

DANUBE WETLANDS MANAGEMENT PROJECT GOVERNANCE AND CAPACITY BUILDING – FINAL REPORT

Summary

1. This is the final report of the governance and capacity component of the Danube Wetlands Management Project for Persina Nature Park (PNP) and Kalimok Brushlen Protected Site (KBPS). The report summarises the problems with the current approaches at Kalimok Brushlen and Persina, states the goal for a new governance model, considers the possible models, describes the rationale for and makes a recommendation on the preferred model, describes the governance structure, funding needs and opportunities, and sets out the respective roles and responsibilities of different parts of the structures, defines the posts required, calculates the overall costs, considers the implications for PNP and for KBPS, makes recommendations on funding, and on the capacity building and training required.
2. The new governance structure proposed for the Protected Areas Authority comprises a non-executive Management Board with decision-making powers, a non-executive advisory Consultative Council, both with representation of all stakeholder interests, and a small executive. The new arrangements require funding commitment from the national and local government for the running costs and the opportunity to raise funds and develop projects with funds from all available sources. This model should be considered for adoption in other wetlands protected areas in Bulgaria.

Sources of Information

3. The proposals and recommendations in this paper are those of the institutional capacity building team and reflect discussions with the Ministry of Environment and Waters (MoEW), and its Regional Inspectorates of Environment and Waters (RIEW), the Executive Environment Agency (EEA), the Regional Laboratories (RL), and the Danube River Basin Directorate (DRBD), the Ministry of Agriculture and Forests (MAF), municipalities, local interests, non-government organisations, the administrations of PNP and KBPS, and other members of the Danube Wetlands Management Project team.

Weaknesses of Present Approaches

4. The impression given in many consultancy documents written prior to the Danube Wetlands Management Inception Report is that institutional capacity problems can be solved by more resources and more training, specifically for the two protected area administrations of PNP and KBPS. However, there are only a small number of staff in each of the two administrations (5 in the former and 4 in the latter) compared with many more in the government's regional bodies of the MoEW, especially RIEW, RL and the DRBD, and the responsibilities of staff in the municipalities. There is no guarantee at present that the resources required will be available. At the same time it is likely that more efficient and effective use of existing resources in all relevant government bodies alongside the clarification of their roles and responsibilities would be a helpful.
5. There are weaknesses in the organisational and management structures, and funding regimes at both of the protected areas and some weaknesses that are specific to the KBPS NGO model.
6. The general weaknesses are:
 - (a) Protected Area administrations have no authority over private interests, including land owners and land users.

- (b) Stakeholder engagement is on an informal basis, developed particularly by the Danube Wetlands Management Project. It is easy for those interests and individuals who are antagonistic to the protected areas not to participate in any of the formal or informal consultation processes. This, in turn, makes it more difficult to achieve consensus between all of the stakeholder interests.
 - (c) Non-government stakeholders have no decision making roles or responsibilities in the management of the protected areas.
 - (d) The capacity of non-government stakeholders remains limited.
 - (e) There are insufficient financial resources for the administration of the areas as currently structured.
 - (f) Little effort has been put into and there is little expertise in obtaining financial support for the development of projects.
 - (g) The state administrative structures are complex, and roles and responsibilities are not clearly set out and are at times confusing to others.
 - (h) Staff in the protected areas are not trained to provide leadership, or to negotiate with stakeholders and find solutions, or to raise funds.
7. In addition, the KBPS NGO model does not work and has no chance of being sustainable because
- (a) It is not an NGO, rather it is a collaborative effort led by government stakeholders,
 - (b) There is no government funding, and
 - (c) The level of membership fees is a barrier to some stakeholder groups participating.

New Governance Model

8. We propose an integrated approach to the delivery of the approved Management Plans (as required by the Protected Areas Act) for the two protected areas and for other Bulgarian protected areas. The underlying reasons for the approach we recommend are as follows.
- (a) To achieve environmentally sustainable development for the protected areas and the dependent communities in and around them requires that all of the relevant stakeholders are formally involved in their governance, that the executive staff have all of the necessary skills and experience to undertake the tasks required, and that all parts of government structure: national, regional and local, work effectively together in the delivery of their specific roles and responsibilities.
 - (b) The more traditional approaches of keeping non-government stakeholders at arms length, employing only experts in biodiversity conservation to manage complex areas, failure to interact with the range of legitimate resource owners and users and other stakeholders, especially failing to take into account the interests of private owners of land, and failure to tap into other funding sources has been proven in many countries in Europe and elsewhere to be unsuccessful.
 - (c) New approaches, involving formally the various non-governmental stakeholders, ensuring that staff with the necessary skills and experience are employed, and ensuring full cooperation and coordination between all of the parties, has become a more successful way of working in many countries.
9. Taking the rationale set out in the previous paragraph, the basis for the new governance model should be as follows:
- Stakeholder Participation**

- I. Ensure all appropriate government and non-government stakeholders are given a formal role in the consultative and decision-making process.
- II. Build on the positive aspects of the current PNP and KBPS governance models.

Clear Roles and Responsibilities and Institutional Capacity

- III. Ensure that liaison and interaction mechanisms between all government bodies exist and are effective.
- IV. Build on the expertise and technical competencies in existing organisations, rather than placing responsibilities on organisations with no capacity to deliver functions.

Secure Resources

- V. Provide flexibility to secure and use resources from a variety of sources.
- VI. Receive and use government resources for operating the governance structure.

Ethos and Culture

- VII. Ability to develop a proactive and positive culture among all those involved: government and non-government, volunteers and employed, to deliver the Management Plan.
- VIII. Ease of implementation without changes to existing statutes.

10. We have considered the following governance **options**:

- (a) Single state body
- (b) Multi-agency state body
- (c) Multi-stakeholder state body
- (d) Multi-stakeholder independent body
- (e) Multi-stakeholder state & non-state body.

The strengths and weaknesses of each model are discussed and a recommendation for the preferred structure made.

(a) Single State Body

11. This body would be established by state law and be responsible to the MoEW in consultation with the MAF. It would have executive authority to implement the approved Management Plan and undertake all of the monitoring necessary for the restoration work (although this would be delegated, on a contractual basis, to appropriate government bodies). The management of the state land would be undertaken by the Protected Area Administration.

12. **Advantages:** clear mandate; clear reporting lines; ability to deliver law and regulation.

13. **Disadvantages:** no formal stakeholder involvement; would require new legislation; would require additional resources; could lead to overlap and duplication with existing regional arms of government.

14. **Conclusion:** this model is likely to create more problems than it solves due to inefficient use of resources within government, and especially because of lack of stakeholder engagement in any meaningful way. It is discounted.

(b) Multi-Agency State Body

15. This body would be a virtual organisation bringing together the relevant expertise from existing government organisations, i.e. regional arms of MEW and MAF. It would have a Management Board appointed by the two Ministries and be accountable to them for the implementation of the Management Plan and the restoration work. This model is not currently in operation.

16. **Advantages:** efficient deployment of government resources; short lines of communication; overcome potential for overlap and duplication within government bodies; does not require change in the law.
17. **Disadvantages:** no stakeholder engagement; tendency to continue with law and regulatory approach rather than developing more proactive approach.
18. **Conclusion:** could be the most efficient model. Would not be the most effective model because stakeholders have no formal role and it would continue the top/down bureaucratic approach not in keeping with the expectations of communities of interest and modern international best practice. It is discounted.

(c) Multi-Stakeholder State Body

19. This body would be similar to the current arrangements at KBPS. It would be a body established by statute with governmental and non-governmental representatives as members with decision-making powers and ability to undertake trading operations as a non-profit organisation, and receive core funding from the government.
20. **Advantages:** have all relevant government and non-government bodies represented; financial support from government; have the potential to be self-financing.
21. **Disadvantages:** the membership would have a build-in imbalance as government members would always have the stronger role because of their statutory responsibilities and access to resources; require changes in the law.
22. **Conclusion:** this model would be an improvement on the present KBPS arrangements as it would have a statutory basis and commitment from government for funding, but the imbalance would mean that it might be difficult to sustain and the legal changes required to establish it mean that it would be difficult to establish.

(d) Multi-Stakeholder Independent Body

23. This body would take over all of the responsibilities of the national and local government for the protected areas, be approved by the state authorities, and act as an independent contractor to deliver the approved Management Plan and restoration works. It would be able to raise and retain revenue to achieve its social, economic and environmental purposes and duties. It would be able to contract out any of its activities, for example to the regional arms of the state entities, where this provided a more efficient and effective service.
24. **Advantages:** opportunity to raise revenue; full stakeholder engagement in decision making and management; able to achieve most cost effective delivery; more likely to achieve social and economic benefits than previous options.
25. **Disadvantages:** possibility of revenue raising ability being priority; means of ensuring delivery of government requirements not guaranteed.
26. **Conclusion:** the best of the options so far but potential for imbalances in approach.

(e) Multi-Stakeholder Government and Non-Government Body

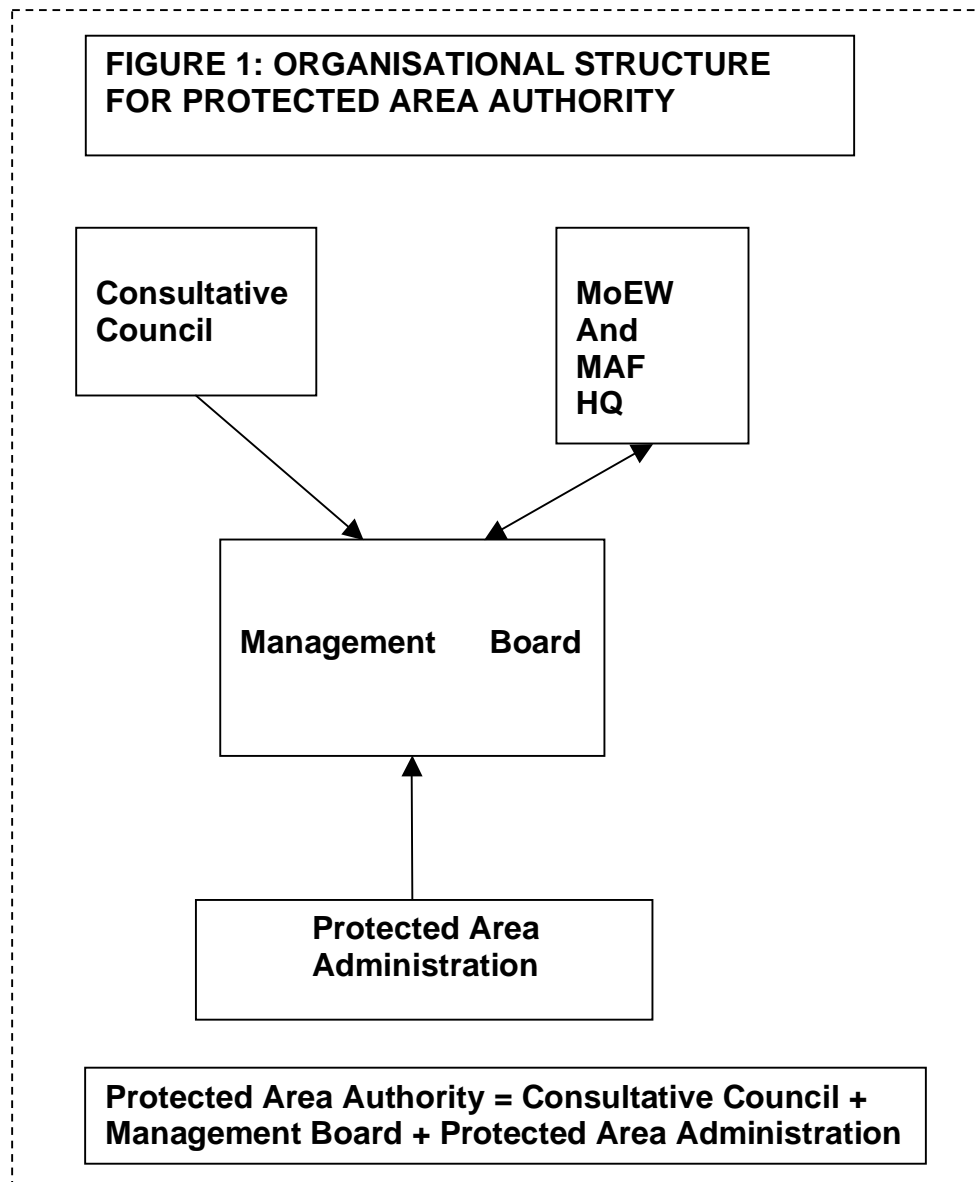
27. This body would take the best elements of the previous two options. It would be an equal partnership between government (national, regional and municipality levels) and non-government interests (all appropriate stakeholders: owners and managers of land and other natural resources, enterprises, education, environmental bodies etc). Ideally, it would be established by law and approved by the Council of Ministers of the Republic of Bulgaria, but it could be established by administrative action by the government along similar lines to the KBPS NGO. It would have guaranteed

long-term funding from the government for the implementation of the approved Management Plan, and it would be eligible for project support from government sources for environmentally sustainable activities in relation to the development of rural areas and to small and medium-sized enterprises, tourism, forestry, agriculture, fisheries, etc, and to raise funds from other donors and to undertake trading activities. It should have the key responsibilities of overseeing the implementation of the Management Plan, and servicing and stimulating relations with all stakeholders, and being proactive in the stimulation and funding of projects.

28. **Advantages:** joint working; contracting out; equality of representation from government and other constituencies.
 29. **Disadvantages:** government might not wish to delegate in way proposed; body becomes too powerful within government's regional machinery; government might not provide funding; other funding sources may not be available or might only be short-term.
 30. **Conclusions:** the best of the models as it brings together all of the attributes necessary for a sustainable governance solution and a sustainable development solution for the protected areas and the use and management of natural resources. We propose that the body becomes the hub and key liaison mechanism for the delivery of the Management Plan and works with a formal mandate from the respective parts of government.
31. In our preferred model **(e)**, we have rejected the possibility of transferring responsibility for the delivery of all of the government's functions on protected areas from the MoEW and the MAF and their regional agencies, and from the municipalities to the new protected area authorities. We consider that such delegation of roles and responsibilities would unnecessarily centralise power in one body, require fundamental changes to legislation which would delay implementation, and could be costly. We have also rejected the possibility of the protected area body having an agency arrangement for the delivery of the formal government functions undertaken by the MoEW and MAF, e.g. DRBD, EEA Regional Laboratories, and RIEW. This possibility would be an inefficient use of resources and ignore the fact that expertise and experience already exists in these organisations to undertake the majority of the tasks required for implementation of the Management Plan.

The Proposed Governance Structure

32. The governance structure of the protected areas is called the **Authority**, respectively the Persina Nature Park Authority and the Kalimok Brushlen Protected Site Authority. It is envisaged that the Authority will comprise of three components: (i) Consultative Council, (ii) Management Board and (iii) Executive Staff. The structure proposed is centred on a non-executive **Management Board** with decision-making powers and would have ultimate responsibility for the implementation of the approved Management Plan. The Board would be supported by the **executive staff** of the **Protected Areas Administration** and **government staff** in all of the appropriate parts of the regional bodies of national government and in the districts and municipalities. In addition, its activities would be informed by a non decision making **Consultative Council**, which would evolve from the KBPS Public Council and the Persina Consultative Council respectively. The generic structure and reporting lines are set out in **Figure 1** and costs of the proposals are set out in **Annex 1**. The constituencies of the Consultative are shown diagrammatically in **Figure 2**. The constituent parts of the structure of the Protected Area Administration are shown diagrammatically in **Figure 3**.



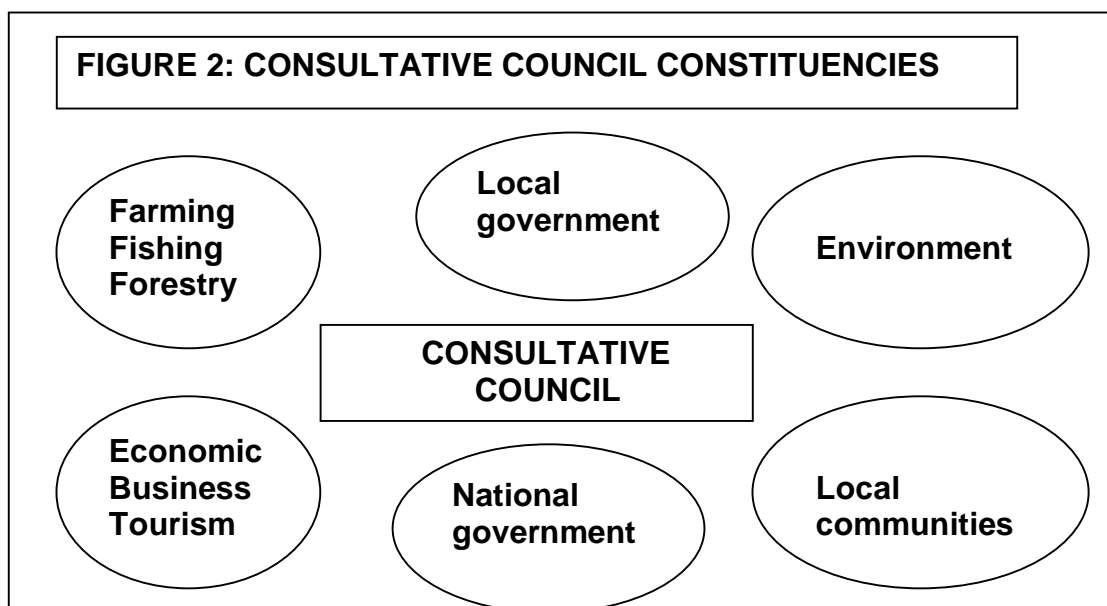
(1) Management Board

33. The role of the Management Board is as follows:

- (a) Oversee and coordinate the implementation of the Management Plan by the Protected Area Administration, by all parts of government: national, regional and municipal, and by other stakeholders and partners;
- (b) Determine the priorities in the light of the Management Plan, the resources available and taking into account the advice from Consultative Council;
- (c) Approve the Annual Work Programme prepared by executive Staff, monitor its implementation, and make any necessary adjustments;
- (d) Oversee the implementation of training and capacity building programmes for staff and for all stakeholders;
- (e) Be responsible for the appointment of senior staff and assessing their performance;
- (f) Monitor the use of funds from government;
- (g) Find funds and other resources from other sources; and
- (h) Act as the agency for the distribution of EU funds.

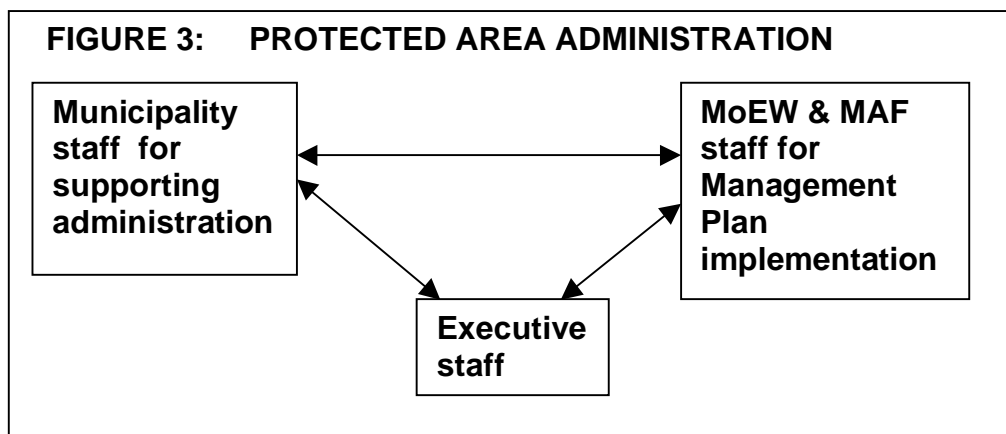
34. The Management Board should comprise a maximum of 9 members; the precise number should be set in relation to the number of municipalities within the protected area. Members should represent the following stakeholder interest groups: national government municipalities and non-government interests. The national government representative members should be appointed one each by the MoEW and the MAF. The municipality members should be agreed between all of the municipalities within the protected area; a rota system could be developed to ensure that there was a fair and equitable sharing of the role; this approach will be necessary for KBPS as there are 5 municipalities, but for PNP with 3 all three municipalities should be represented on the Management Board. The non-government members should be elected by the non-government members of the Consultative Council, they should represent the diversity of interests on the Council, and they should preferably include private owners of land, environment and business interests. The chair should be independent of and in addition to any one interest group. All members should serve no longer than 2 four-year terms.
35. The Management Board should have a direct line of accountability to the government department which provides the operating funds: MEW for KBPS and MAF for PNP. This should be achieved in the form of a contract between the two parties setting out the roles and responsibilities as proposed in paragraph 33 above, and the membership as proposed in paragraph 34 above. The relevant Ministry should approve the terms of reference of the Board and monitor its performance in relation to the implementation of the Management Plan., As indicated above in paragraph 34, Ministers in MoEW and MAF would be invited to approve the appointments to the Management Board.
36. The Management Board should meet as often as is necessary to fulfil its functions and responsibilities; this is likely to be about six times a year.

(2) Consultative Council



37. The function of the Consultative Council is to provide the forum for stakeholder engagement and the interaction on the implementation of Management Plan. It can generate ideas and make suggestions for the Management Board to take into account when drawing up the Annual Work Plans and undertaking its other roles. It should not have any decision-making authority, as that is properly the role of the Management Board.
38. Ideally, the Council should have around 30 members so that it is not too large and unwieldy and not so small that it cannot have representation of all of the appropriate stakeholder interests. It is important to ensure that all of the stakeholder interests, particularly those from the non-government sector, consider that they have a part to play and are therefore represented on the Council.
39. The members should represent the whole diversity of interests. For the national government, we envisage the members to be staff of the regional arms of national government, principally the MoEW (DRBD, RIEWs, RLs) and the MAF (RFBs). For local government, we envisage the members to be all of the municipalities within the protected area; they should be represented by the senior elected representative, i.e. the Mayor. For the non-government sector, we envisage the members coming from all of the relevant bodies representing private agriculture and farming, private forestry, fishing, hunting, tourism, other business interests, education (school and informal further education), and local and national environmental groups.
40. The line of accountability of the Council should be to the Management Board, not the other way round. The Management Board will monitor the composition of the Council's membership to ensure that it meets the requirements of full stakeholder representation, periodically assess its performance, and seeks its advice on all key matters regarding the implementation and periodic review of the Management Plan. These reporting lines and accountabilities should be reflected in the contract between the relevant Ministry and the Management Board set out in paragraph 35 above.
41. The Council should meet when there is real business for it to contribute to, such as the preparation of the Annual Work Plan or the periodic review of the Management Plan. It should meet at least once a year and preferably twice a year.

(3) Executive Functions



(a) National and Local Government

42. The executive functions for the implementation of the Management Plan will be mainly undertaken by existing parts of national and local government which have specific responsibilities and powers in relation to protected areas generally and specifically for Nature Parks and Protected Sites as set out in the Protected Areas Act, i.e. the regional arms of the MoEW and the MAF, districts and the municipalities. Maximum use should be made of the resources, including staff, in existing organisations within the governmental structure rather than adding new resources which might result in duplication and inefficient use of existing staff.
43. The new tasks to be carried out arising from the Management Plans and the restoration projects should be assigned to those parts of existing government bodies which have the appropriate technical capacity and knowledge. The tasks should be assigned as follows:
 - (a) Monitoring of the effects of the reclamation projects on water quality should be undertaken by the Danube River Basin Directorate and not the RLs or the RIEWs;
 - (b) Regulation of the environment should be undertaken by the Regional Inspectorates of Environment and Waters. Any 'guards' employed by the current protected areas administration should be reassigned to the RIEWs protected areas teams;
 - (c) Monitoring of other environmental parameters should be undertaken by the Regional Laboratories. Special consideration should be given to expanding the role of the RLs from purely collection and routine analysis of data to regional assessments and evaluations that are needed for the protected areas administrations and for the RIEWs to undertake their responsibilities. The monitoring equipment from the GEF project should be reassigned to the Regional Laboratories and the DRBD from the protected areas administrations.
44. In order for these functions and responsibilities to be performed in an efficient and effective way, there should be liaison arrangements established between all of the governmental organisations. These should be agreed by the Heads of the Environment Section of the MoEW and the Head of the Forestry Section of the MAF. The need for liaison and communication between the staff in the governmental organisations should also be clearly specified in the job descriptions of the relevant staff.

(b) Protected Area Administration

45. In addition, there should be a small Protected Area Administration. The functions to be performed should be those that are not the responsibility of other organisations and that would not otherwise be undertaken. The key functions are as follows:
 - (a) Secretariat to service the Management Board and the Consultative Council - administration role on part-time basis;
 - (b) Reviewing the implementation of the Management Plan on behalf of the Management Board, including liaison with all government organisations responsibility for protected areas activities - administration role on part-time basis;
 - (c) Building and maintaining good relations with all stakeholders, including communication, education and training – probably full-time post with specialist expertise in stakeholder engagement, capacity building, negotiation and conflict resolution;

- (d) Assisting land owners and land managers, especially farmers and foresters, to undertake environmentally sensitive management of their natural resources and administering management grants and other incentives, especially under the EU Common Agriculture Policy admits Rural Development Regulation, – specialist expertise in environmentally friendly agriculture and use of incentives, full-time post for PNP and part-time post for KBPS;
 - (e) Stimulating sustainable economic and social development projects with partners – expertise in fund raising, business experience and environmental commitment, part-time post;
 - (f) Undertaking biodiversity conservation projects – expertise in land restoration and working with partners, could be full-time or part-time post depending on the number of projects and the links with function 4; and
 - (g) Financial management and accounting for government funds and for funders received from all other sources – financial management and accounting skills needed, part-time role.
46. All of the functions identified do not need to have full-time members of staff. Functions **(a)**, **(b)** and **(g)** in paragraph 45 above could be combined to form one full-time post, provided that the post holder has the right expertise, functions 4 and 6 could be combined. In total 3.5 full-time equivalent (fte) posts for KBPS and 4.0 fte for PNR should be sufficient to undertake the detailed functions listed.
47. It is possible that functions **(a)** and **(g)** could be undertaken on an agency by one of the municipalities or by the district, using staff who have day-to-day experience of secretariat support and financial management functions.
48. Ensuring the implementation of the Management Plan and the Annual Work Plan and managing all of the specific functions listed in paragraph 45 should be the responsibility of an **Executive Director**. The skills required for the post are: proven skills as leader and manager of staff; excellent communication skills to promote the protected area to all stakeholders and to partners; ability to work to the Management Board and undertake the tasks instructed by it; ability to work effectively with the Consultative Council; ability to engage other partners and raise funds; and proven track record in negotiating with different interests and brokering resolutions to conflicts.
49. The purpose, objectives, skills and competencies required and reporting lines for each function are described in detail in Annex 2.

Implications for Persina Nature Park

50. The implications of the governance arrangements that we propose above relate particularly to the MAF and to its constituent bodies in forestry: the National Forest Board (NFB) and the Regional Forest Boards (RFBs). This is because the reporting lines are to the Ministry through the RFBs and the NFB, and the funding for the Consultative Council and for the PNP Administration is from the MAF.
51. In order to implement the new governance structure we propose, we recommend that MAF makes the following decisions:
- (a) Widens the membership of the PNP Consultative Council to include all relevant stakeholders;
 - (b) Ensures that the Consultative Council is an advisory body and not a decision-making body;
 - (c) Ensures that the Consultative Council is chaired by a non-executive who is a member of the Council and not by an official;

- (d) Establishes a Management Board of non-executive members, agrees to its roles and responsibilities as proposed in paragraph 33 above, the means of appointment of its members as recommended in paragraph 34 above, and that it reports directly to the MAF (see paragraph 35) and not via the RFB and the NFB;
 - (e) Provides the funds for operation of the Consultative Council, the Management Board and the costs of the Executive Director;
 - (f) Requests the districts and municipalities to provide staff to undertake secretariat support and financial management functions as a contribution in kind (see paragraph 47); and
 - (g) Supports the establishment of an ad hoc working group to develop proposals for an EU LEADER Programme and supports a parallel structure for the programme with different titles and roles but involving the same individuals (see paragraph 60 below).
52. An alternative approach could be taken at PNP that is less dependent on agreement from the MAF and its constituent parts: an independent association similar to the Kalimok Brushlen Association but with the 3 parts of the Authority: Consultative Council, Management Board and Executive support established as proposed in paragraphs 38-48 above. Given the large proportion of the PNP that is agricultural land, rather than state forestry land, there is no reason why the farmers and other stakeholders cannot constitute a stakeholder group that includes the national and local government representatives as the Management Board and the Consultative Council as a separate legal entity. It would, as with KBPS, be dependent on funding for the operation of the Authority and therefore the decisions requested of MAF in the preceding paragraph would still be necessary, but it could considerably speed the process of establishing new arrangements.
53. We understand that the current Consultative Council's mandate expires in April 2006. Good progress has been made in involving a range of non-government stakeholders alongside government representatives in discussing the management of the area through the current arrangements. It is important to maintain momentum and to retain the commitment of the various interests, so we hope that the MAF will not allow the current arrangements to lapse. Therefore, we recommend that the MAF take urgent action to ensure that, as a minimum, the current arrangements continue. However, our preferred course of action is for the MAF to agree to the establishment of the new Authority as proposed in paragraph 51.
54. The estimated costs of our proposals at 2005 prices are around 34,000 BGL per annum. The detailed breakdown is given in Annex 1.

Table 1: PNP Present and Future Structures

Present Structure	Proposed Structure
Consultative Council	Consultative Council
	Management Board
Administration	Administration

Implications for Kalimok Brushlen Protected Site

55. The implications of the recommended governance structure for KBPS are primarily the need for additional resources to sustain the current arrangements and to allow them to change into those recommended in this report.
56. KBPS NGO can determine its own aims and purposes and specific roles and responsibilities and revise its Memorandum and Articles of Association

accordingly. We have the following recommendations for action by the KBPS NGO:

- (a) The Public Council should be renamed the Consultative Council;
 - (b) The membership of the Public Council should be formally reviewed to ensure that all of the relevant stakeholders are members;
 - (c) The KBPS Association should redefine its roles and responsibilities to accord with those we propose for a Management Board. This will require agreement between the current parties, but as they include representation from the 3 constituency groups: national government, local government and representative bodies, this should not be a fundamental problem.
57. Our recommendations also requires action by the MEW on the following matters:
- (a) agreement that the KBPS Authority Management Board takes the lead in coordinating all government organisations work in the implementation of the Management Plan;
 - (b) agreement to fund the running costs of the new arrangements for the Authority, i.e. costs of the Consultative Council, Management Board and the Executive Director. In return for this, the Management Board would have a direct line of accountability to MEW.
58. The estimated costs of our proposals annually at 2005 prices would be around 32,000 BGL. A detailed breakdown is given in Annex 1.
59. In addition, we recommend that the municipalities should agree to contribute in kind by providing expert and experienced staff to undertake the secretariat support functions and for financial control.
60. Other funds and the running costs required for their administration should be sought from a variety of sources as described in the financial section below. Most crucial will be securing EU funding under the LEADER Programme for the social and economic activities, and for environmental projects.
61. The new structure should be designed in such a way that it can also be used to undertake the LEADER Programme, see below.

Table 2: KBPS Present and Future Structures

Present Structure	Proposed Structure
Public Council	Consultative Council
Association Board	Management Board
Management Unit	Administration

Linkage to the EU LEADER Programme

62. We consider that the governance arrangements we propose can be directly linked to the structures required to implement the EU LEADER Programme. We envisage this being relatively easy to achieve with two parallel structures as set out in the table below. In addition, we recommend that the same representation of stakeholders and also the same individuals are in each structure to avoid confusion and inconsistency, and to make to the best use of the expertise and commitment of individuals already engaged.

Table 3: Present and Proposed Structures for Protected Areas Authority and for LEADER

Present KBPS	Present PNP	Proposed Protected Area Authority	LEADER Programme
Public Council	Consultative	Consultative Council	Local Action Group

	Council		
			Local Action Group Board
Association Board		Management Board	Local Action Group Executive Committee
Management Unit	Administration	Administration	LEADER entity

Funding requirements

63. The arrangements proposed will require channelling of existing resources and provision of new resources (see Annex 1 for estimated costs). A number of specific requirements would significantly help the implementation of the new structures and the delivery of the Management Plan. The new Protected Areas authority should be permitted to undertake the following:

- (a) Set up and run not-for-profit organisations to raise revenue and retain it for the implementation of projects conforming with the Management Plans and for capacity building and training;
- (b) Administer incentive schemes on behalf of the Government of Bulgaria and on behalf of the European Union (including administration of funds under the EU Rural Development Regulation for land management and community development for improving the competitiveness of agriculture and forestry by supporting restructuring, development and innovation; improving the environment and the countryside by supporting land management; and improving the quality of life in rural areas and encouraging diversification of economic activity) and any other bodies providing funds for implementation of the Management Plan, including the World Bank and GEF;
- (c) Develop and seek funds for and oversee implementation of environmental restoration, and socio-economic development programmes and projects;
- (d) Receive funds to cover the costs of administration of the Consultative Council, the Management Board, and the Executive Director and secretariat support (functions (a), (b) and (g) in paragraph 45 above) mainly from national government and from municipalities on a formula to be agreed. It is suggested that national government provides the majority of this funding up to a total of 80%;
- (e) Funds from subscriptions by non-government members should be used only for projects and not for administration.

64. The protected area authority should be allowed to raise funds specifically from the following sources:

- (a) Apply for LEADER funds to set up the Local Action Groups and to undertake specific development activities;
- (b) Request the WB/GEF to delegate funds for development of projects within the approved Management Plans, including restoration;
- (c) Once the Government of Bulgaria has gained agreement from the EU that it can be eligible, develop proposals for securing EC LIFE funds for restoration of NATURA species and habitats and for engaging the key stakeholders, particularly the owners and managers of the protected sites; and
- (d) Work with large international NGOs, for example WWF and The Nature Conservancy of the USA, to persuade them to establish an eco-fund to support ecologically sustainable projects.

65. It is also proposed that all externally funded programmes and projects should have as a success criterion economic and environmental sustainability of enterprises and activities established.
66. Positive financial support measures for landowners to undertake environmentally sensitive management of protected areas should be developed and implemented by the Government of Bulgaria. Specifically, a compensation scheme for landowners whose rights are curtailed as a result of the implementation of protected areas laws and regulations should be developed and implemented by the Government of Bulgaria. These will be required as part of the implementation of the EU Common Agricultural Policy Rural Development Regulation.

Capacity Building and Skills Development

(1) Staff and Stakeholders

67. For the new governance structures to work effectively and for all of the stakeholder bodies and all staff and non-executives to undertake their roles and responsibilities effectively, a programme of capacity building and development of specific skills and competencies will be required. A key requirement will be realistic timescales for the effective establishment and operation of collaborative machinery between the local stakeholders and the protected areas authority. Realistically, this can take a number of years.
68. We have developed the skills and competencies training required on the basis that the individuals appointed to each post will already have the necessary specific skills, experience and expertise for the job; for example, the biodiversity expert will have experience and skills in practical biodiversity conservation. All staff recruited to the Protected Areas Administrations, and those already employed, should receive off the job induction training on conflict resolution and working with stakeholders have awareness of conflict resolution, including moderation and negotiation. Also all local stakeholders should receive induction training in interactive working and conflict resolution. Our specific proposals are set out in Table 4 below.

TABLE 4: SKILLS AND COMPETENCIES TRAINING AND DEVELOPMENT NEEDED

	All government staff & all stakeholders	Executive Director	Stakeholder expert	Biodiversity expert	Agric & natural resources expert	Econ & social dev expert	Financial management accounting	Secretariat
Natural resource understanding	√	√	√	√	√	√	√	√
Leadership & management		√						
Team building	√	√						
Team working	√	√	√	√	√	√	√	√
Stakeholder working	√	√	√	√	√	√		
Conflict resolution	√	√	√	√	√	√		
Communication	√	√	√	√	√	√		

Funding opportunities	√				√	√		
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69. An important element in building the capacity of organisations is to ensure that there are no conflicts and inconsistencies in the laws and regulations between different parts of the government structure and also that there is an open and positive and creative culture. We therefore recommend, as part of capacity building, that there is an examination of the laws and regulations to identify any inconsistencies, and where these are identified there should be agreement between relevant Ministries on changes to remove inconsistencies. Also the culture and approach to protected areas within the government bodies should be changed from one of regulation and protection alone to one which is also more enabling and progressive. This requires leadership from the two key Ministers and officials at national and regional levels. The Articles of Association of the non-profit association for KBPS are a good model of a more pro-active approach (see especially Article 6).
70. In appointing staff to the Protected Areas Administration it is vital to secure leadership that embraces and provides leadership on a modern protected areas culture, for example as articulated in the Durban Accord of the World Parks Congress 2003. It is also vital to ensure that the expertise base of the protected areas staff is broadened beyond traditional forest and species management expertise.
71. Given our recommendation that the Protected Areas Administrations be given delegated responsibility to administer incentives schemes and other funds on behalf of the MAF and MoEW, then staff with appropriate skills should be recruited and given necessary additional training, for example, by MAF staff in the interaction with and negotiation with farmers, and in the procedures of dispersal of compensation and grants to farmers. A few farmers in PNP and KBPS should be chosen by their peers to be trained as agri-environment advisers to persuade their colleagues to adopt new forms of environmentally sensitive management of their farmland which will be mandatory and funded as part of the Rural Development Regulation (2007-2013). Also these farmers will need to comply with the EU Directives on Nitrates, Habitats and Species, Water Framework once Bulgaria has joined the EU.

(2) Additional Sources of Assistance for Capacity Building

72. The Association of Nature Parks should be given formal recognition by the MoEW as a major Bulgarian initiative in institutional capacity building to aid the implementation of the Protected Areas Act. MoEW should provide resources for networking between the staff of the protected areas, for exchanges of expertise, for study visits to other locations within and outside Bulgaria. All protected areas types should be encouraged to join the Association, not just Nature Parks.
73. The Association, once on the more formal basis proposed in the previous paragraph, should become a member of the EUROPARC Federation. A liaison officer should be identified to ensure that relevant material from the Federation is available to all members of the Association.
74. The Danube Wetlands Management Project should explore opportunities for capacity building and stakeholder engagement both during and after our project with the Bulgarian Biodiversity Foundation.
75. The Bulgarian members of IUCN – The World Conservation Union and its World Commission on Protected Areas (WCPA) should be encouraged to nominate key staff in the protected areas organisations for membership of the

IUCN WCPA. Once appointed these individuals should be tasked to ensure that linkages with colleagues are developed.

76. Links should be considered with protected areas and protected areas agencies in other parts of Europe to assess whether it is possible to make twinning arrangements with protected areas in other countries as a basis for sharing experience and building the capacity of the protected areas administrations and governance structures in Bulgaria.

Roger Crofts
Protected Areas Administration Leader
May 2006

ANNEX 1: COSTS OF RECOMMENDED ARRANGEMENTS (all figures in BGL per annum at 2005 prices)

(1) Non executive costs

Consultative Council support costs for 2 meetings a year: 1000

Management Board support costs for 6 meetings a year: 1500

(2) Staff costs based on 2005 salaries

Executive Director 5400

Stakeholder relations 3840

Biodiversity part-time 2160

Agriculture etc full-time PNR 3840
Part-time KBPS 1920

Sustainable development part-time 1920

Financial management to be supplied from municipalities

Secretariat part-time to be supplied from municipalities

(3) Other support costs

Office running (Water, Electricity, Fuel) 2010

Communication (Telephones, Post services) 2060

Software 620

Other office running 6490

Business-trips per Diem 2190

Insurances 220

SBKO (3 % from salary funding for incidental expenditures) 670

TOTAL FOR (1) + (2) + (3)	PNR	33920
	KBPS	33200

ANNEX 2: JOB DESCRIPTIONS OF EXECUTIVE STAFF FUNCTIONS

EXECUTIVE DIRECTOR

Full-time post

Job purpose

Coordinate and supervise the implementation of the approved Management Plan.

Job objectives

- Lead and manage the executive team.
- Manage stakeholder relationships: government and non-government.
- Coordinate inputs from all parties in achieving the Management Plan.
- Develop for approval by the Management Board the Annual Work Plan.
- Implement the Annual Work Plan.

Reporting line

To the Management Board and specifically to its Chair.

Skills and competencies required

- Proven skills as leader and manager of staff.
- Excellent communication skills to promote the protected area to all stakeholders and to partners.
- Ability to work to the Management Board and undertake the tasks instructed by it.
- Ability to work effectively with the Consultative Council.
- Ability to engage other partners to raise funds.
- Proven track record in negotiating with different interests and brokering resolutions to conflicts.

STAKEHOLDER AND PUBLIC RELATIONS, AND EDUCATION AND TRAINING

Full-time post

Job purpose

Building and maintaining good relations with all stakeholders, partners and the public, including communication, education and training.

Job objectives

- Develop productive relations with all stakeholders on Consultative Council and Management Board and their constituent bodies.
- Develop productive relations with other partners in state and non state sectors.
- Build capacity of stakeholders and staff of partner organisations through education and training programmes.
- Promote the Authority and its activities to the public and to all other interests.
- Develop and maintain information mechanisms for communicating with the public, stakeholders and partners.
- Develop education programmes for target audiences.

Reporting line

To Executive Director.

Skills and competencies required

Specialist experience in stakeholder engagement, negotiation and conflict resolution.
Track record in education and communication to diversity of audiences, especially public and media.
Outstanding communication skills.

BIODIVERSITY EXPERT

Full-time or part-time post and could be undertaken with the natural resources sustainability post

Job purpose

Ensure that all biodiversity activity in the Management Plan is implemented, including monitoring and restoration.

Job objectives

Ensure that all necessary information on biodiversity and environmental quality is available and accessible for implementing the Management Plan.
Supervise special restoration projects.
Assess the trends in all aspects of biodiversity to inform the review of the achievement of the Management Plan and the development of specific activities and interventions.

Reporting line

To Executive Director.

Skills and competencies required

Knowledge and experience in practical biodiversity conservation.
Ability to work with owners and managers of land.
Creativity in identifying opportunities for restoration of natural systems.

AGRICULTURE AND SUSTAINABLE USE OF NATURAL RESOURCES

Full-time for PNP. Part-time for KBPS.

Job purpose

Assisting land owners and land managers to undertake environmentally sensitive management of their natural resources.

Job objectives

Identifying opportunities for environmentally sensitive management of natural resources, especially by farmers and foresters.
Providing incentives approach for exemplary management of natural resources by administering management grants and other incentives.
Assessing the effects of current practices in the use and management of natural resources to guide implementation of the Management Plan and to inform the development of projects and incentives regimes.

Reporting line

To Executive Director.

Skills and competencies required

Specialist expertise in implementation of environmentally friendly agriculture and forestry.
Proven ability to work productively with land owners and land managers.
Commitment to and knowledge of incentives approaches and specific schemes and their administration.

SUSTAINABLE ECONOMIC AND SOCIAL DEVELOPMENT

Part-time post

Job Purpose

Stimulate sustainable economic and social development projects with partners.

Job Objectives

Assess and lever funding sources for projects from all possible sources.
Identify business partners with entrepreneurial approach.
Achieve establishment of financially viable, socially beneficial and environmentally sustainable businesses.

Reporting line

To Executive Director.

Skills and competencies required

Proven track record in fund raising from variety of sources.
Experience in business.
Entrepreneurial and creative in business development.
Proven ability to work with variety of stakeholders.
Commitment to sustainable use of natural resources.

FINANCIAL MANAGEMENT AND ACCOUNTING

Part-time post

Job Purpose

Ensure management and accounting of all funds meets best practice.

Job Objectives

Financial management and accounting for government funds to accepted standards.
Financial management and accounting of all funds received from non-government sources to accepted standards.
Production of periodic accounts, including annual cash flows and balance sheet.

Reporting line

To Executive Director.

Skills and competencies required

Proven track record in production of ledger accounts, cash flows, and balance sheets.
Proven track record in government accounting and financial management approaches, including all financial control mechanisms.
Ability to provide financial reports and recommend action needed.
Act with reliability, integrity and probity.

SECRETARIAT

Job purpose

Service the Management Board and the Consultative Council

Job objectives

Take minutes of meetings and agree them with members
maintain contact details for all members
administer expenses and costs for the members and committees
circulate material for meetings and between meetings for members

Reporting line

Executive Director

Skills and competencies required

Experience of servicing non-executive membership committees