
find troubles near at home”***

Confucius

What is Governance ?



- An action or manner of governing an entity
- Rules of the rulers within a set of given rules
- Establishment of policies and continuous ***monitoring*** of their proper implementation

What is governance - In questions...

Who makes decisions ?

Who implements them ?

Who is accountable and how all of those things are done ?

At the 2002 World Summit on Sustainable Development, governments made a commitment to improve ***governance***.

The term is often used, however, without specifying what the writer or speaker actually means by it.

*Some of the definitions of ***governance*** adopted by national and international organizations focus on the ***exercise of power and authority***.*

*Others emphasize ***processes and decision-making***
Other definitions highlight ***rules or laws and institutions****

*Some of them say that ***governance and management*** are the same thing.
Other sources, instead of defining governance, simply ***describe what it should be***.*

Governance

Governance represents the ***interactions*** among ***structures, processes*** and ***traditions*** that determine how power and responsibilities are exercised, how decisions are taken and how citizens or other stakeholders have their say.

What you think is the difference between governance and management

A simple explanation of the difference is that ***governance is strategic***, while ***management is operational***.

Discussion

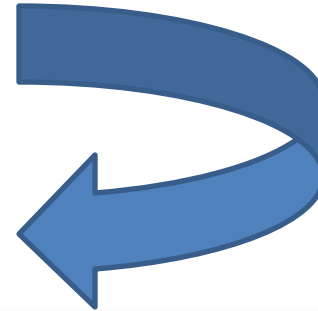
How to distinguish between governance and management ?

- 1. The best way is to ask what kind of action would be required to resolve a problem.***
- 2. If resolving a problem requires a strategic decision, the issue is a governance issue.***
- 1. If resolving the problem requires an operational decision, the issue is a management one.***

While ***management defines*** what is done in pursuit of given objectives, the means and actions to achieve such objectives.....

.....governance speaks to who decides what the objectives are, what to do to pursue them, and with what means while considering how those decisions are taken, who holds power, authority and responsibility, and who is (or should be) held accountable.

What is Environmental
Governance ?



Environmental governance refers to the processes of decision-making involved in the ***control and management*** of the environment and natural resources.

What do we govern ?? !

In questions

- *Who has the power to make decisions that affect natural resources and natural resource users and how those decisions are made ?*
- *Who has the power and responsibility to implement those decisions and how those decisions are implemented ?*
- *Who is held accountable, and how, for implementation ?*

The concept of ***governance of protected areas*** gained significant recognition over the last decade

IUCN has developed a global guideline as part of the Protected Area Best Practice Guideline Series (2013) to describe who holds authority and responsibility for the protected area.

It defines four governance types:

- ***Governance by government***: federal or national ministry / agency in charge; sub-national ministry / agency in charge; government-delegated management, NGO
- ***Shared governance***: collaborative management (various degrees of influence); jointmanagement (pluralist management board; transboundary management (various levels across international borders))
- ***Private governance***: by individual owner; by non-profit organisations (NGOs, universities, cooperatives); by for-profit organisations (individuals or corporate)
- ***Governance by indigenous peoples and local communities***: indigenous people

According to IUCN

Environmental Governance is :

Multi-level interactions (i.e., local, national, international/global) among, but not limited to, three main actors, i.e., state, market, and civil society,

which interact with one another, whether in formal and informal ways; in formulating and implementing ***policies*** in response to environment-related demands and inputs from the society;

bound by rules, procedures, ***processes***, and widely accepted behavior;

possessing characteristics of ***“good governance”*** for the purpose of attaining environmentally-sustainable development'

(ICUN 2014)

What is Good Governance ?

An indeterminate term used in international development literature to describe how *public institution* conduct *public affairs* and manage *public resources*

Elements

- Accountability
- Transparency
- Inclusiveness
- Effectiveness
- Participatory practices

Principles

- Ethical and moral dimensions of governance
- Common Heritage and Common Goods
- Precautionary Principle
- Pollution and User Pay Principle

Seven pillars of governance

- ❖ ***Science and technology***
- ❖ ***Geopolitical economy***
- ❖ ***Institutions and organisations***
- ❖ ***Legislation and implementation***
- ❖ ***Stakeholder participation***
- ❖ ***Financial initiatives***
- ❖ ***Education and awareness***

Science and Technology

- A quest for acquiring knowledge and wisdom
- Dream: not while you sleep but those *dreams* that wont let you sleep
- Modern technology owes ecology an apology (cynics)
- Double edged sword: S&T led to the global environmental issues but S&T will also provide us with solutions

Geopolitical Economy

- Where are things produced and where are they consumed and where do the benefits go
- Who benefits from whose resources:
(***socialisation of costs*** and ***privatisation of benefits*** must be avoided at all costs)
- Transboundary nature of impacts (pollution eg air and sea, lakes, disasters)
- Animals live within their ecological/environmental limits but human beings want to live ***everywhere***

Legislation implementation/ Institutions and Organisations

- Convents
 - EU Directives
 - National laws
 - Protocols
 - Agreement & Guidelines
 - Regulations
 - Rule of law
- Creating and building democratic institutions - *Democracy is the worst form of government except all the others that have been tried - Churchill*
 - Votes not Veto, preferably Consensus
 - Deal with easier/more amicable issues first to build confidence through consensus
 - Moving out of FILE (bureaucracy) and into LIFE (action)
 - Continuous development, periodic review and uniform application of the rule of law

Stakeholder participation

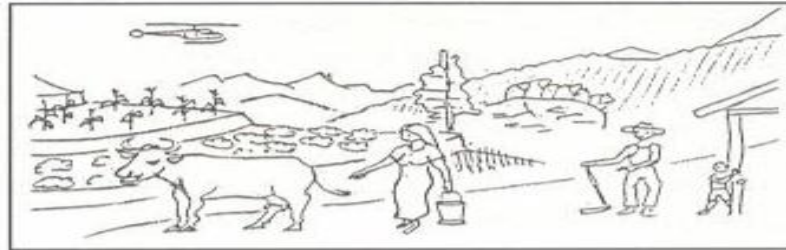
Who is a stakeholder?



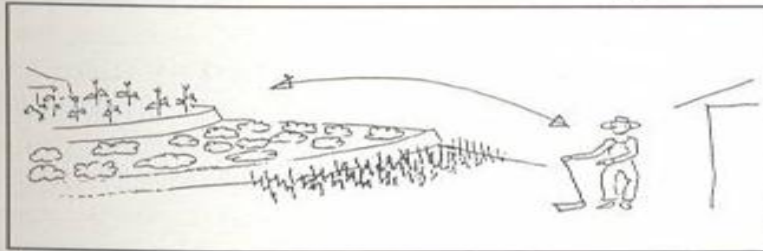
“Anyone who wants to be!”

A stakeholder is anyone who has an interest in the topic at hand & wishes to participate in decision making.

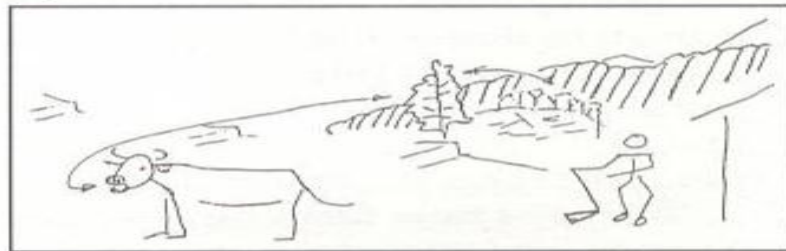
2 BOUNDARIES FOR THINKING AND ACTION



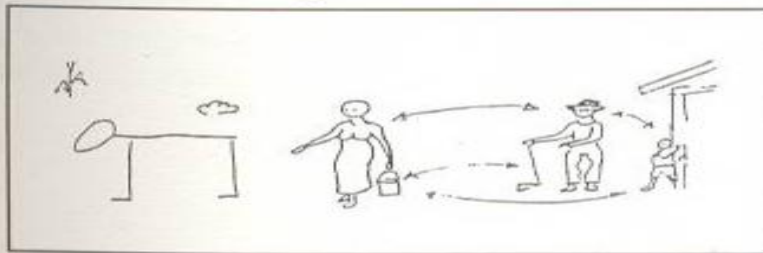
grassland system



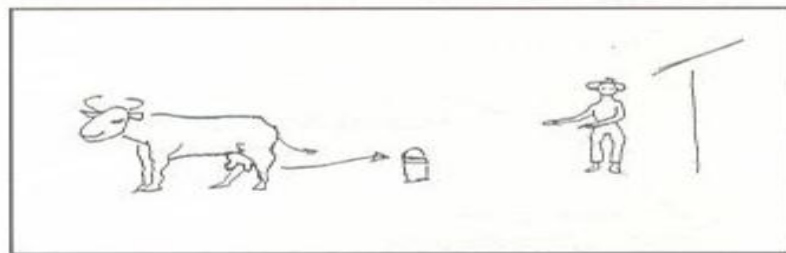
agronomist



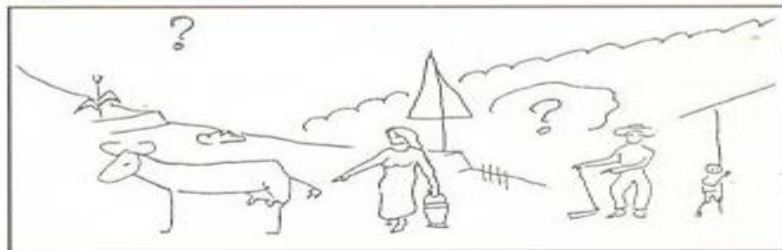
ecologist



sociologist



animal scientist



interdisciplinary team

Participants come as a representative part of a group

Core values of the stakeholders participation

- Those affected by a decision have the right to be involved in the decision-making process
- Promise that the public's contribution will influence the decision
- Provides participants with the information they need to participate in a meaningful way
- Communicates to participants how their input affected the decision



❖ *Financial initiatives*



- **Finances** are the Achilles' heel of natural ecosystems (Lake Basin) management.
- Even if other components of **good governance** are in place, if sustainable financing is not available, it is difficult for institutions to function effectively and for good management to ultimately develop (World Bank, 2005).

As for the sources of funds, there are three principal options

Local sources including
user fees and other
locally generated
revenues



National-level financial
resources

International funding
including both bilateral and
multilateral funds
(including the GEF)

Education & Training



..... both formal and informal
(children from 8 to 80 – ‘curiosity’ is criteria)

- Training of mid-career professionals: (researchers, lawyers, civil servants, even politicians)
- Contribution to the work of many organisations, local to global, in the area of governance
- Promoting awareness through speaking engagements

The concept of experiential learning has been with us for almost 2,500 years. Around 450 BC, Confucius wrote:

***“Tell me, and I will forget.
Show me, and I may
remember. Involve me, and I
will understand”.***

The Management Concepts

Natural resource management refers to the management of - land, water, soil, plants animals ect

Management of the interaction and impact of human societies on the environment.

Elements of management

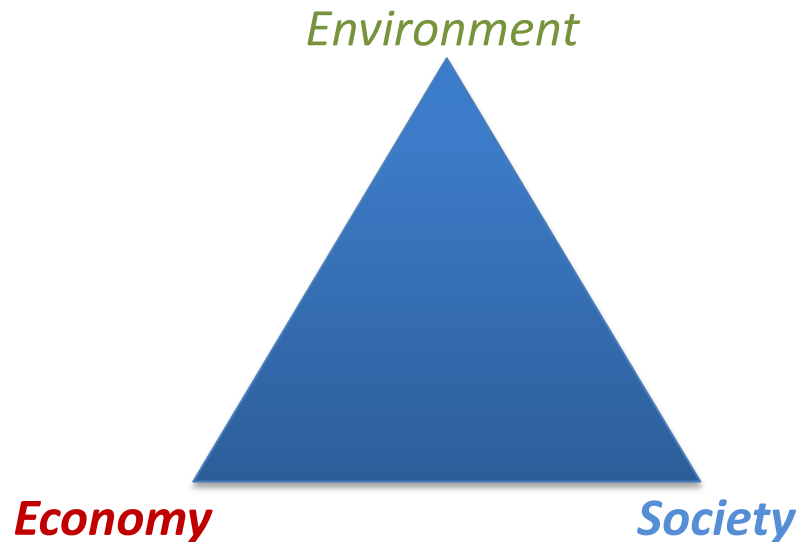
- Sustainable Use of the Environment and Resources
 - The Ecosystem Approach
 - The Precautionary Approach
 - Linkages with Scientific Info
- Cooperation: Horizontal and Vertical (Integrated Approach)
- Compliance, Enforcement and Dispute

Elements of Sustainability

“meeting the needs of the present without compromising the ability of future generations to meet their own needs”

World Commission on Environment and Development (1987): *Our Common Future*

revised perspective



Ecosystem-based management is an environmental management approach that recognizes the full array of interactions within an ecosystem, including humans, rather than considering single issues, species, or ecosystem services in isolation (Christensen et al. 1996, McLeod et al. 2005).

BOX 3 Ecosystem-based management as a paradigm shift

From

Individual species

Small spatial scale

Short-term perspective

Humans independent of ecosystems

Management divorced from research

Managing commodities

To

Ecosystems

Multiple scales

Long-term perspective

Humans as integral parts of ecosystems

Adaptive management

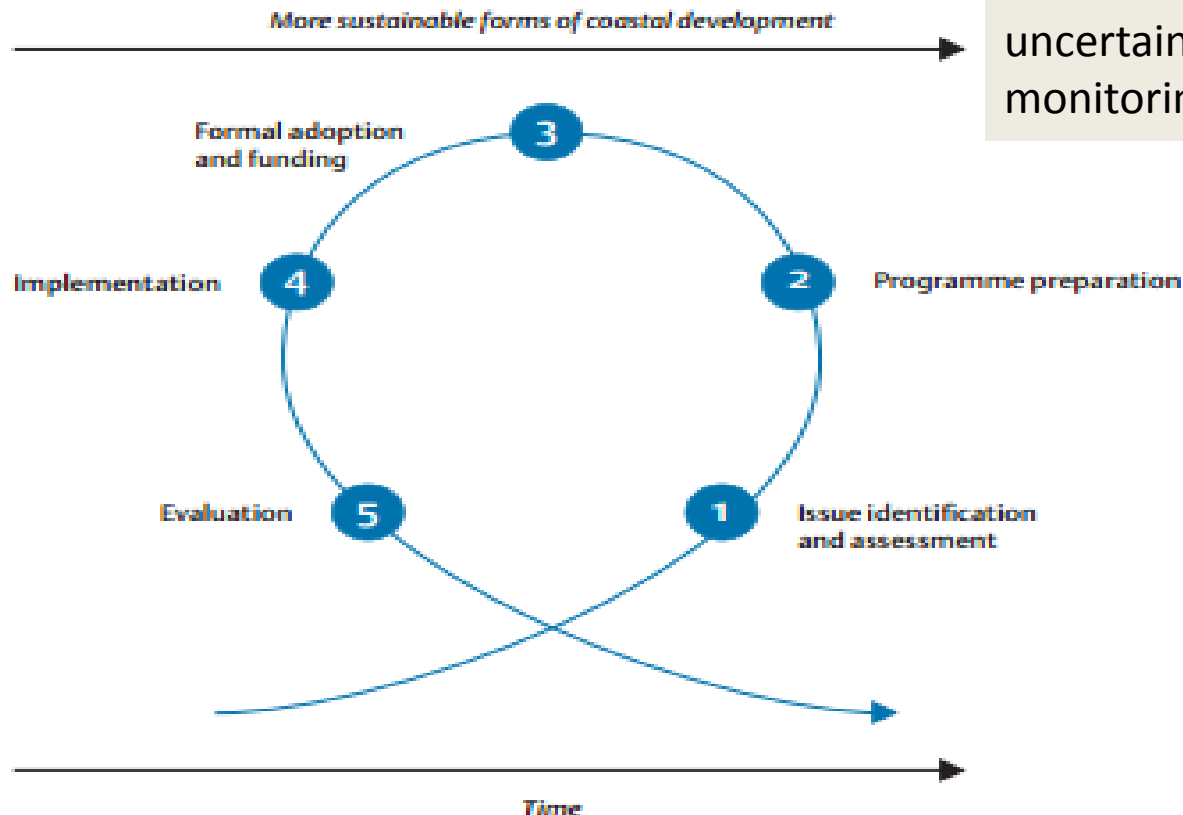
Sustained production potential for
ecosystem goods and services

Source: Lubchenco 1994, Sherman and Duda 1999



Management plans and management cycle

FIGURE 1 The management cycle



Adaptive management - also known as adaptive resource management

is a structured, interactive process of optimal decision making in the face of uncertainty, with an aim to reducing uncertainty over time via system monitoring.



Progressively larger cycle loops indicate growth in project scope

COMMUNITY-BASED MANAGEMENT – CONCEPT

- refers to management systems that rely on a community of users to manage or assist in management of a resource: *ex : FISHERIES. It is a term which may be used to refer to both so-called 'traditional' management systems and modern Community based units of fishermen*
- The aim is to develop partnership between ***national management institutions*** and community management groups - called ***co-management***

What is a community



Geographical community - people within a specific geographical area

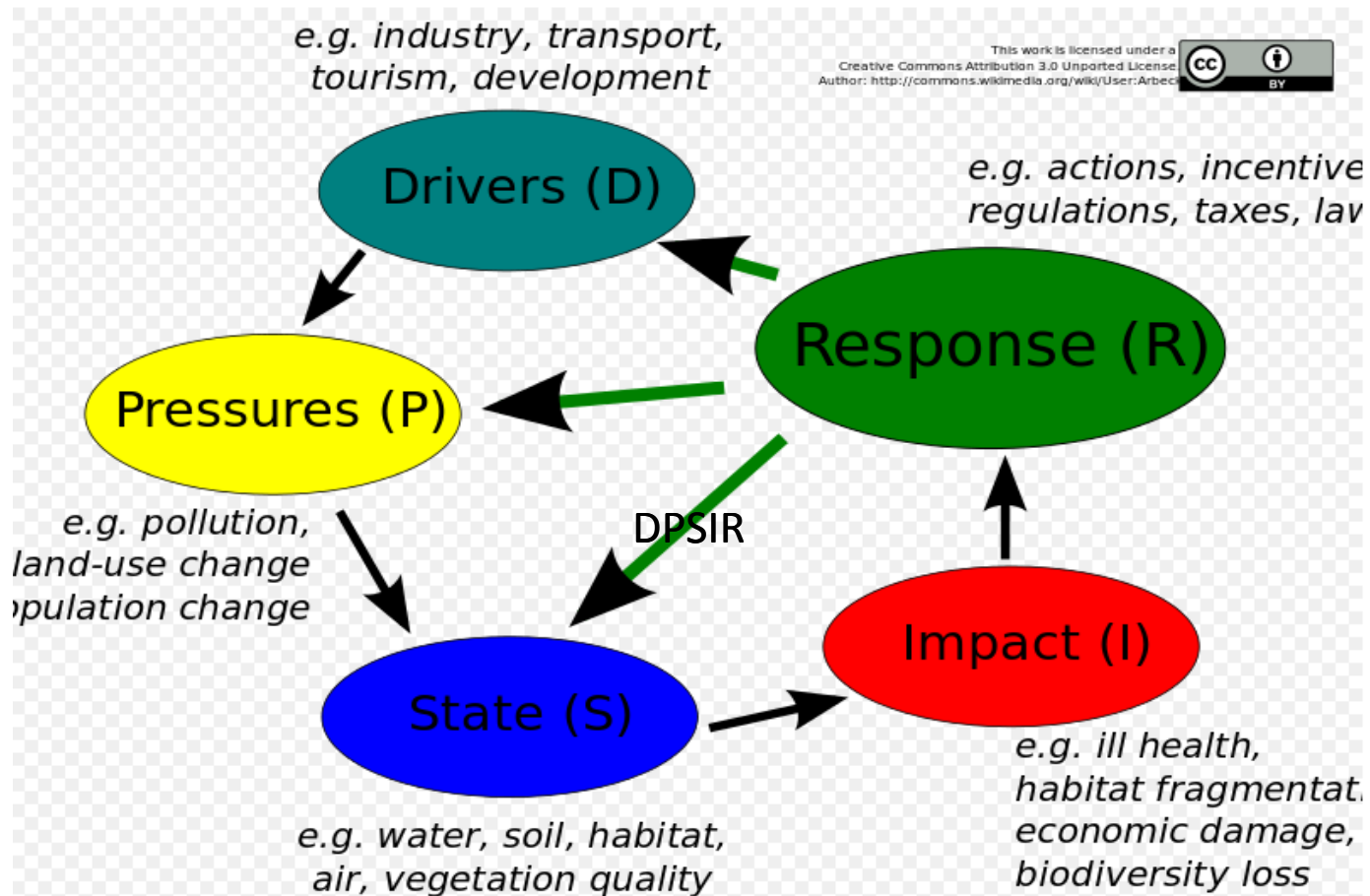


Functional community - a group of individuals and families who may not be living in the same geographical area but who share significant aspects of common life, such as customs, manners, traditions, and language.

Environmental and socio-ecological accounting

- ***Environmental accounting*** involves organising and presenting information on interactions between the economy and the environment in a standardised way to support policy development and decision making
(associated with 60 institutional accounting frameworks; examples: satellite national accounts/surveys, sustainability indicators)
- ***Socio-ecological accounting*** based on **indicator-based** frameworks which integrate information on associated changes in human and ecological systems with a scope relevant to ecological change; examples: DPSIR, DPSWR

DPSIR Framework



The causal framework for describing the interactions between society and the environment adopted by the [European Environment Agency](#) (extension of the PSR model developed by [OECD](#)).

Achieving *good governance* is critical to the success in all four main governance types

***Transboundary Biosphere Reserves
as a tool of common management
of freshwater settings"***



Ecosystems across the globe are divided by political boundaries.

- They are exposed to many different policy, legal and institutional structures, management and governance regimes
- They are affected by various social, cultural and economic contexts and systems
- They are sometimes impacted by complex relations between countries.

Transboundary conservation has emerged as a practical way to overcome these differences and encourage cooperative working across international boundaries so as to achieve shared conservation goals.

One of that type of conversation is building through ***Protected Areas***.

Protected Areas **IUCN**

VI categori

*A clearly defined geographical space, recognised, dedicated and managed, through legal or other effective means, to achieve the long-term conservation of nature with associated **ecosystem services and cultural values.***

IUCN

Transboundary **Protected Areas**

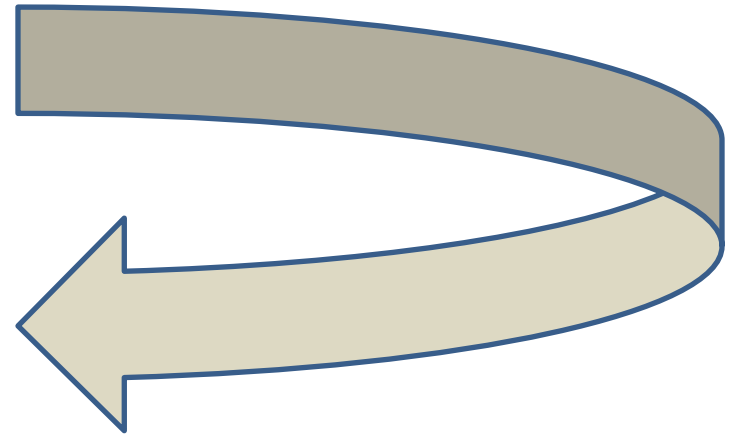
III categori

*“An area of land and/or sea **that straddles one or more boundaries between states,** sub-national units such as provinces and regions, autonomous areas and/or areas **beyond the limits of national sovereignty or jurisdiction,** whose constituent parts are **especially dedicated to the protection and maintenance of biological diversity,** and **of natural and associated cultural resources,** and managed co-operatively through legal or other effective means.”*

Transboundary Protected Areas

According to IUCN there are 3 types

- Transboundary Protected Area
- Transboundary Conservation Landscape and/ or Seascape
- Transboundary Migration Conservation Areas
- *Park for Peace* is a special designation



There are several ways in which TBCAs can be given international recognition such as

- Transboundary ***World Heritage Sites***
- Transboundary ***Ramsar Sites***
- Transboundary ***Biosphere Reserves.***

Transboundary Protected Areas

TBCAs can be given international recognition through



UNESCO *Mab program*

The UNESCO Man and Biosphere Reserves - as many buffer areas of these sites do not meet the IUCN definition of a **protected area** (these sites are however included in the official countries' list)

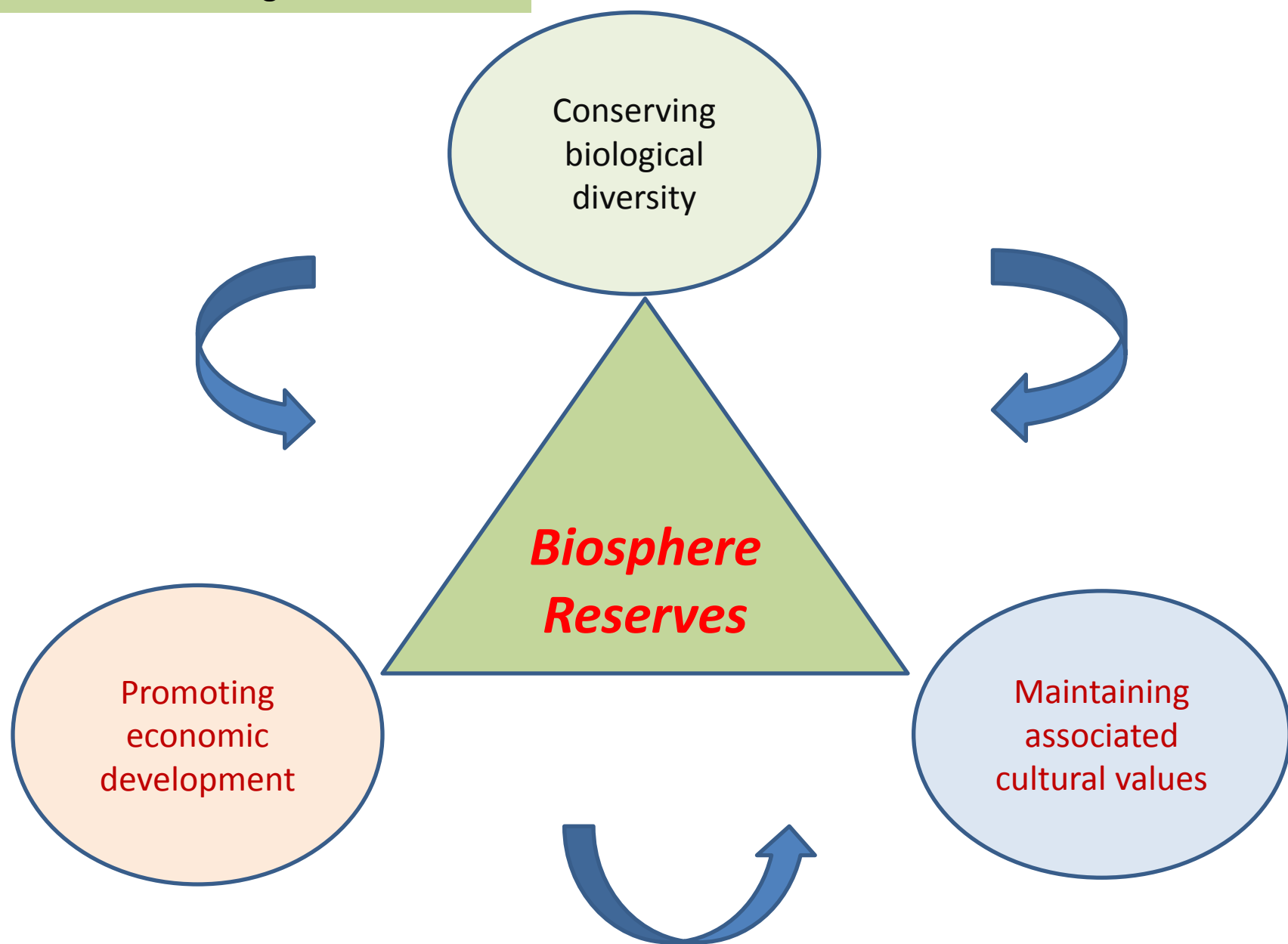
Biosphere Reserves

***Transboundary
Biosphere Reserves***

What is a Biosphere Reserve

- The concept of **Biosphere Reserves** was initiated by a Task Force of UNESCO's Man and the Biosphere (MAB) Programme in 1974
- The Biosphere Reserve **network** was launched in 1976
 - On March 1995 had include 324 Reserves in 82 countries.
 - There are 631 Biosphere Reserve sites in 119 countries in the world
- ***Biosphere reserves are 'areas of terrestrial and coastal/marine ecosystems or a combination thereof, which are internationally recognized within the framework of UNESCO's Programme on Man and the Biosphere (MAB)' (Statutory Framework of the World Network of Biosphere Reserves)***

The aim is to balance goals between



What is a transboundary Biosphere Reserve

Transboundary Biosphere Reserves (TBR) provide a *tool* for common management.


A TBR is an official recognition at an international level and by a UN institution of a ***political will*** to co-operate in the conservation and sustainable use through common management of a shared ecosystem.



The Convention on Biological Diversity

The *Convention on Biological Diversity* was signed at the 'Earth Summit' in Rio de Janeiro in June 1992 with the major objectives:

- conservation of biological diversity
- sustainable use of its components
- and fair and equitable sharing of benefits arising from the utilization of genetic resources.



Biosphere reserves promote this integrated approach and contribute to the implementation of the Convention.

Sevilla Strategy - a new vision of the relationship between conservation and development in the 21st century

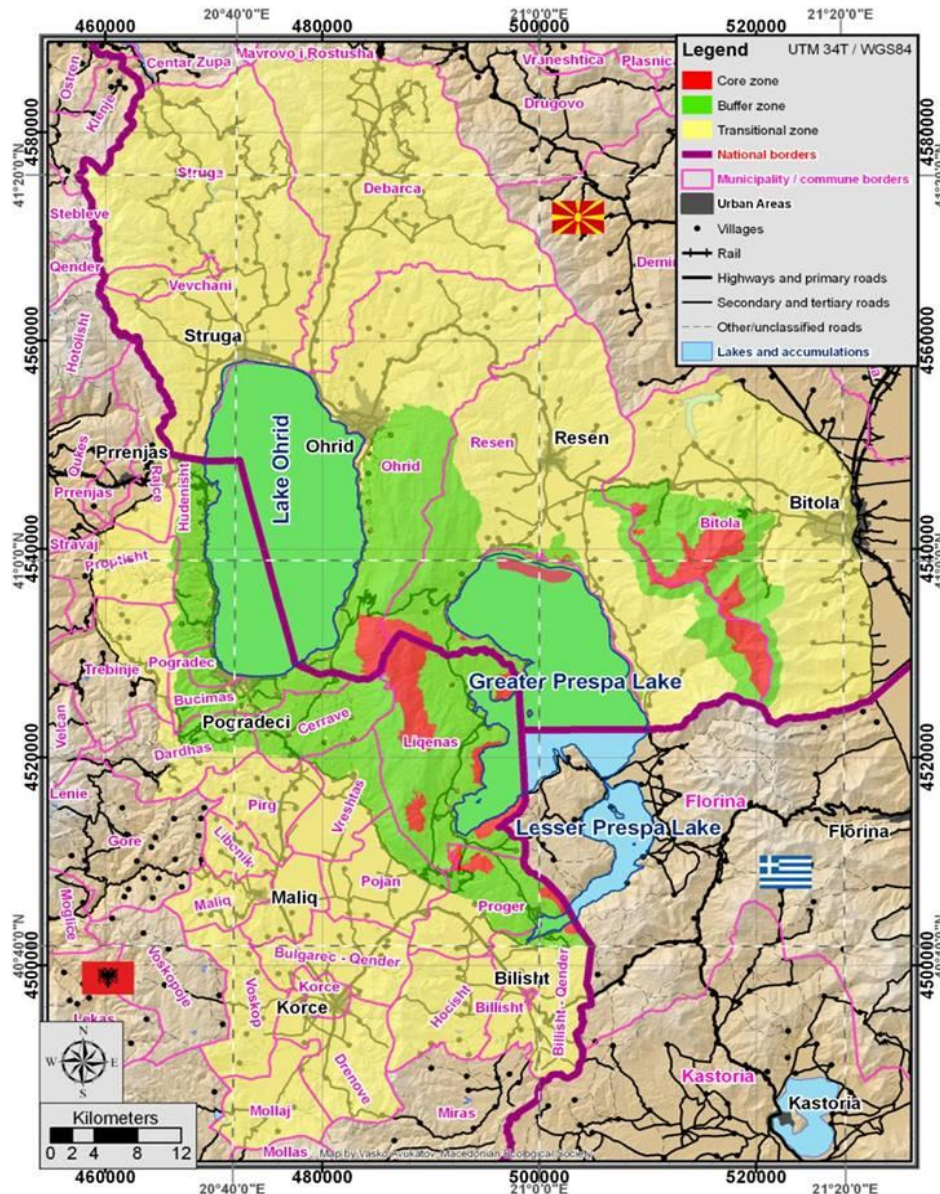
The International Conference on Biosphere Reserves, organized by UNESCO, 20-25 March 1995

Goals

- ***Use Biosphere Reserves to Conserve Natural and Cultural Diversity***
- ***Utilize Biosphere Reserves as Models of **Land Management** and of Approaches to Sustainable Development***
- ***Use Biosphere Reserves for Research, Monitoring, Education and Training***
- ***Implement the biosphere reserve concept***

*The link between conservation of biodiversity and the development needs of local communities - **a central component of the biosphere reserve approach** - is now recognized as a key feature of the successful management of most protected areas.*

Transboundary Ohrid – Prespa Biosphere Reserve (446,224.52 ha / 4,462.24 km²)



- Declaration of commitment on the creation according to the Unesco standards of the program 'Man and Biosphere' is signed on **02/ 10/ 2012** from Albania and Macedonia (Greece on the way)
- Official designation by ICC MAB of UNESCO Program at its 26th session in Jönköping (Sweden) in **12 June 2014**

Existing areas on either side of a border

- The National Parks Galicica , Pelister – FYR Macedonia
- Park of Nature Ezerani (Ramsar) – FYROM
- Monument of Nature Ohrid Lake and Prespa Lake- Macedonia
- The National Parks Prespa-Albania-1999
- Landscape Protected Area Pogradec 1999
- Monument of Nature Driloni – Albania
- **Prespa Balkan Park – 2000**
- National Park Prespa- Greece



Transboundary **Protected Areas**



*There are 651
Biosphere Reserve sites
in 120 countries
in the world*

*Transboundary are only
16 sites.*

*In Balcan this represents
an important
contribution to the
European Green Belt
initiative to conserve all
precious areas along
political borders having
divided Europe in East
and West in the past*

Goals

- Provides the best features for the sustainable development, well balanced with the need to conserve the biodiversity and the outstanding natural beauty of the landscape.
- The lakes ecosystems are important winter habitat for wintering birds for the Palaearctic region ect.
- Equally important to conserve and protect the cultural heritage of the entire region which dates back to a 8000 years of history
- Biosphere Reserves are the unique instrument to enhance functioning ecosystems
- Maintaining ecosystem services



INSTITUTIONAL MECHANISMS

The TBR will not function without a joint structure devoted to its co-ordination. Although this structure can vary greatly from one TBR to another, the following points can be recommended:

Represented in the structure.

- The co-ordinating structure is representative of various administrations and the scientific boards, as well as the authorities in charge of the protected areas, the representatives of local communities, interested and affected groups, including youth, and of the private sector.
- The NGO sector in the area
- This structure has a permanent secretariat, and a budget is devoted to its functioning.
- A person is designated on each side to act as a focal point for co-operation.
- General and regular meetings of the co-ordinating structure are complemented by thematic groups, on an *ad hoc* basis, in order to create a platform for discussion among stakeholders from the countries concerned, with a view to promote all opportunities for exchanging views and knowledge.
- Joint staff teams are operational for specific tasks.
- An association is set up with the specific aim of promoting the TBR.

Political will and Commitments

Transboundary cooperation between Albania and FYR Macedonia dates back to 1956 when an agreement between Yugoslavia and Albania on "Questions of Water Management" was ratified.

Under this agreement the so called Joint Water Management Committee was established but became ineffective soon

The first initiative for restoring the cooperation between the two countries came from the World Bank in 1994 with the Feasibility Study concerning the Lake Ohrid

Political Commitments

In 1996 - Memorandum of Understanding (MOU) concerning the Lake Ohrid Conservation Project and set-up a joint Lake Ohrid Management Board. (Albania and Macedonia)

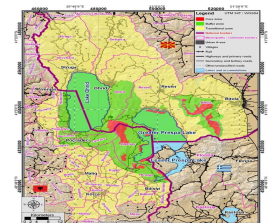
In June 2004 - *Agreement for the Protection and Sustainable Development of Lake Ohrid and its Watershed* - ratified by the parliaments - 2005, established a bilateral Lake Ohrid Watershed Committee and its Secretariat, (Prime Ministers of Albania and Macedonia)

Prespa Park agreements in 2000 created the first transboundary Protected area in Balcan Prespa (Albania, Macedonia, Greece).

Drin Dialog / The Memorandum of Understanding for the Management of the Extended Drin Basin was signed in Tirana 25.11.11.

Bilateral agreement between Albania and Macedonia to create a Transboundary Biosphere Reserve in the Ohrid Watershed including the Prespa lake – was signed in October 2012.

The Albania joined the EU in supporting UNESCO's project for the sustainable development of the Lake Ohrid - agreement between Albania and Macedonia to nominate part of Albanian Ohrid Watershed as World Heritage Site under the UNESCO program; this project started in September 2014.



A recently conducted study on governance types in South-Eastern Europe suggests that the governance types all over the region towards the following two types: ***governance by government and shared governance.***

By definition, transboundary areas fall under the ***shared governance type***, even though governance options may span more than one type.

When it comes to transboundary conservation typology, Lake Ohrid should be considered as a ***Transboundary Protected Area*** (TBPA).

Potential Administration Structure

Greek participation

Ministry for
Environment
and Physical
Planning MK

Sciences
Education

Ministry for
EMinistry for
Environment
Albania

National
Parks-
Protected
areas

Ohrid -Prespa
Watershed
Commitee

**Civil
Society
NGO**

Communes
Municipalities

**User of
nat. resources:**

**Agriculture
Forestry
Fishery
Tourism**

**Private
business**

Other potential stakeholders

- *The Ministry for Environment, Forests and Water
AdministraRon of Albania*
- *The Ministry for Environment and Physical Planning
of The F. Y. Republic of Macedonia*

• **Mayors of**

1. *Struga*
2. *Ohrid*
3. *Resen*
4. *Pogradec*
5. *Korca*
6. *Bucimas*
7. *Liqenas*
8. *Proger*
9. *Udinisht*
10. *Hotonisht*
11. *Manshurisht*
12. *Bilisht*
13. *Bitola*
14. *Debraca*
15. *Vevcani*

Forestry Direct.

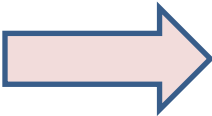
1. *Korca*
2. *Pogradec*
3. *Resen*
4. *Bitola*

National Parks

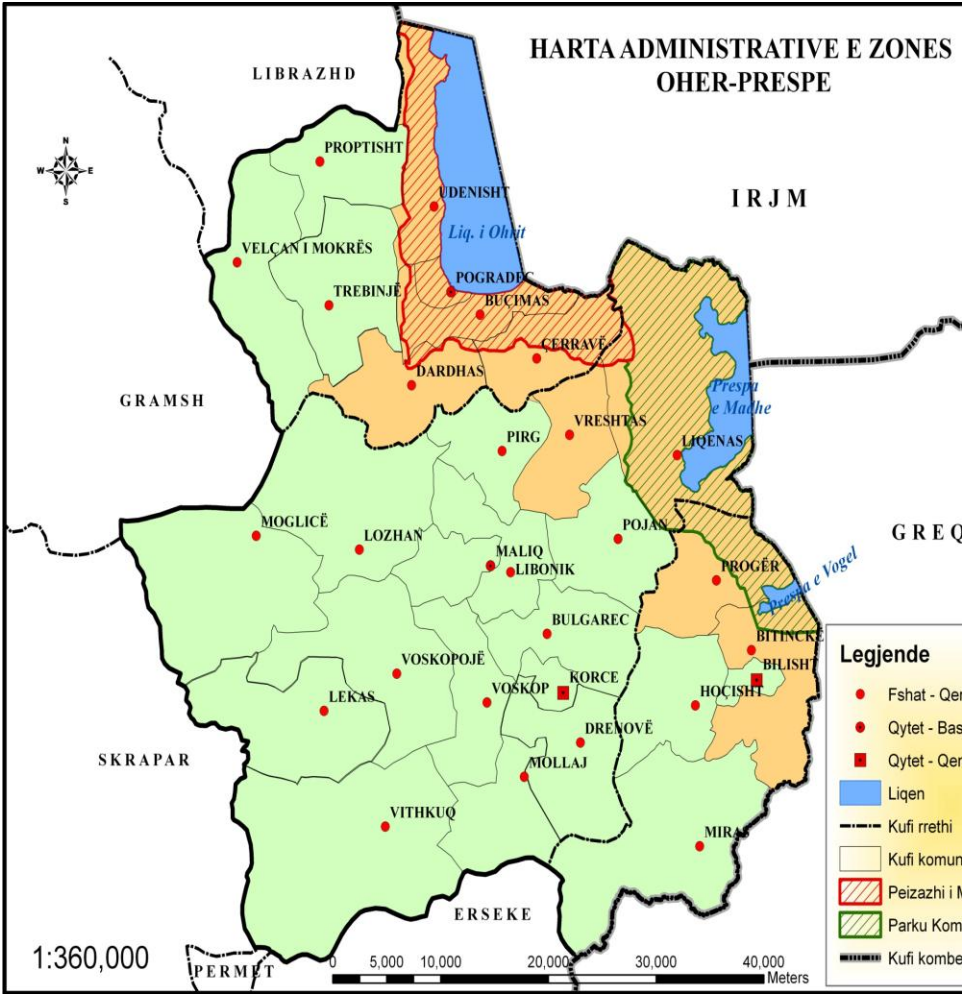
1. *Galicica NP*
2. *Pelsiter NP*
3. *Prespa NP Albania*

Acording to new administrative division there are only 5 municipalities in the albanian part.

1. *Pogradec*
2. *Korca*
3. *Bucimas*
4. *Liqenas*
5. *Proger*
6. *Udinisht*
7. *Hotonisht*
8. *Manshurisht*
9. *Bilisht*



1. *Pogradec*
2. *Korca*
3. *Liqenas*
4. *Bilisht*
5. *Maliq*



Taking all the values into considerations, it becomes clear that TBBR Ohrid- Prespa represents a nature site of global importance with a complex matrix of designations at national, transboundary and international levels, and also have a crucial role in the extended Drini Basin .

The multiple designations of the Lake Ohrid area (Ramsar, UNESCO's Man and the Biosphere Programme, World Heritage, and Protected Areas) have led to a number of management planning documents.

The transboundary and mixed (natural and cultural) nature of the site adds to this complexity a great deal when it comes to new designations and management.

In the future it all requires careful Governance , planning processes and synergy

*In the end,
You will protect what you love,
Love what you understand,
Understand what are you taught.*

Sylvia Earle

Thank you